



## Municipality of Anchorage

Planning Department  
Long-Range Planning Division



### MEMORANDUM

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**Date:** November 4, 2016

**To:** Planning and Zoning Commission

**From:** Long-Range Planning Division Staff

**Subject:** PZC Case No. 2016-0127, Anchorage 2040 Land Use Plan

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In preparation for the November 7, 2016 work session and your review of the *Anchorage 2040 Land Use Plan* during the regular Commission meeting, staff is providing the following items:

1. Appendix C: Anchorage Traded Sectors Analysis
2. Appendix D-1: Public Comments Compilation (for Public Hearing Draft)
3. Appendix E: November 7, 2016 Work Session DRAFT of Comment Issue-Response
4. Anchorage Industrial Land Assessment Update: Volume I (2015)

Item 2 – A compilation of all public comments received from September 26 through November 1, 2016, on the Anchorage 2040 Land Use Plan Public Hearing Draft. Public comments received earlier this year regarding the February 29 Community Discussion Draft Land Use Plan are available on the project web page and will be sent to the Commission as Appendix D-2 prior to the Commission's next meeting on November 14, 2016.

Item 3 – Due to the volume of written comments received by the November 1, 2016 deadline, this draft Comment Issue-Response is a work-in-progress and represents what staff was able to address at this time. An electronic version of item 3 will be emailed to Commissioners today. A hardcopy will be provided to Commissioners at the November 7 worksession.

A revised and more complete version of the Comment Issue-Response covering comments received, including those heard from the Commission at the work session, will be sent to the Commission prior to the Commission's next meeting on November 14, 2016.

Items 1 and 4 – Provided as supplementary information regarding the basis for retention and preservation of industrial lands within the Anchorage Bowl.

We look forward to briefing the Commission on these items.

Enclosures

# Appendix C

## ANCHORAGE INDUSTRIAL TRADED SECTORS ANALYSIS

MUNICIPALITY OF ANCHORAGE  
LAND USE PLAN MAP UPDATE  
WITH 2016 UPDATED “HYBRID”  
EMPLOYMENT FORECAST

Prepared for: Municipality of Anchorage, Planning Department

Prepared by: PNW Economics, LLC

April 8, 2016





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# **I. Introduction**

The Municipality of Anchorage is presently in the process of updating its Land Use Plan Map and related land use policies to prepare the community for economic growth and change over the next 25 years.

Leading up to this effort, the Municipality recently had completed a 2015 Industrial Lands Assessment Update.<sup>1</sup> The report found that over a twenty-year period, the Municipality does not have enough land zoned for industrial uses to accommodate a likely economic growth trajectory for Anchorage.

Among various recommendations made by the Assessment Update was to identify Anchorage's Industrial Traded Sectors and to better understand their production function, including their need for land, along with utilities and transportation infrastructure. By Traded Sector, the report referred to key industries in Anchorage that sell goods and services to businesses, households, and governments outside of Anchorage. In other words, those businesses that are particularly important for bringing more dollars into the economy due to commerce with customers in Anchorage but also outside of Anchorage.

By understanding the business and land needs of these key Traded Sectors firms, a better idea emerges about how much industrial land, where, and what kinds of infrastructure and utilities are essential to their economic viability and ability to expand.

As a follow-up to the recommendation made by the 2015 Anchorage Industrial Lands Assessment update, this report is a detailed study of Anchorage's Traded Sectors so defined, with emphasis on Traded Sectors in Anchorage that require industrial land and sites as opposed to other major land uses (Office, etc.).

The report is divided into the following sections:

- I. Introduction**
- II. Key Findings**
- III. Traded Industry Sectors Introduction**
- IV. Anchorage Traded Sectors**
- V. Planning for Industrial Traded Sectors**
- VI. Policy Implications & Recommendations**

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<sup>1</sup><http://www.muni.org/Departments/OCPD/Planning/Projects/AnchLandUse/Pages/AnchorageIndustrialLandAssessment.aspx>

## II. Key Findings

Anchorage has roughly five types of Industrial Traded Sectors – Industrial land-utilizing industry sectors that are vital to the local economy by disproportionately exporting goods and services to elsewhere across the State, elsewhere in the U.S., or internationally. By doing so, they disproportionately support the community with dollars circulated through the Anchorage economy and employment at higher wages than average, or typically “family-wage” jobs.

They are:

- **Various Manufacturing Businesses – including the nascent Marijuana Industry;**
- **Power Generation;**
- **Non-Metal Mineral Mining;**
- **Air & Water Transportation;**
- **Professional & Technical (Business) Services.**

The following are key summary statistics for five key Industrial Traded Sectors in Anchorage:

- Employment: 25,548 jobs (12.6% of Anchorage total employment in five key sectors)
- Average annual wages: \$67,035 (\$57,553 Anchorage average)
- Export Trade Revenues: \$3.3 billion in export revenues (the five key sectors alone represent 19% of Anchorage total)
- Total Business Revenues: \$6.3 billion in gross business revenues (the five key sectors alone account for 16% of the Anchorage total)

Not only have these key sectors added jobs at a faster rate than the broader economy, they are expected to continue to exceed broader economic growth over the next twenty years.

- Broad Industrial Traded Sectors in Anchorage are expected to add as much as 4,800 jobs by 2035 and roughly 6,250 jobs between 2015 and 2040, under the Baseline “Hybrid” growth scenario<sup>2</sup>.
- Broad Traded Sector job growth represents 14% of total job growth in Anchorage under the Baseline “Hybrid” growth scenario.
- The Anchorage economy added 5,758 jobs between 2009 and 2014, for an average annual growth rate of 0.8%.
- Anchorage’s broad Industrial Traded Sectors added 1,483 jobs between 2009 and 2014 for 1.45% annual growth and accounting for 26% of new jobs in Anchorage.

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<sup>2</sup> Baseline “Hybrid” Growth Scenario and other possible scenarios for rate of future growth are provided in the April 19, 2016 “Anchorage Employment & Non-Residential Land Need Forecasts” report, to be available on the Land Use Plan Map project website.

Given continued expected growth in these Traded Sectors and higher wages that they pay, it is recommended that the Municipality ensure adequate industrial land to at the very least guarantee their continued presence and expansion in Anchorage.

- Broad Industrial Traded Sectors are expected to drive the need for at least 384 acres of industrial land, excluding Airport and Utility lands, through 2040 under the Baseline "Hybrid" Scenario.
- Demand for industrial land by Broad Traded Sectors is expected to account for 57% of total industrial land need within the Municipality through 2040, as opposed to just 29% of total job growth.

With land supply becoming increasingly constrained within the Anchorage Bowl, the Municipality will have to balance different land use designations to balance need by different uses. As it does so, it is recommended that the Municipality recognize that Industrial Traded Sectors are found to not only support higher-than-average wage jobs, but on a per-acre basis also contribute more taxable assessed real and personal property value investment than Retail uses. The following table provides taxable assessed value findings for a sample of six representative industrial and commercial sites of varying size and uses.

User/Land Use	Site	Site Size	Structure	FAR*	Land	Assessed Value (000s)			Per Acre
	Zoning	(Acres)	(Sq. Ft.)			Building	Equipment	Total	
Industrial									
Manufacturing Traded Sector	I-1	0.5	7,771	0.36	\$138.7	\$896.4	\$738.6	\$1,773.7	\$3,614.1
Manufacturing Traded Sector	I-1	13.6	66,180	0.11	\$4,657.8	\$7,154.0	\$9,882.6	\$21,694.4	\$1,598.5
Business Park-Using Traded Sector	I-1	<u>0.5</u>	<u>12,169</u>	<u>0.54</u>	<u>\$272.8</u>	<u>\$1,245.4</u>	<u>\$163.7</u>	<u>\$1,681.9</u>	<u>\$3,285.6</u>
Industrial Averages:		4.9	28,707	0.34	\$1,689.8	\$3,098.6	\$3,595.0	\$8,383.4	\$2,832.7
Office									
Office-Using Traded Sector	B-3	3.1	97,820	0.73	\$2,629.4	\$12,471.5	\$4,239.1	\$19,340.0	\$6,323.1
Retail									
Retail Medium Format	I-1	1.6	14,545	0.20	\$1,293.9	\$1,794.6	\$1,524.1	\$4,612.6	\$2,819.9
Retail Large Format	I-1	<u>16.3</u>	<u>154,642</u>	<u>0.22</u>	<u>\$9,211.0</u>	<u>\$13,606.5</u>	<u>\$11,393.9</u>	<u>\$34,211.4</u>	<u>\$2,092.5</u>
Retail Averages:		9.0	84,594	0.21	\$5,252.5	\$7,700.6	\$6,459.0	\$19,412.0	\$2,456.2
Traded Sectors Averages:		4.4	45,985	0.44	\$1,924.7	\$5,441.8	\$3,756.0	\$11,122.5	\$3,705.3

SOURCE: Municipality of Anchorage and PNW Economics, LLC

\*Floor Area Ratio

Office-using Traded Sectors, and higher-density Office use generally, tends to contribute the most per acre due to its increasingly common high-rise development type in Anchorage. The Petroleum Industry Cluster and Traded Sector is still recognized as the most economically valuable in Anchorage according to most measures, which primarily utilizes Office space.

Given the known inventory of industrially-zoned land within the Municipality, as well as known inventory of lands zoned Public Lands Institutional and Transition Lands, the implications for prioritizing Industrial Traded Sector growth in Anchorage include:

- Choosing to avoid rezoning appropriate, candidate Public Land Institutional and/or Transition Lands (identified in the 2015 Anchorage Industrial Lands Assessment Update



report)<sup>3</sup> will guarantee the need to enhancement industrial land inventory in Anchorage via stronger protections such as industrial sanctuary designations, greater restriction on commercial uses for I-zones, and potential rezones from commercial to industrial within the Anchorage Bowl.

- Choosing to rezone candidate PLI and T lands in Anchorage will significantly help meet the need of Traded Sector growth within the Anchorage Bowl under the “High Range” Bowl land inventory found in the 2015 Anchorage Industrial Lands Assessment Update.
- Rezoning candidate PLI and T lands under the “Low Range” Bowl Inventory found in the 2015 Anchorage Industrial Lands Assessment Update is not sufficient for Traded Sector growth, leaving a 74-acre deficit that will require some industrial zone enhancements within the Anchorage Bowl.
- Under any circumstance, Chugiak-Eagle River will need to be ready to receive some Traded Sector and/or Non-Traded Sector growth through 2040 and will thus require infrastructure and utility planning and provision.

### III. Traded Industry Sectors Introduction

#### Traded Sector Defined

##### Traded Sectors vs. Local Sectors

The Anchorage economy comprises numerous sectors and industries that do business with each other, government, and of course, with households. The business-customer relationship intrinsic to any economy is commonly referred to as “trade” in economic literature. Goods and services are traded for payment between all businesses, government, and households in vast quantity on a daily basis.

Since roughly 1985<sup>4</sup> and then again in 1991,<sup>5</sup> the study of both urban geography and international trade in economics has more formally distinguished between different customer-seller trade relationships in the study of economic growth and trade. The result is that different industries in an economy can be divided into one of two categories:

- **Traded (Tradable) Sectors:** Locally produced goods and services that are sold or “traded” with non-local businesses and households. The three types of non-local customers for this type of trade are:
  - Trade with other regions (Intrastate);

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<sup>3</sup> The candidate PLI and T zoned parcels refer only to specific parcels identified in the 2015 Anchorage Industrial Lands Assessment Update as being potentially appropriate for reclassifying to industrial use. These candidates do not include all PLI and T zoned properties.

<sup>4</sup> Helpman, Elhanan, and Paul R. Krugman. 1985. *Market Structure and Foreign Trade: Increasing Returns, Imperfect Competition, and the International Economy*. Cambridge, MA: MIT Press.

<sup>5</sup> Krugman, Paul R. 1991. *Geography and Trade*. Cambridge, MA: MIT Press.

- Trade with other states (Domestic Trade); and
- International trade.
- **Non-Traded (Local) Sectors:** Locally produced goods and services that are sold or “traded” with local businesses and households.

If an economy was entirely local, that is local businesses with only local customers, long term stability would be impossible because of *economic leakage*. In other words, local customers only purchase *a portion* of their goods and services from local businesses. The rest, and sometimes the majority, are purchases from businesses outside of a local area. Travel, and more recently, Internet commerce has emerged as a classic example of economic leakage.

It is therefore crucial that a local economy maintain and grow its Traded Sectors, who by definition are the opposite of economic leakage by enjoying trade with households, businesses, and governments outside of a local area.

In economic development practice, Traded Sectors have the following primary virtues:

- *Traded Sectors counterbalance the natural leakage of income from a local economy due to household and business spending on goods and services from outside of a region.*
- *Traded Sectors are usually concentrated in Natural Resource and Manufacturing sectors that capitalize on local competitive advantages related to resource abundance, location, and ease of transportation.*
- *Traded Sectors generally pay higher average wages than Local Sectors due to the greater magnitude of non-local customers and sales revenue per employee.*

## Traded Sectors & Land Use

### *Industrial Land*

From a land use perspective, Traded Sectors are *usually* associated with Industrial Land-utilizing businesses:

- Core Natural Resource and Manufacturing sectors;
- Support sectors such as Warehousing, Transportation, Energy, and Wholesale Trade.

This is primarily due to the common characteristic of Traded Sectors to be uniquely associated with a local economy due to the locality’s mix of natural resources, energy sources, or transportation advantages and the combination of the three.

Alaskan Traded Sectors with such presence in Anchorage – as will be discussed in greater detail later in this report – include wood products manufacturing, air transportation, and food manufacturing.

### *Office Land*

However, Traded Sectors can certainly include Office Commercial-utilizing businesses such as headquarters, administration, and support related to typical Traded Sector activities. The primary example of an Alaskan Traded Sector with significant Anchorage presence would be petroleum

extraction and petroleum industry service providers that occupy much office space within the Municipality.

### *Retail Land*

In some cases of high-volume visitor spending, Traded Sectors can include Retail/Service Commercial Land-utilizing businesses. Anchorage's strong tourism sector, as well as its role as statewide commercial retail center, attests to retail land in Anchorage serving some Traded Sector purpose. The issue is not treated in this report in detail due to a focus on identifying Traded Sectors that have the highest rates of business trade under different criteria, which significantly outperform all retail uses.

## **IMPLAN Methodology**

To identify and quantify the economics of Anchorage's Traded Sectors, PNW Economics utilized the IMPLAN (IMpacts for PLANing)<sup>6</sup> economic impact analysis model. Originally developed by the Forest Service to assist in land and resource management planning, IMPLAN is an economic impact model designed for analyzing the effects of industry activity (employment, income, or business revenues) upon all other industries in an economic area.

The IMPLAN model utilizes detailed economic data for a geographic region and then estimates the detailed economic interactions between all private and public sectors of the specified economy based on publicly available data for a local economy as well as how industry sectors are known to interact with one another at the national level.

Comprehensive estimates of economic activity, including labor utilization, income, business revenues, trade with geography external to the study area, tax expenditures, and many other variables are possible with the IMPLAN model.

As such, results expressed in this analysis are estimates of economic activity as modeled by IMPLAN for the Municipality of Anchorage economy. Because results are modeled estimates, they should not be construed as precise or even confidential business data.

## **IV. Anchorage Traded Sectors**

### **Traded Sectors Definition Considerations**

#### **Traded Sectors & Land Constraint**

Anchorage faces similar challenges to other central city jurisdictions within a metro area: a geographically constrained supply of land. Anchorage is further challenged by natural barriers to urbanization, specifically the Chugach Mountains and the Cook Inlet. Anchorage is further hemmed in by JBER, making the Anchorage Bowl unique among central cities across the United States: a central urban area that does not border a suburb.

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<sup>6</sup> <http://www.implan.com/>

At some level, therefore, Anchorage should plan for future growth and economic development by recognizing its core Traded Sectors and prioritizing its new land use policies – including redevelopment, infill, and retention of appropriately zoned lands – to best facilitate its broader business retention, expansion, and attraction (BREA) efforts.

Accommodation of different types of Traded Sector growth, as well as any other sectors of the economy, with increasing constraint on land capacity will require some understanding of the relative value or contribution of key sectors for the local economy.

### **Traded Sector Alternate Definitions**

Very generally, a Traded Sector is one that significantly or primarily does business with customers from outside of an economic region, here the Municipality of Anchorage. But “significantly” or “primarily” can be vague, particularly with regard to the topic of land use policies and economic development prioritization.

Four ways to further refine the definition of key Traded Sectors for prioritizing economic development and land use priorities would primarily include:

- Gross magnitude of business revenues in trade (to areas outside of Anchorage);
- Percentage of business revenues attributed to trade. (75%+);
- Total sector annual employment; and
- Sector annual compensation (wages).

### ***Gross Export Revenues***

Sheer magnitude of annual revenues earned by an Anchorage business from trade with customers outside of Anchorage is a first and major potential criterion for consideration as a key Traded Sector. Figure 1 provides a summary of the twenty Anchorage industry sectors, out of 54 candidates, whose revenues are due to trade with customers outside of Anchorage, whether trade is domestic, international, or both.

Results of the analysis in Figure 1 demonstrate the importance of the petroleum industry cluster in Anchorage, with Petroleum Extraction and Pipeline Transportation firms combining for \$9 billion in revenue from trade outside of Anchorage, or over half of Anchorage export trade (\$16.9 billion) in 2012.

Overall, Anchorage’s top exporting sectors generated an estimated \$30.3 billion in gross revenues. That equates to an impressive 76% of all business revenues combined for all Anchorage businesses and sectors. In other words, the Anchorage economy is clearly dependent upon businesses that trade goods and services with customers outside of Anchorage.

**Figure 1 - Top 20 Exporting Anchorage Industry Sectors (2012 data)**

Gross Revenues			Business Revenues	Revenues from	Exports as %	Compensation	
Rank	Exports as % of Revenues	Sector	(millions)	Export (millions)	of Revenues	Employment	per Job
1	8	Petroleum Extraction	\$5,533.0	\$5,084.0	92%	1,749.0	\$228,620
2	1	Pipeline Transportation	\$4,021.1	\$3,995.4	99%	935.6	\$144,180
8	12	Air Transportation	\$1,436.1	\$1,240.0	86%	3,179.0	\$82,950
4	32	Professional, Scientific, Technical Services	\$2,858.2	\$1,023.1	36%	17,043.6	\$68,220
5	33	Health & Social Services	\$2,849.4	\$845.3	30%	26,356.5	\$57,450
14	21	Scenic & Sightseeing Transportation	\$797.1	\$505.7	63%	5,811.3	\$91,010
10	29	Telecommunications	\$1,111.2	\$450.1	41%	2,862.6	\$94,970
16	22	Truck Transportation	\$643.5	\$383.2	60%	2,198.1	\$65,720
3	47	Real Estate & Property Services	\$3,396.4	\$368.7	11%	7,836.1	\$18,300
12	30	Administrative Services	\$877.2	\$331.5	38%	9,380.2	\$34,420
7	39	Retail Trade	\$1,459.3	\$231.0	16%	19,291.2	\$34,290
18	28	Non-Metallic Mineral Mining	\$523.0	\$230.4	44%	1,738.9	\$158,120
25	5	Lodging	\$227.7	\$213.1	94%	2,839.0	\$29,490
24	20	Food Manufacturing	\$245.3	\$190.8	78%	872.7	\$50,070
26	15	Water Transportation	\$219.5	\$183.0	83%	236.0	\$87,040
17	35	Maintenance Construction Activity	\$615.2	\$147.1	24%	2,572.4	\$92,260
9	48	Financial Services	\$1,385.0	\$142.1	10%	7,004.7	\$62,340
23	24	Waste Management Services	\$275.0	\$137.5	50%	1,097.7	\$85,430
11	44	Wholesale Trade	\$1,048.5	\$119.9	11%	4,173.4	\$74,420
15	41	Other Services	\$779.4	\$106.2	14%	10,385.3	\$35,900

SOURCE: IMPLAN and PNW Economics, LLC

Other findings for this first Traded Sector criterion include:

- *Employment:* The top 20 exporting Anchorage sectors account for over 62% of all jobs.
- *Employee Compensation:* Average employee compensation, including all pay, benefits, payroll taxes and other employee-related expenses, was \$79,760 in 2012, or 28% higher than the Anchorage average for all sectors (\$62.441).
- *Predominance of Office/Institutional Uses:* From a land use perspective, four of the top five sectors (Petroleum Extraction; Pipeline Transportation; Professional, Scientific, Technical Services; Health & Social Services) predominantly require office or comparable institutional space rather than either industrial or retail commercial types of space. This would underscore the fundamental importance of office space and land needs as part of balancing future land need in the Anchorage Bowl. However, as discussed below, office space demands are much easier to meet in a constrained land market than industrial sector needs, due to office potential for multi-story development.

### *Intensity of Export Trade*

While the magnitude of export trade by Anchorage businesses is important, for Traded Sector designation as part of land use policy discussion, the *intensity* or share of business revenues attributable to trade should also be factored. Anchorage sectors with significant export business in Figure 1 actually conduct far more commerce locally than they trade. Prime examples include Real Estate & Property Services (11% of revenue in export trade) and Retail Trade (16% of revenue in export trade).

Accordingly, Figure 2 summarizes economic characteristics for the top twenty Anchorage sectors based on the share of sector revenue attributable to domestic and international trade. The petroleum industry cluster is still of fundamental importance (ranked 1<sup>st</sup> and 8<sup>th</sup> according to the intensity of trade scale).

However, with this stricter criterion, Anchorage's Traded Sectors are more frequently manufacturers led by Apparel, Machinery, Computer & Electronic Productions, Textiles, and Furniture & Related Products. In fact, 12 of the top twenty Anchorage sectors displayed in Figure 2 are Manufacturing sectors.

**Figure 2 - Top 20 Anchorage Industry Sectors by Share of Business Revenues in Trade (2012 data)**

Gross Revenues Rank	Exports as % of Revenues Rank	Sector	Business Revenues (millions)	Revenues from Export (millions)	Exports as % of Revenues	Employment	Compensation per Job
2	1	Pipeline Transportation	\$4,021.1	\$3,995.4	99%	935.6	\$228,620
50	2	Apparel Manufacturing	\$2.5	\$2.4	99%	27.8	n/a
44	3	Machinery Manufacturing	\$25.0	\$24.4	98%	58.5	\$49,230
49	4	Computer & Electronic Products Manufacturin	\$3.9	\$3.8	97%	8.9	\$99,600
25	5	Lodging	\$227.7	\$213.1	94%	2,839.0	\$57,450
52	6	Textile Manufacturing	\$0.4	\$0.4	93%	3.3	\$36,310
45	7	Furniture & Related Products Manufacturing	\$24.4	\$22.5	92%	126.5	\$32,060
1	8	Petroleum Extraction	\$5,533.0	\$5,084.0	92%	1,749.0	\$65,720
40	9	Electrical Equipment & Appliances Manufactur	\$59.6	\$53.7	90%	156.2	\$74,790
51	10	Forest Products	\$0.7	\$0.7	90%	5.6	n/a
43	11	Primary Metals Manufacturing	\$26.3	\$23.2	88%	52.2	\$48,940
8	12	Air Transportation	\$1,436.1	\$1,240.0	86%	3,179.0	\$158,120
46	13	Transportation Equipment Manufacturing	\$23.9	\$20.4	85%	69.2	\$50,210
30	14	Fabricated Metal Products Manufacturing	\$116.3	\$97.9	84%	526.1	\$51,250
26	15	Water Transportation	\$219.5	\$183.0	83%	236.0	\$87,040
38	16	Commercial Fishing, Hunting, Trapping	\$65.3	\$53.8	82%	1,089.0	n/a
37	17	Plastics & Rubber Products Manufacturing	\$68.4	\$56.3	82%	132.5	\$60,130
42	18	Other Manufacturing	\$44.8	\$36.6	82%	504.9	\$15,730
36	19	Metal Ore Mining	\$79.5	\$64.4	81%	126.0	\$53,350
24	20	Food Manufacturing	\$245.3	\$190.8	78%	872.7	\$35,900

SOURCE: IMPLAN and PNW Economics, LLC

Other findings for this refined Traded Sector criterion include:

- *Gross Business Revenues:* The top twenty trade-intensive sectors in Anchorage earned \$12.2 billion in sales in 2012, or 30% of all Anchorage business revenues that year.
- *Employment & Compensation:* The top 20 export-intensive Anchorage sectors account for over 6% of all jobs. Average compensation was \$70,850 in 2012, or 13.5% above the Anchorage average for all sectors.
- *Predominance of Industrial Uses:* From a land use perspective, 14 of the top 20 sectors predominantly require industrial space and land, led by Manufacturing and Transportation sectors.

### *Intensity of Export Trade Revenue per Job*

In a second refinement, to reflect a constrained land environment in Anchorage, top export-intensive firms detailed in Figure 2 were then filtered by magnitude of exports per employee. Export revenue per employee is then a screen for which sectors not only support the Anchorage economy with substantial trade export, but also are most productive given their employment

and then likely land use needs for that employment. With increasingly constrained land supply in Anchorage, uses that provide the most trade business intensity, as well as pay higher wages, are particularly important to understand.

**Figure 3 - Anchorage Trade-Intensive Industry Sectors by Export Trade per Sector Job (2012 data)**

Sector	Business Revenues (millions)	Revenues from Export (millions)	Exports as % of Revenues	Employment	Compensation per Job	Revenues per Job (thousands)	Exports per Job (thousands)
Petroleum Extraction	\$5,533.0	\$5,084.0	92%	1,749.0	\$228,620	\$7,371.5	\$6,756.3
Pipeline Transportation	\$4,021.1	\$3,995.4	99%	935.6	\$144,180	\$4,298.1	\$4,270.6
Food Manufacturing	\$245.3	\$190.8	78%	872.7	\$50,070	\$5,825.2	\$3,491.5
Plastics & Rubber Products Manufacturing	\$68.4	\$56.3	82%	132.5	\$60,130	\$4,349.4	\$3,246.0
Transportation Equipment Manufacturing	\$23.9	\$20.4	85%	69.2	\$50,210	\$3,597.2	\$3,128.5
Electrical Equipment & Appliances Manufacturing	\$59.6	\$53.7	90%	156.2	\$74,790	\$2,607.8	\$2,438.7
Real Estate & Property Services	\$3,396.4	\$368.7	11%	7,836.1	\$18,300	\$4,155.4	\$2,403.6
Fabricated Metal Products Manufacturing	\$116.3	\$97.9	84%	526.1	\$51,250	\$2,613.0	\$2,223.3
Primary Metals Manufacturing	\$26.3	\$23.2	88%	52.2	\$48,940	\$2,306.0	\$2,101.6
Petroleum Products Manufacturing	\$89.6	\$14.1	16%	26.3	\$126,960	\$11,498.9	\$2,016.6
Machinery Manufacturing	\$25.0	\$24.4	98%	58.5	\$49,230	\$1,923.9	\$1,855.9
Beverage Manufacturing	\$63.9	\$29.1	46%	94.2	\$36,640	\$2,685.6	\$1,530.3
Power Generation & Distribution	\$366.4	\$46.6	13%	348.4	\$141,260	\$5,669.7	\$1,157.8
Metal Ore Mining	\$79.5	\$64.4	81%	126.0	\$53,350	\$1,264.6	\$1,024.3
Computer & Electronic Products Manufacturing	\$3.9	\$3.8	97%	8.9	\$99,600	\$897.6	\$869.0
Furniture & Related Products Manufacturing	\$24.4	\$22.5	92%	126.5	\$32,060	\$912.8	\$817.6
Water Transportation	\$219.5	\$183.0	83%	236.0	\$87,040	\$929.8	\$775.4
Non-Metallic Mineral Mining	\$523.0	\$230.4	44%	1,738.9	\$158,120	\$2,255.6	\$631.1
Other Manufacturing	\$44.8	\$36.6	82%	504.9	\$15,730	\$759.2	\$626.5
Professional, Scientific, Technical Services	\$2,858.2	\$1,023.1	36%	17,043.6	\$68,220	\$2,215.1	\$503.4

SOURCE: IMPLAN and PNW Economics, LLC

The petroleum industry cluster's standing as foundational to the Anchorage economy continues to be recognized by this more specific Traded Sector definition. However, 15 of the top 20 Traded Sectors under this more stringent definition are Manufacturing or Transportation-related, which overwhelmingly utilize industrial space and land.

Based on the combined criteria of being export-intensive and highly productive per sector employee, we would recommend a more formal definition of Anchorage Industrial Traded Sectors to be based upon findings expressed in Figure 3. The following section will address the additional screen of Traded Sector firms' land usage patterns as a filter for land use policy discussion purposes.

## Anchorage Industrial Traded Sectors

### Current Economic Characteristics

The last screen necessary to identify Anchorage's Industrial Traded Sectors – or those that primarily utilize industrial land instead of office or retail typologies – is to filter Traded Sectors in Figure 3 by likely business space and site utilization.

To do this, we draw up on a review of what each industry sector's presence comprises in Anchorage as well as the findings of both the *2012 Commercial Lands Assessment* and the *2015 Industrial Lands Assessment Update*.

- Largely excludes Anchorage Petroleum Extraction and Transportation employment (primarily office-utilizing for North Slope/regional headquarters);



- Excludes Real Estate & Property Services (primarily utilize office and retail commercial services space);
- Excludes Metal Ore Mining Sectors (similarly headquarters office type presence in Anchorage); and
- Excludes roughly 75% of Professional/Business Services (most of the sector utilizes office space, most notably Native Corporation and subsidiary headquarters. Though industrial business park does let the sector have both low cost office and storage or other business function need).

The resulting inventory of Anchorage Industrial Traded Sectors is found in Figure 4.

**Figure 4 - Anchorage Industrial Traded Sectors by Export Revenue per Job (2012 data)**

<b>Sector</b>	<b>Business Revenues (millions)</b>	<b>Revenues from Export (millions)</b>	<b>Exports as % of Revenues</b>	<b>Employment</b>	<b>Compensation per Job</b>	<b>Revenues per Job (thousands)</b>	<b>Exports per Job (thousands)</b>
Food Manufacturing	\$245.3	\$190.8	78%	872.7	\$50,070	\$5,825.2	\$3,491.5
Plastics & Rubber Products Manufacturing	\$68.4	\$56.3	82%	132.5	\$60,130	\$4,349.4	\$3,246.0
Transportation Equipment Manufacturing	\$23.9	\$20.4	85%	69.2	\$50,210	\$3,597.2	\$3,128.5
Electrical Equipment & Appliances Manufacturing	\$59.6	\$53.7	90%	156.2	\$74,790	\$2,607.8	\$2,438.7
Fabricated Metal Products Manufacturing	\$116.3	\$97.9	84%	526.1	\$51,250	\$2,613.0	\$2,223.3
Primary Metals Manufacturing	\$26.3	\$23.2	88%	52.2	\$48,940	\$2,306.0	\$2,101.6
Petroleum Products Manufacturing	\$89.6	\$14.1	16%	26.3	\$126,960	\$11,498.9	\$2,016.6
Machinery Manufacturing	\$25.0	\$24.4	98%	58.5	\$49,230	\$1,923.9	\$1,855.9
Beverage Manufacturing	\$63.9	\$29.1	46%	94.2	\$36,640	\$2,685.6	\$1,530.3
Power Generation & Distribution	\$366.4	\$46.6	13%	348.4	\$141,260	\$5,669.7	\$1,157.8
Computer & Electronic Products Manufacturing	\$3.9	\$3.8	97%	8.9	\$99,600	\$897.6	\$869.0
Furniture & Related Products Manufacturing	\$24.4	\$22.5	92%	126.5	\$32,060	\$912.8	\$817.6
Water Transportation	\$219.5	\$183.0	83%	236.0	\$87,040	\$929.8	\$775.4
Non-Metallic Mineral Mining	\$523.0	\$230.4	44%	1,738.9	\$158,120	\$2,255.6	\$631.1
Other Manufacturing	\$44.8	\$36.6	82%	504.9	\$15,730	\$759.2	\$626.5
Professional, Scientific, Technical Services	\$2,858.2	\$1,023.1	36%	17,043.6	\$68,220	\$2,215.1	\$503.4
Nonmetallic Mineral Manufacturing	\$80.7	\$40.8	51%	289.6	\$42,320	\$967.1	\$450.8
Air Transportation	\$1,436.1	\$1,240.0	86%	3,179.0	\$82,950	\$451.8	\$390.1
Wood Products Manufacturing	\$12.0	\$2.2	18%	81.4	\$28,870	\$985.6	\$344.0
Textile Manufacturing	\$0.4	\$0.4	93%	3.3	\$36,310	\$263.8	\$247.3

SOURCE: IMPLAN and PNW Economics, LLC

The following are key summary statistics for resulting Industrial Traded Sectors in Anchorage:

- Employment: 25,548 jobs (12.6% of Anchorage total employment)
- Average annual wages: \$67,035 (\$57,553 Anchorage average)
- Export Trade Revenues: \$3.3 billion in export revenues (19% of Anchorage total)
- Total Business Revenues: \$6.3 billion in gross business revenues (16% of Anchorage total)

Given the identification of Industrial Traded Sectors for Anchorage and their contribution to the local economy, the following section provides an analysis of growth prospects for the 2015-2040 Land Use Map planning horizon.



## Future Growth Projections

### *Industrial Traded Sector Job Growth*

With the identification of Anchorage's Industrial Traded Sectors within the context of constrained land supply issues, it is possible to ascertain future land need issues for the identified sectors. First, in Figure 5, the April 2016 Draft Land Use Plan Map "Hybrid" Baseline employment forecast is displayed with the four broad<sup>7</sup> Traded Sectors called out.

**Figure 5 – MOA Traded Sectors Baseline Employment Growth Forecast, 2015-2040**

Baseline No KAC Bridge Scenario Employment Sector	Total Employment						Δ	
	2015	2020	2025	2030	2035	2040	'15-'35	'15-'40
<b>Mining</b>	<b>4,370</b>	<b>4,160</b>	<b>4,290</b>	<b>4,420</b>	<b>4,550</b>	<b>4,680</b>	<b>180</b>	<b>310</b>
Construction	11,460	11,640	11,970	12,300	12,630	12,960	<b>1,170</b>	<b>1,500</b>
<b>Manufacturing</b>	<b>2,400</b>	<b>2,400</b>	<b>2,500</b>	<b>2,600</b>	<b>2,700</b>	<b>2,800</b>	<b>300</b>	<b>400</b>
Wholesale Trade	5,060	5,550	5,900	6,250	6,600	6,950	<b>1,540</b>	<b>1,890</b>
Retail Trade	21,310	22,000	23,080	24,160	25,240	26,320	<b>3,930</b>	<b>5,010</b>
<b>Transportation, Warehousing &amp; Utilities</b>	<b>12,880</b>	<b>13,340</b>	<b>14,070</b>	<b>14,800</b>	<b>15,530</b>	<b>16,260</b>	<b>2,650</b>	<b>3,380</b>
Information	3,800	3,800	3,930	4,060	4,190	4,320	<b>390</b>	<b>520</b>
Financial Activities	8,700	8,700	9,050	9,400	9,750	10,100	<b>1,050</b>	<b>1,400</b>
<b>Professional &amp; Business Services*</b>	<b>6,000</b>	<b>6,330</b>	<b>6,790</b>	<b>7,240</b>	<b>7,700</b>	<b>8,160</b>	<b>1,700</b>	<b>2,160</b>
Education & Health Services	26,180	28,000	30,650	33,300	35,950	38,600	<b>9,770</b>	<b>12,420</b>
Leisure & Hospitality	18,590	19,700	21,130	22,560	23,990	25,420	<b>5,400</b>	<b>6,830</b>
Other Services	6,450	6,620	6,900	7,180	7,460	7,740	<b>1,010</b>	<b>1,290</b>
Government	30,900	30,700	30,900	31,100	31,300	31,500	<b>400</b>	<b>600</b>
<b>Total</b>	<b>176,090</b>	<b>181,920</b>	<b>191,510</b>	<b>201,100</b>	<b>210,690</b>	<b>220,280</b>	<b>34,600</b>	<b>44,190</b>
<b>Industrial Traded Sectors Total</b>	<b>25,650</b>	<b>26,230</b>	<b>27,650</b>	<b>29,060</b>	<b>30,480</b>	<b>31,900</b>	<b>4,830</b>	<b>6,250</b>

\*Only industrial land-utilizing share of sector employment growth displayed for Traded Sector summary statistical purposes.

SOURCE: IMPLAN and PNW Economics, LLC

### Key findings:

- Broad Traded Sectors in Anchorage are expected to add over 4,800 jobs by 2035 and roughly 6,250 jobs between 2015 and 2040.
- Broad Traded Sector job growth represents 14% of total job growth in Anchorage under the Baseline "Hybrid" growth scenario.
- Transportation, Warehousing & Utilities leads among the four Broad Industrial Traded Sectors with nearly 3,400 new jobs anticipated by 2040, followed by the industrial-space utilizing portion of Professional & Business Services (2,160 new jobs by 2040).

<sup>7</sup> Anchorage industrial Traded Sectors identified to this point are extremely specific in detail. For land use forecasting purposes for the Land Use Plan Map process, broader industry sector categories are the basis of analysis. Therefore, the term "broad" refers to the larger industry sector that is not limited to Traded Sectors, but greatly comprises the estimates.

For context, according to Alaska Department of Labor & Workforce Development Quarterly Census of Employment & Wages (QCEW) data<sup>8</sup>:

- The Anchorage economy added 5,758 jobs between 2009 and 2014, for an average annual growth rate of 0.8%.
- Anchorage's Broad Industrial Traded Sectors added 1,483 jobs between 2009 and 2014 for 1.45% annual growth and accounting for 26% of new jobs in Anchorage.

Moving forward, the updated Baseline "Hybrid" growth forecast indicates that Anchorage Industrial Traded Sectors and the overall economy should both average roughly 0.9% annually. However, the higher average wages of the Traded Sectors (\$71,093 annually according to 2014 AKDOLWD data) will proportionately contribute to greater Anchorage household income growth than the overall economy (\$55,320 average wage in 2014).

#### *Industrial Traded Sector Industrial Land Need*

Figure 6, therefore, provides industrial land need through 2040 under the "Hybrid" Baseline forecast for the Anchorage Land Use Plan Map Update process. Broad Traded Sector industrial land need is called out in comparison to land need by other sectors. For context, the "Hybrid" Baseline scenario expresses the most growth among the moderate-growth forecasts considered by the Municipality for land use planning purposes.

Key findings under "Hybrid" Baseline forecast:

- Broad Traded Sectors are expected to drive the need for 384 acres of industrial land between 2015 and 2040.
- Demand for industrial land by Broad Traded Sectors accounts for 57% of total industrial land need within the Municipality through 2040, as opposed to just 29% of total job growth.
- While Professional & Business Services led among Broad Traded Sector job growth, Transportation, Warehousing & Utilities is expected to lead demand for industrial land at 325 acres through 2040.
- Professional & Business Services will require roughly 110 acres through 2040 according to the Baseline forecast. Mining is expected to see net industrial land need reduction over the period, while Manufacturing will drive need for 65.7 acres including expected industrial Marijuana use need.

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<sup>8</sup> <http://laborstats.alaska.gov/qcew/annual.xls>

**Figure 6 – MOA Traded Sectors Baseline Industrial Land Need Forecast, 2015-2040**

Baseline Scenario Employment Sector	Industrial Space Need (000s of sq. ft.)				Predicted Land Need (Acres)			
	2035	2040	'15-'35	'15-'40	2035	2040	'15-'35	'15-'40
<b>Mining</b>	<b>1,640.4</b>	<b>1,687.3</b>	<b>64.9</b>	<b>111.8</b>	<b>256.2</b>	<b>257.1</b>	<b>-9.0</b>	<b>-8.1</b>
Construction	3,272.1	3,357.6	303.1	388.6	450.9	451.4	9.9	10.4
<b>Manufacturing</b>	<b>4,570.8</b>	<b>4,740.1</b>	<b>507.8</b>	<b>677.1</b>	<b>334.6</b>	<b>338.6</b>	<b>14.0</b>	<b>18.0</b>
Wholesale Trade	4,436.8	4,672.1	1,035.2	1,270.5	247.5	254.3	43.0	49.7
Retail Trade	3,783.5	3,945.4	589.1	751.0	295.5	300.6	26.6	31.7
<b>Transportation, Warehousing &amp; Utilities</b>	<b>18,495.6</b>	<b>19,365.0</b>	<b>3,156.0</b>	<b>4,025.4</b>	<b>2,549.0</b>	<b>2,603.7</b>	<b>270.4</b>	<b>325.1</b>
Information	645.7	665.8	60.1	80.2	36.9	37.1	0.8	1.0
Financial Activities	1,001.7	1,037.7	107.9	143.9	102.0	103.1	3.9	5.0
<b>Professional &amp; Business Services</b>	<b>5,537.7</b>	<b>5,866.7</b>	<b>1,224.4</b>	<b>1,553.4</b>	<b>564.1</b>	<b>583.0</b>	<b>90.5</b>	<b>109.5</b>
Education & Health Services	3,592.7	3,857.5	976.4	1,241.2	323.7	339.1	69.6	85.0
Leisure & Hospitality	2,198.1	2,329.1	494.8	625.8	234.1	242.0	38.6	46.5
Other Services	3,681.6	3,819.8	498.4	636.6	269.5	272.8	18.3	21.6
Government	2,261.4	2,275.8	28.9	43.3	220.8	216.7	-14.1	-18.2
<b>Total</b>	<b>55,118.1</b>	<b>57,619.9</b>	<b>9,047.0</b>	<b>11,548.8</b>	<b>5,884.9</b>	<b>5,999.7</b>	<b>562.5</b>	<b>677.3</b>
<b>Total Broad Traded Sector Demand</b>			<b>4,953.1</b>	<b>6,367.7</b>			<b>365.9</b>	<b>444.4</b>
<b>Less: Airport &amp; Utility Sector Demand</b>			<b>1,447.5</b>	<b>1,847.8</b>			<b>90.0</b>	<b>108.4</b>
<b>Total Non-Airport/Utility Demand</b>			<b>3,505.6</b>	<b>4,519.9</b>			<b>275.9</b>	<b>336.0</b>
<b>Plus: Marijuana Sector Industrial Demand*</b>			<b>457.3</b>	<b>457.3</b>			<b>47.7</b>	<b>47.7</b>
<b>Total - Traded Sectors Demand</b>			<b>3,962.9</b>	<b>4,977.2</b>			<b>323.6</b>	<b>383.7</b>

\*From Figure 3-18, page 46 of the 2015 Anchorage Industrial Land Assessment Update: Volume I

## Industrial Traded Sector Firm Characteristics

### *Firm Size & Site Size Need*

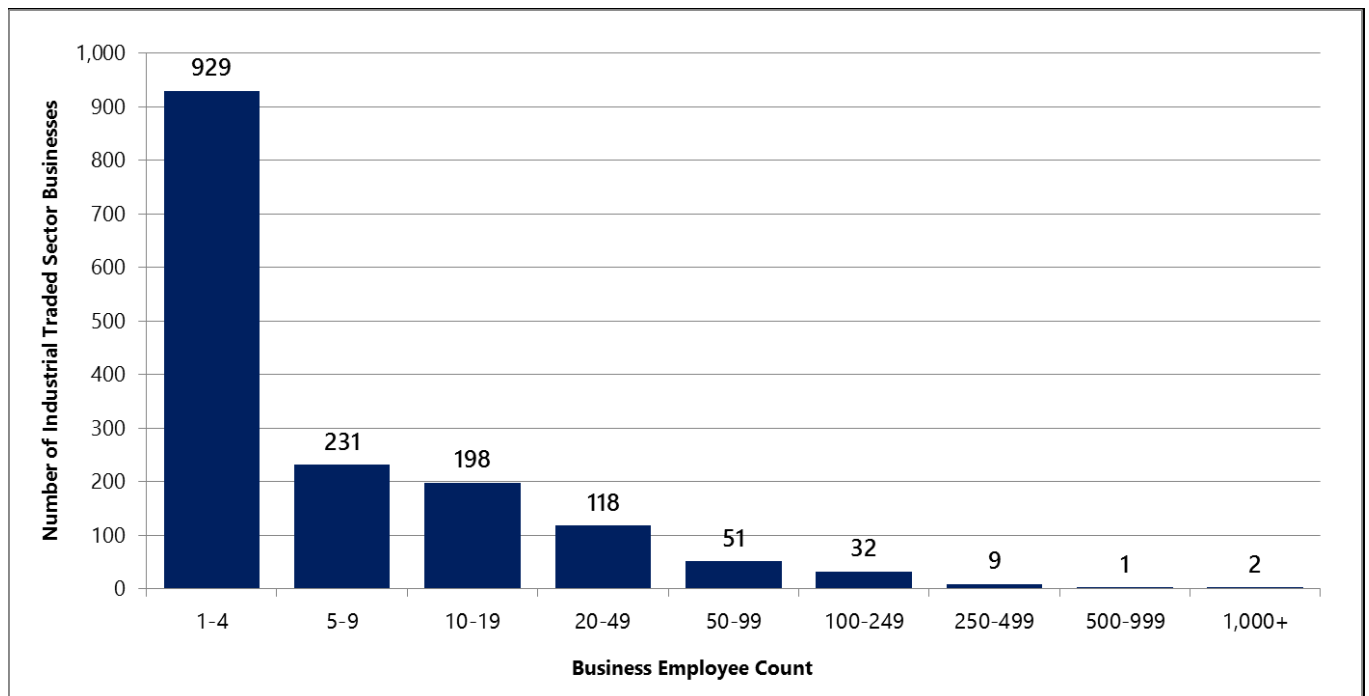
A review of U.S. Census County Business Pattern data<sup>9</sup> reveals the typical size of Anchorage Industrial Traded Sector firms in terms of employment, which in turn can be used to understand the typical industrial site size need for such firms.

First, Figure 7 provides a count of Anchorage Industrial Traded Sector businesses by typical employment size ranges. Overall, Industrial Traded Sector employers are mostly moderately sized.

- Only 12 firms, or less than 1%, have greater than 250 employees and are limited to Air Transportation (2) and Professional & Technical Business Services (9).
- In contrast, 1,160, or 74% of all Industrial Traded Sector firms have fewer than ten employees, led by Professional & Technical Business Services (889), Transportation (170), and Manufacturing (94).

<sup>9</sup> <http://www.census.gov/econ/cbp/>

**Figure 7 – MOA Industrial Traded Sector Firm Sizes by Employment (2012)**

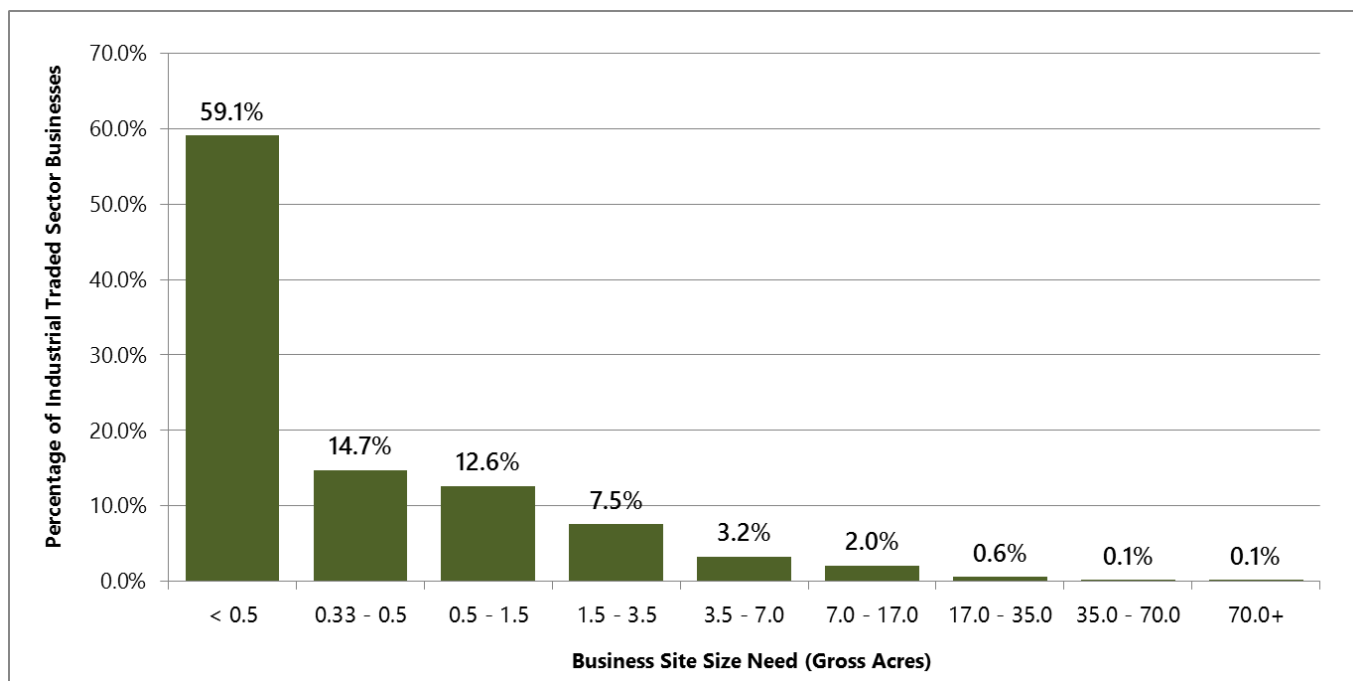


SOURCE: U.S. Census County Business Patterns and PNW Economics, LLC

Given that past and current known characteristics are the best predictor of future firm behavior, estimates of typical Industrial Traded Sector Firm site size needs can be characterized. Utilizing average space usage assumptions and average floor area ratio statistics for Anchorage industrial firms as documented in the 2015 Anchorage Industrial Lands Assessment Update, typical site needs by gross acreage can be estimated. Figure 8 provides the results of the analysis.

- Roughly 59% of all firms require space on a site of less than ½-acre in size. In other words, for nearly 60% of Industrial Traded Industry Sectors, a business park and/or multi-tenant structure situation is required.
- Over 27% of all Industrial Traded Sector firms require space on sites of between 1/3-acres and 1.5 acres. These firms may require business park and/or multi-tenant structures, or will potentially be large enough for stand-alone facilities.
- 12.7% of all firms require facilities on likely stand-alone sites anywhere from 1.5 acres to 17 acres in size.
- The remaining 0.8% utilizes very large industrial sites. Though few in count, they are substantial employers that with broader economic growth would look to expand operations in Anchorage.

**Figure 8 – MOA Industrial Traded Sector Firm Site Size Ranges (Gross Acres)**



SOURCE: U.S. Census County Business Patterns and PNW Economics, LLC

#### *Transportation Infrastructure & Utilities Need: All Industrial Traded Sectors*

Industry sector data from the IMPLAN model for Anchorage also includes detailed production function data by sectors. That is, results of the model also provide detailed estimates of various business operations expenses, including detailed utilities costs by type and transportation costs by mode of travel.

It can therefore be determined what each Industrial Traded Sector in Anchorage considers to be essential utilities and transportation infrastructure based on relative magnitude of usage and related expense. The results of such an analysis for identified Industrial Traded Sectors are found in the following figures:

- *Figure 9 – MOA Industrial Trade Sectors Utilities Usage by Type; and*
- *Figure 10 – MOA Industrial Traded Sectors Transportation Expense by Mode.*

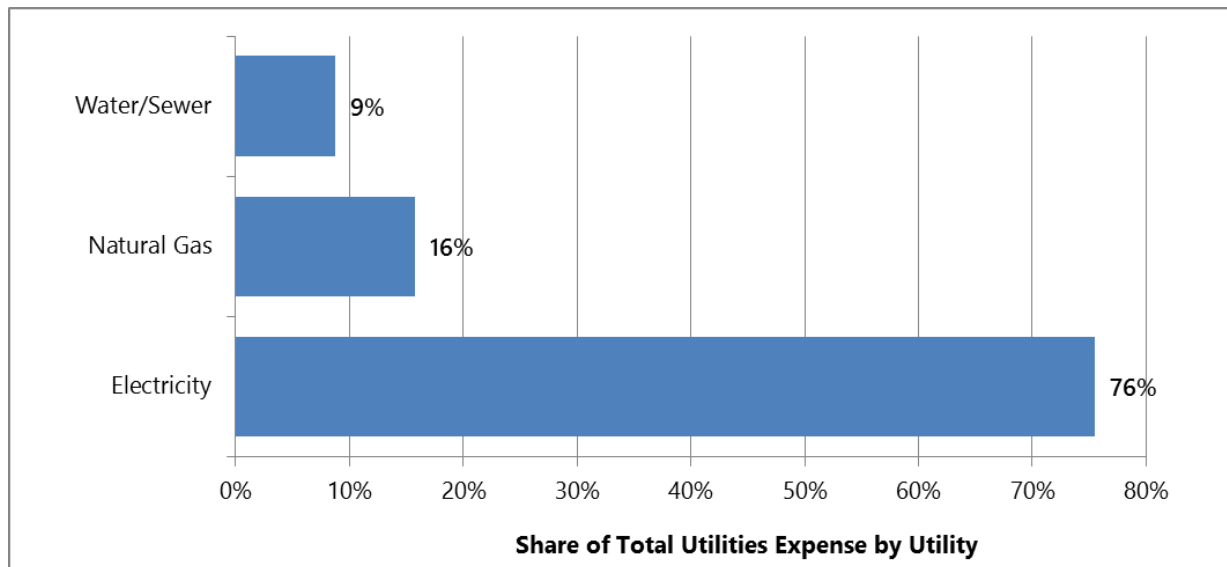
Each is discussed in turn.

#### Utilities Usage

As Figure 9 indicates, Anchorage's Industrial Traded Sectors utilize all three of the major categories of public and private utilities: Water/Sewer, Natural Gas, and Electricity. But far and away, electrical power is the biggest expense and need in terms of utilities provision. On average, 76% of all Industrial Traded Sectors' utilities expense is Electricity, with Natural Gas and Water/Sewer a distant second and third. In other words, for future industrial land planning for

Traded Sectors, access to all three utilities is important, but access to sufficient electrical power capacity is crucial from a production function perspective. Still, water and sewer are very necessary.

**Figure 9 – MOA Industrial Traded Sectors Utilities Usage by Type**

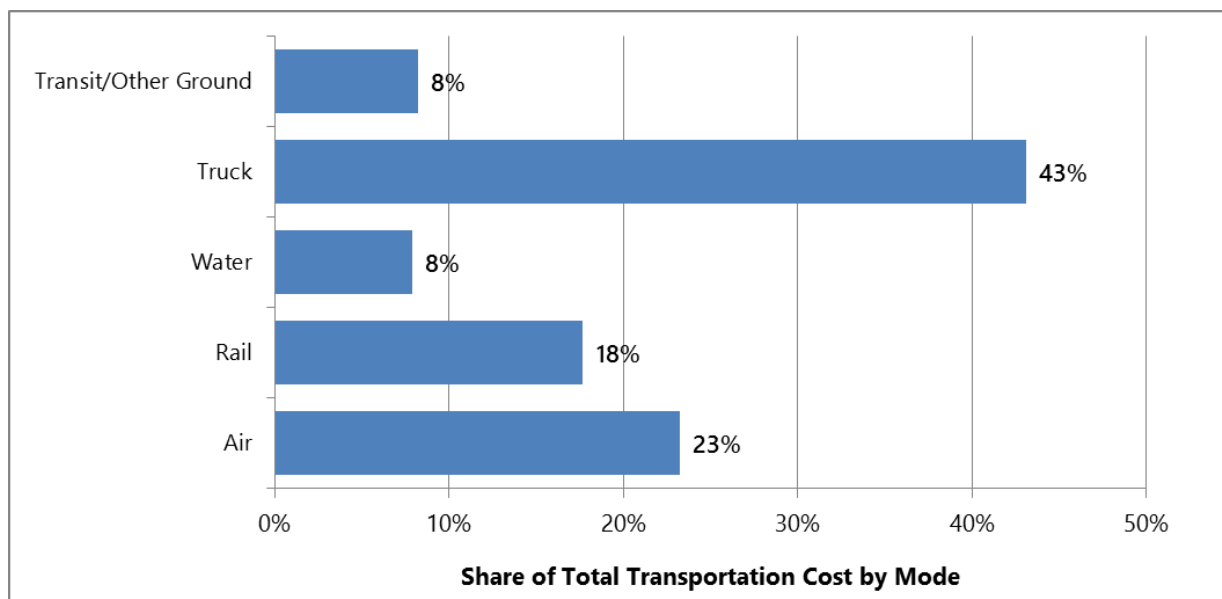


SOURCE: IMPLAN and PNW Economics, LLC

#### Transportation Infrastructure Need

For getting goods to market and other transportation expense, Figure 10 makes it clear that Anchorage's Industrial Traded Sectors greatly rely on Trucking. On average, 43% of all transportation expense for Industrial Traded Sectors is Trucking, with Air (23%) and Rail (18%) transport second and third-most important in terms of business costs.

**Figure 10 – MOA Industrial Traded Sectors Transportation Expense by Mode**



SOURCE: IMPLAN and PNW Economics, LLC

All transportation infrastructure is necessary for Anchorage’s Industrial Traded Sectors, but road and highway transportation access should continue to be a key, high-priority need for industrial site development and business expansion.

The above information is a summary of average utilities and transportation mode expense for all Anchorage Industrial Traded Sectors. But among individual identified sectors, utilities expense and transportation expense do vary in magnitude and relative importance.

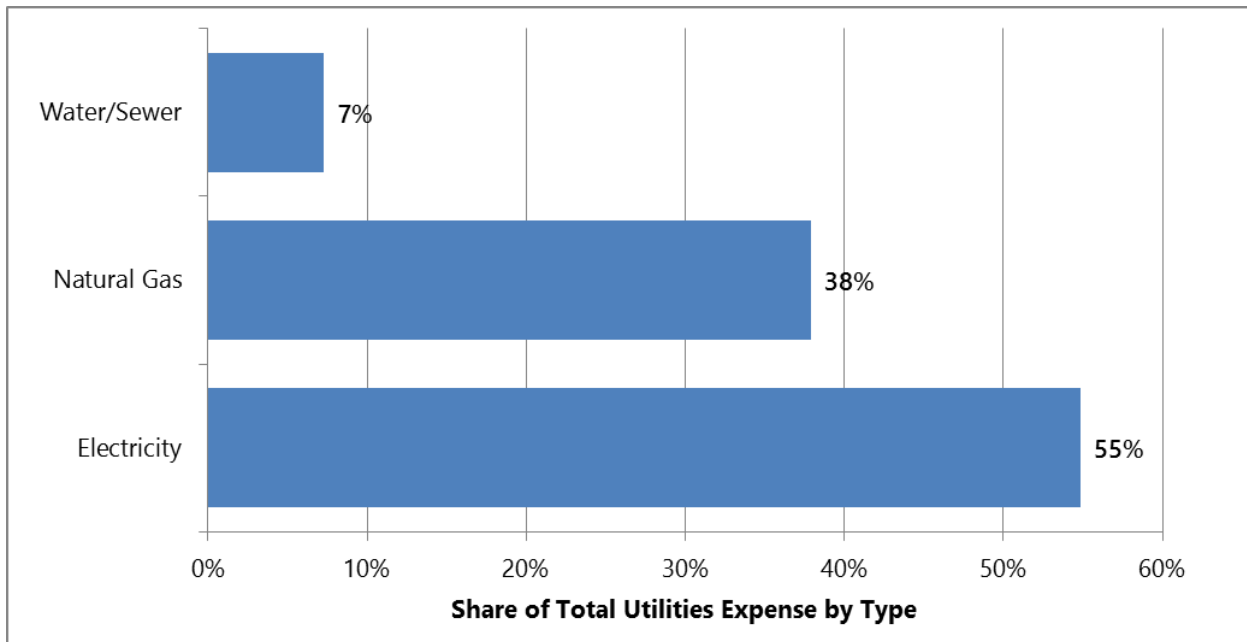
The following pages discuss both utilities and transportation infrastructure need, in terms of proportionate expense, for each individual Industrial Traded Sector.

#### *Transportation Infrastructure & Utilities Need: Manufacturing*

##### Utilities Usage

The Manufacturing businesses among the Industrial Traded Sectors tend to utilize all major utilities, not unlike the broader sector group. But as Figure 11 indicates, Anchorage’s Manufacturers count Natural Gas as a significantly more important utility in terms of business expense (38% of total utilities costs) along with Electricity (55%). Water/Sewer expense is basically consistent with the rest of the Traded Sectors identified.

**Figure 11 – MOA Manufacturing Traded Sectors Utilities Usage by Type**



SOURCE: IMPLAN and PNW Economics, LLC

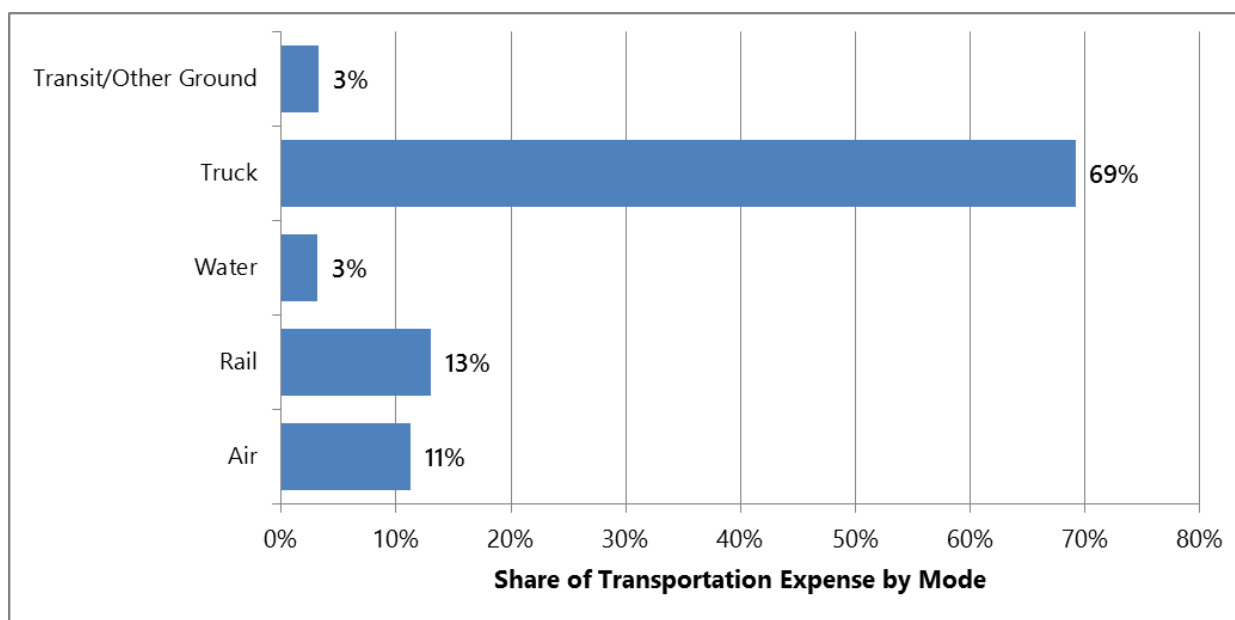
Access to sufficient electrical power for key business operations will be important to Manufacturing sector growth and site need, but sufficient Natural Gas provision is more important to these businesses than the broader Industrial Traded Sector group.

#### Transportation Infrastructure Need

Anchorage's Manufacturers rely more significantly on Trucking compared to other Industrial Traded Sectors according to findings summarized in Figure 12. A full 69% of business costs for Manufacturers is in Trucking ground transportation, followed by Rail (13%) and Air (11%).



**Figure 12 – MOA Manufacturing Traded Sectors Transportation Expense by Mode**



SOURCE: IMPLAN and PNW Economics, LLC

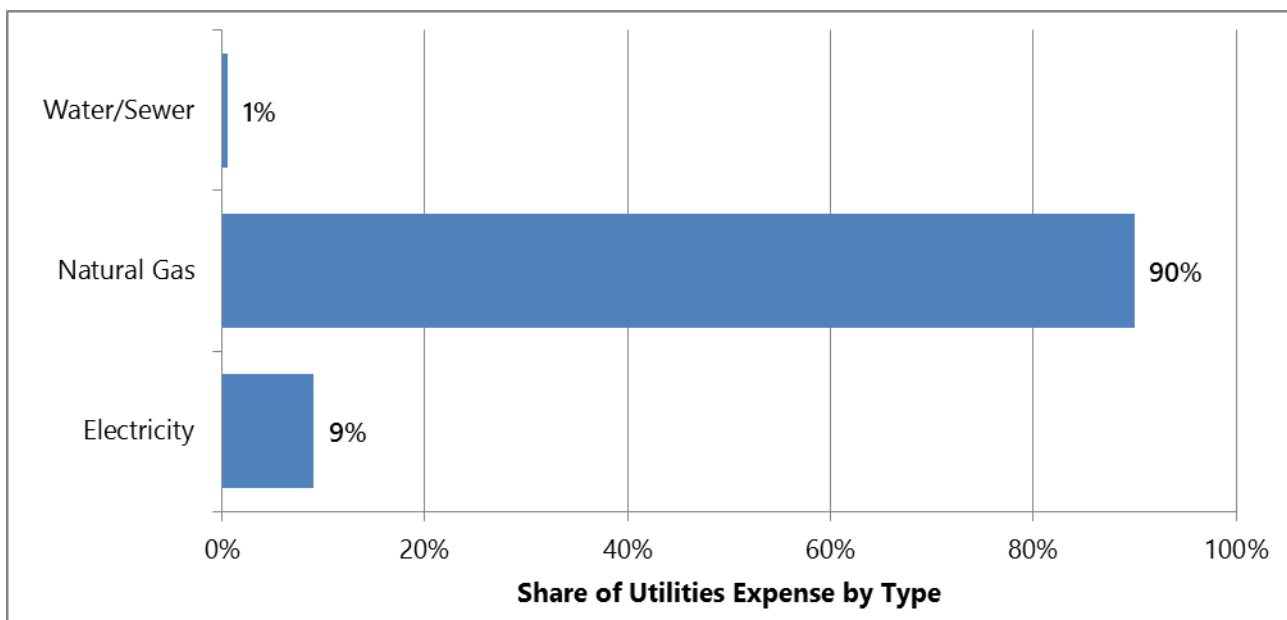
For planning industrial land and site need for this Traded Sector, sufficient road and highway transportation access will be particularly crucial. For some, likely larger product Manufacturers with Rail Belt-oriented customers, Rail access will be important.

#### *Transportation Infrastructure & Utilities Need: Power Generation*

##### Utilities Usage

The Power Generation sector is unique in that primary business function does involve a value-added production function. That is, power generation is the singular function of the enterprise and thus a combination of different utilities is not really required, unlike for Manufacturing, as expressed in Figure 13. Results greatly reflect the usage of natural gas to generate electricity in Anchorage.

**Figure 13 – MOA Power Generation Traded Sectors Utilities Usage by Type**

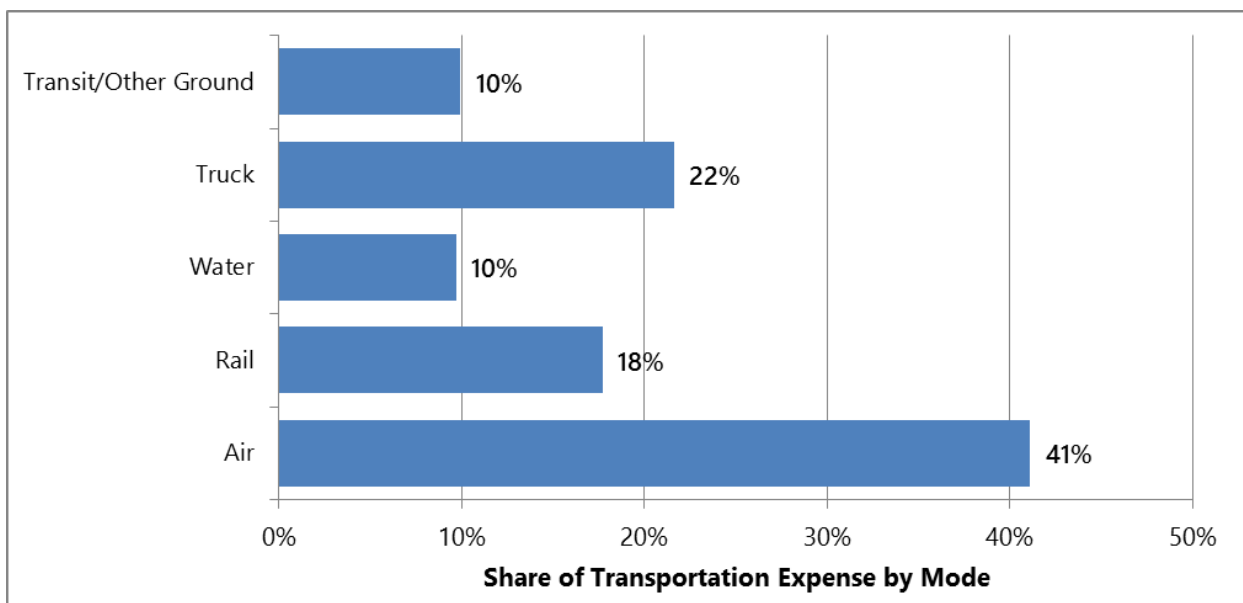


SOURCE: IMPLAN and PNW Economics, LLC

#### Transportation Infrastructure Need

The Power Generation production function is also different regarding transportation expense. Air transport cost is the highest among transportation expenses (41%) compared to Trucking (22%) which is a significantly higher expense for the other Traded Sectors. Rail (18%) is unusually important in terms of expense for Power Generation as well.

**Figure 14 – MOA Power Generation Traded Sectors Transportation Expense by Mode**



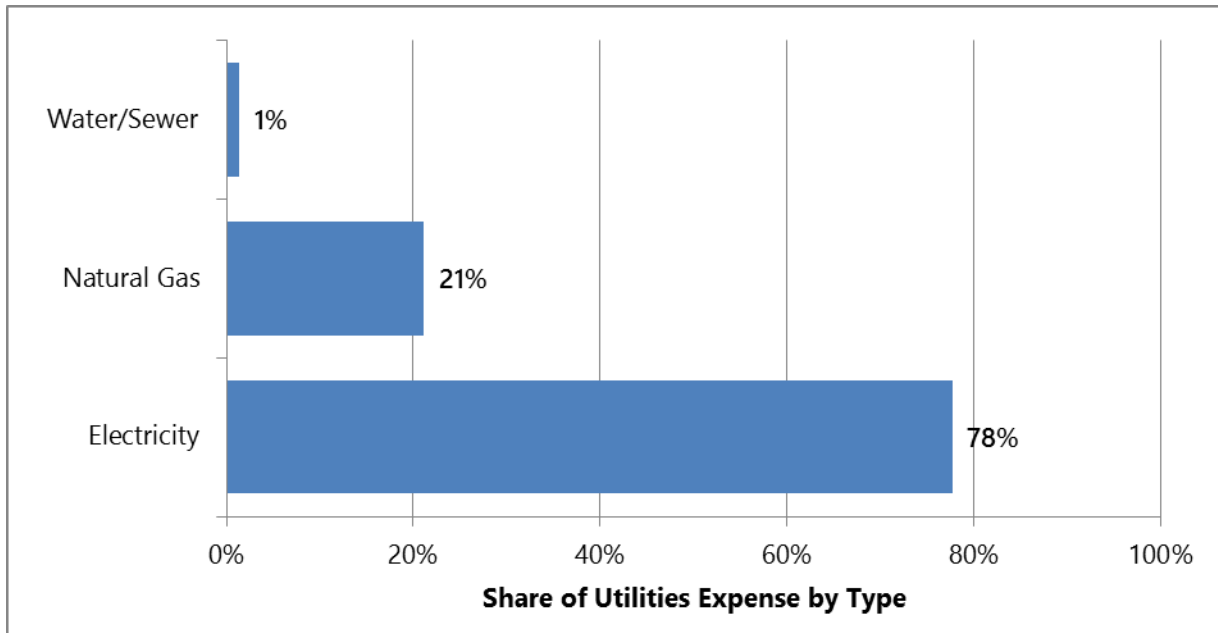
SOURCE: IMPLAN and PNW Economics, LLC

## *Transportation Infrastructure & Utilities Need: Non-Metallic Mineral Mining*

### Utilities Usage

This Industrial Traded Sector requires significant Electricity capacity based on its relative utilities expense (78%), followed by Natural Gas need (21%). For actual mining activities, on-site mineral resources are by definition absolutely crucial, but future utilities extension and provision will have priority reflecting findings in Figure 15.

**Figure 15 – MOA Non-Metal Mining Traded Sectors Utilities Usage by Type**



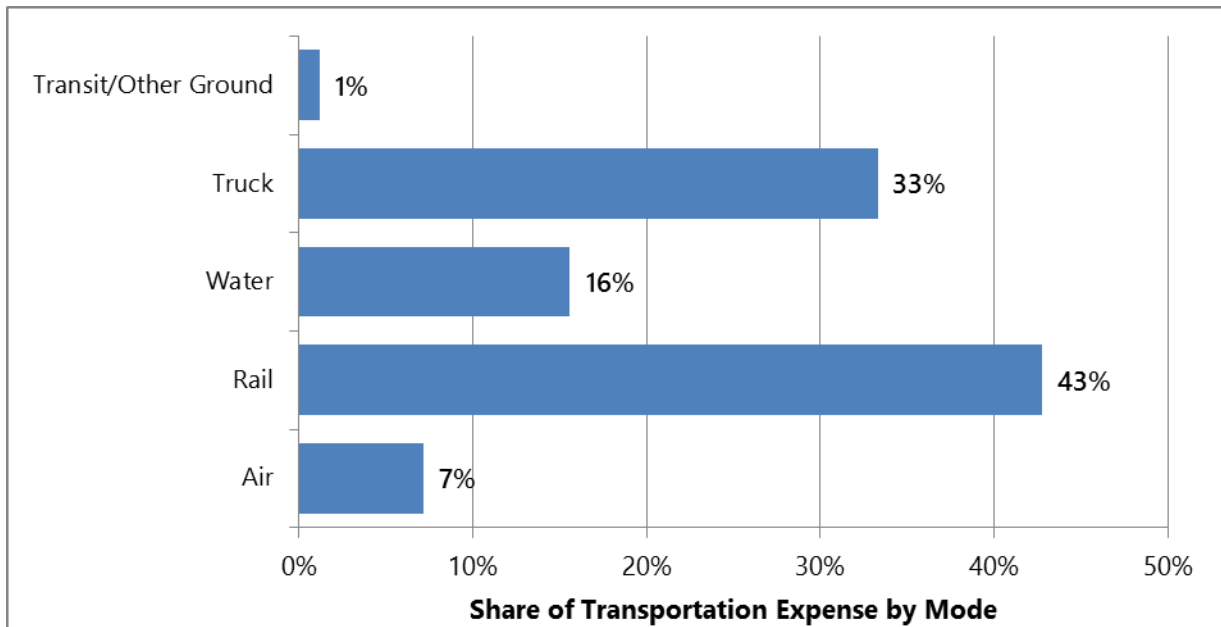
SOURCE: IMPLAN and PNW Economics, LLC

### Transportation Infrastructure Need

Rail (43%) and Trucking (33%) are by far the most significant transportation needs and expense for this Traded Sector, due in no small part to the bulky nature of sector products. Waterborne transportation (16%) is also important, and certainly more so than for the other Industrial Traded Sectors.

Rail access extension and road/highway access will be extremely important for any future expansions and land need by the sector.

**Figure 16 – MOA Non-Metal Mining Traded Sectors Transportation Expense by Mode**



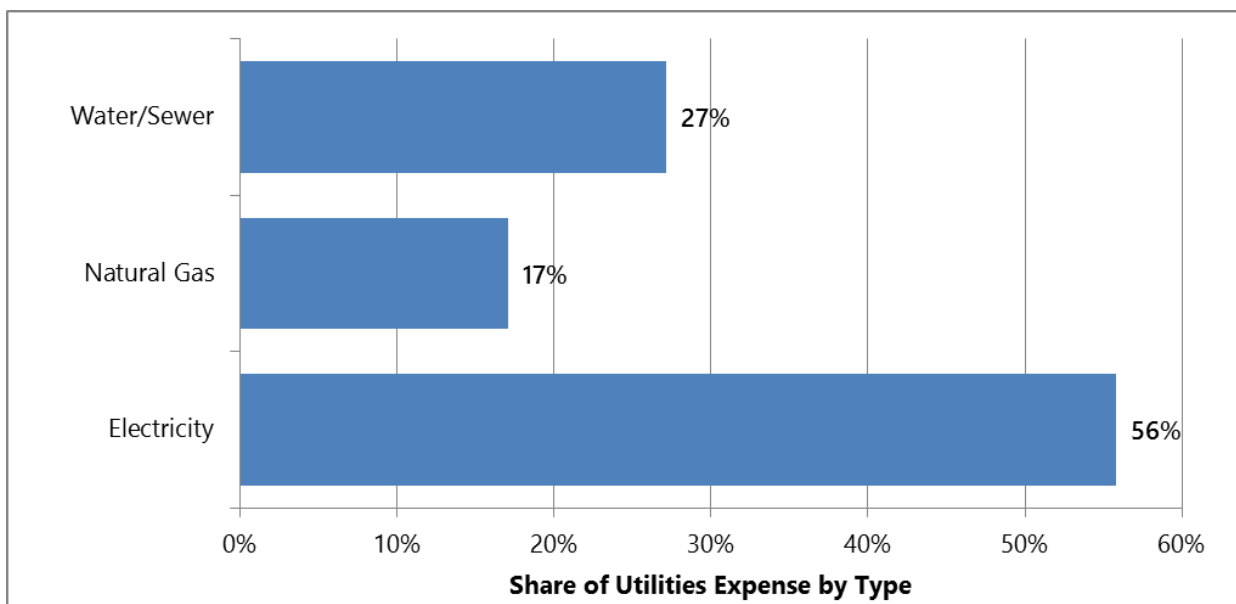
SOURCE: IMPLAN and PNW Economics, LLC

*Transportation Infrastructure & Utilities Need: Transportation*

Utilities Usage

Identified Transportation Traded Sectors utilize far more Water/Sewer (27%) than the broader Industrial Traded Sector group. Electricity expense (56%) is commensurately lower for the sector, with Natural Gas usage (17%) basically consistent with average usage among the Traded Sectors. Results for Anchorage's Transportation Traded Sector are found in Figure 17.

**Figure 17 – MOA Transportation Traded Sectors Utilities Usage by Type**

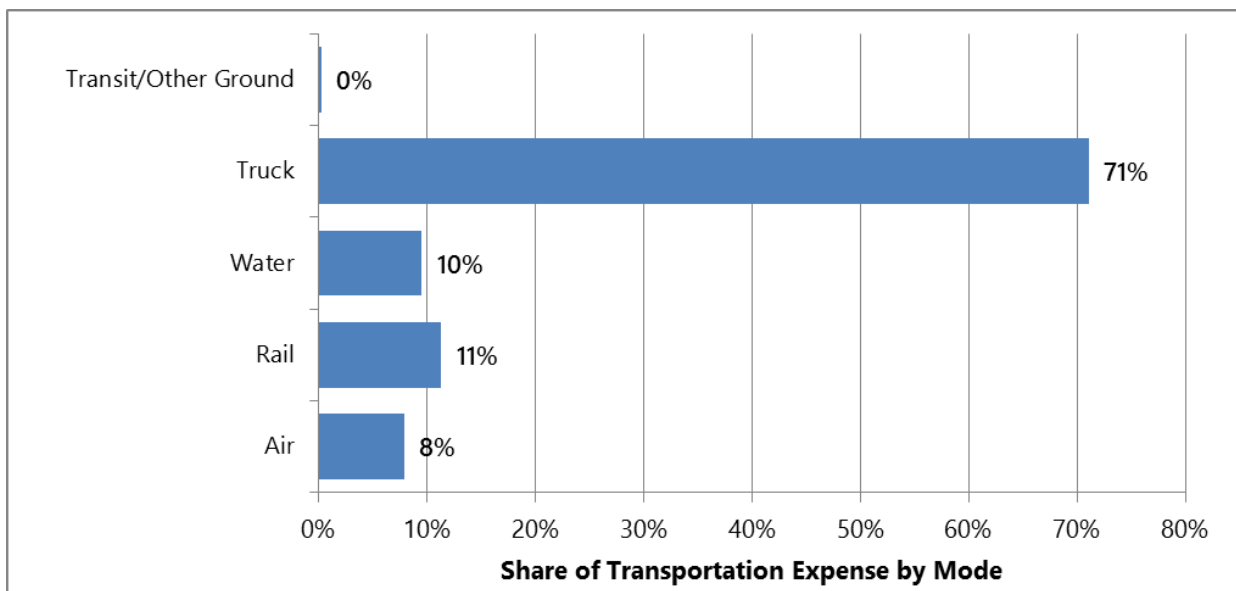


SOURCE: IMPLAN and PNW Economics, LLC

#### Transportation Infrastructure Need

Figure 18 provides a summary of proportionate transportation expense by business in the Transportation Traded Sector. Unsurprisingly, Trucking-related expense is by far the largest for the sector. However, Air, Rail, and Waterborne definitely have importance as should be expected.

**Figure 18 – MOA Transportation Traded Sectors Transportation Expense by Mode**



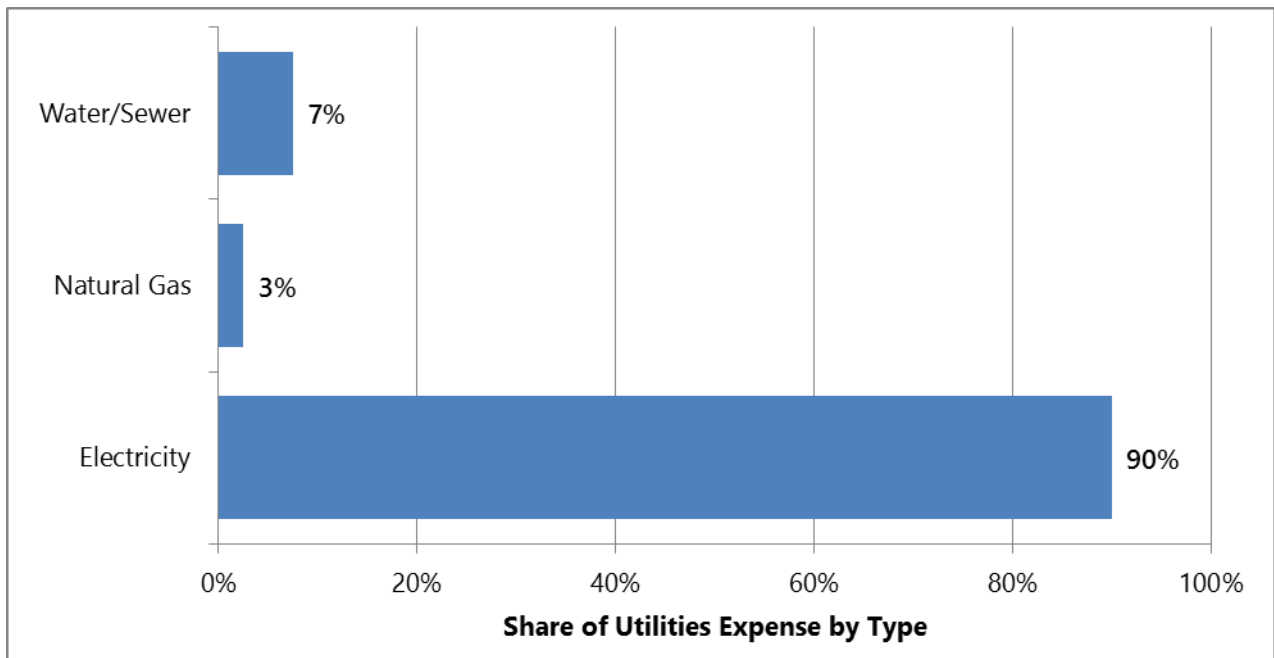
SOURCE: IMPLAN and PNW Economics, LLC

## *Transportation Infrastructure & Utilities Need: Professional & Technical Services*

### Utilities Usage

Electricity (90%) is by far the largest utility expense for Professional & Technical Business Services firms in the Traded Sector, more so than the broader Industrial Traded Sectors as a whole. Natural Gas (3%) in contrast is least utilized in terms of expense. Water/Sewer is definitely necessary, but given that the sector is specialized-labor intensive and not as dependent upon utilities for a production process, it is less of a crucial cost item compared to Electricity.

**Figure 19 – MOA Professional/Technical Services Traded Sectors Utilities Usage by Type**

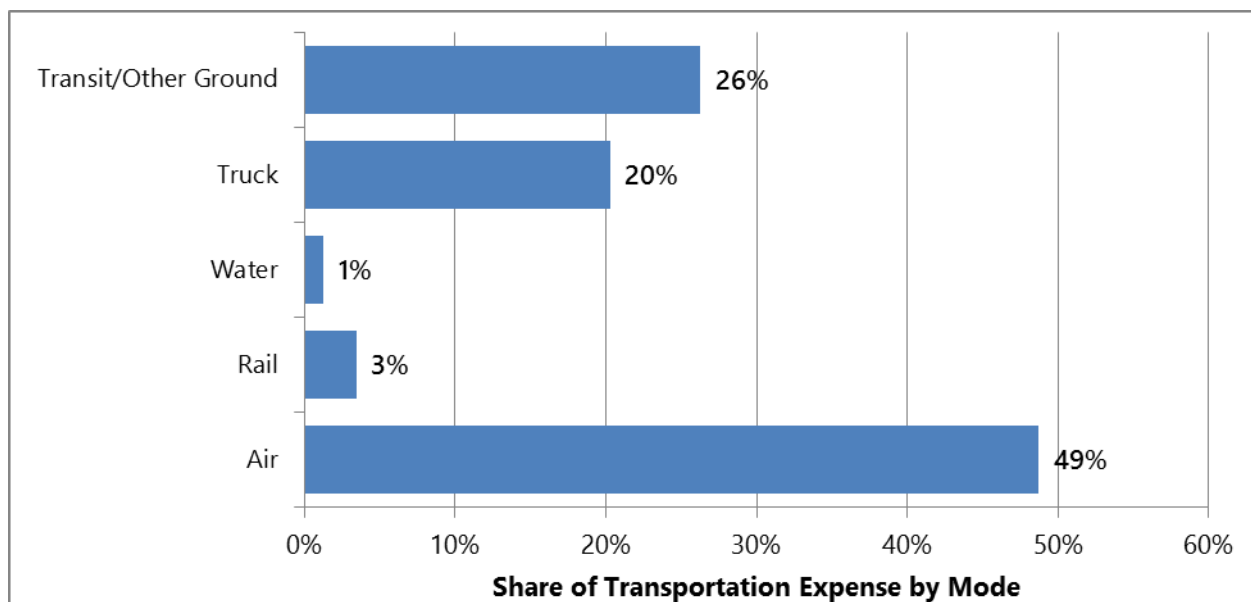


SOURCE: IMPLAN and PNW Economics, LLC

### Transportation Infrastructure Need

Figure 20 provides a summary of relative transportation expense for businesses in the Professional and Technical Business Services Traded Sector. The frequently office-oriented light industrial space usage by the sector – with significant personnel and labor expense – is reflected in both the Transit/Other Ground Transportation expense (26%) and Air (49%). Trucking is still important at 20% of transportation expense and use.

**Figure 20 – MOA Professional/Technical Services Traded Sectors Transportation Expense by Mode**



SOURCE: IMPLAN and PNW Economics, LLC

## V. Planning for Industrial Traded Sectors

With detailed information about Anchorage's Industrial Traded Sectors, it is then appropriate to describe the economics behind different development and redevelopment pressures within the Municipality that will affect the availability of land and sites for these key industries.

This section provides treatment of Municipality land use economics and the fiscal contribution of different uses, including Industrial Traded Sectors, for purposes of comparing and informing future decisions about land use based on balancing competing demands for different uses.

### Development Economics of Different Major Land Uses

#### Introduction

With identified 20-year undersupply of land for each major land use identified by the Municipality, long-range land use planning in Anchorage will inherently be a balancing act between demands for land and sites that share desirability for competing, different uses.

This section of the report provides a summary of the economics behind what different major land use types seek and require of land and sites to be feasible, and therefore what the root causes are for conflicting demand for sites.

The information is in great part a summary of more detailed discussion found in the 2012 Anchorage Commercial Land Assessment, specifically Chapter VII, Development and Redevelopment Economics Issues. That report includes an overview of broad issues, as well as examples of development pro formas, or financial feasibility analysis of competing use types for

different types of sites around Anchorage – and why one use can “outbid” or see feasibility when other use(s) cannot.

### Economic Needs of Specific Uses

The primary reason for why some uses will develop on sites that are originally zoned and intended for a different use has to do with how much that use is able to pay for the land in question. The higher a use can afford to pay for a site, the more likely it is to “outbid” other uses and develop profitably. This can be due to a number of things, particularly the following:

- A site is equally suitable for two different uses, and so the user that can afford to pay more will buy and develop, sometimes requiring entitlement change; and
- A site’s development costs are abnormally high, rendering it infeasible to the zoned use, while another use that can afford to absorb the costs can successfully develop and will.

In the case of the latter, the 2012 Anchorage Commercial Land Assessment demonstrated that soil issues such as peat moss under land zoned for Industrial in the South “C” Street area renders industrial development too expensive, while Retail can afford to take on the cost of peat removal and other soil quality and engineering site costs.

All things equal, commercial uses – particularly Retail – can afford to pay more per-acre for land than any other use. This ultimately sets up its competition for land by uses that cannot pay as much or even seek to pay as little as possible for land.

To better understand this dynamic, Figure 21 provides a general comparison of the major business cost categories for the development and operation of built improvements. Industrial, Retail, Office, and Residential are displayed. For each, the following cost categories are displayed in terms of their relative magnitude for development and operations:

- Land;
- Structure;
- Equipment;
- Labor; and
- Utilities.

### Industrial Development

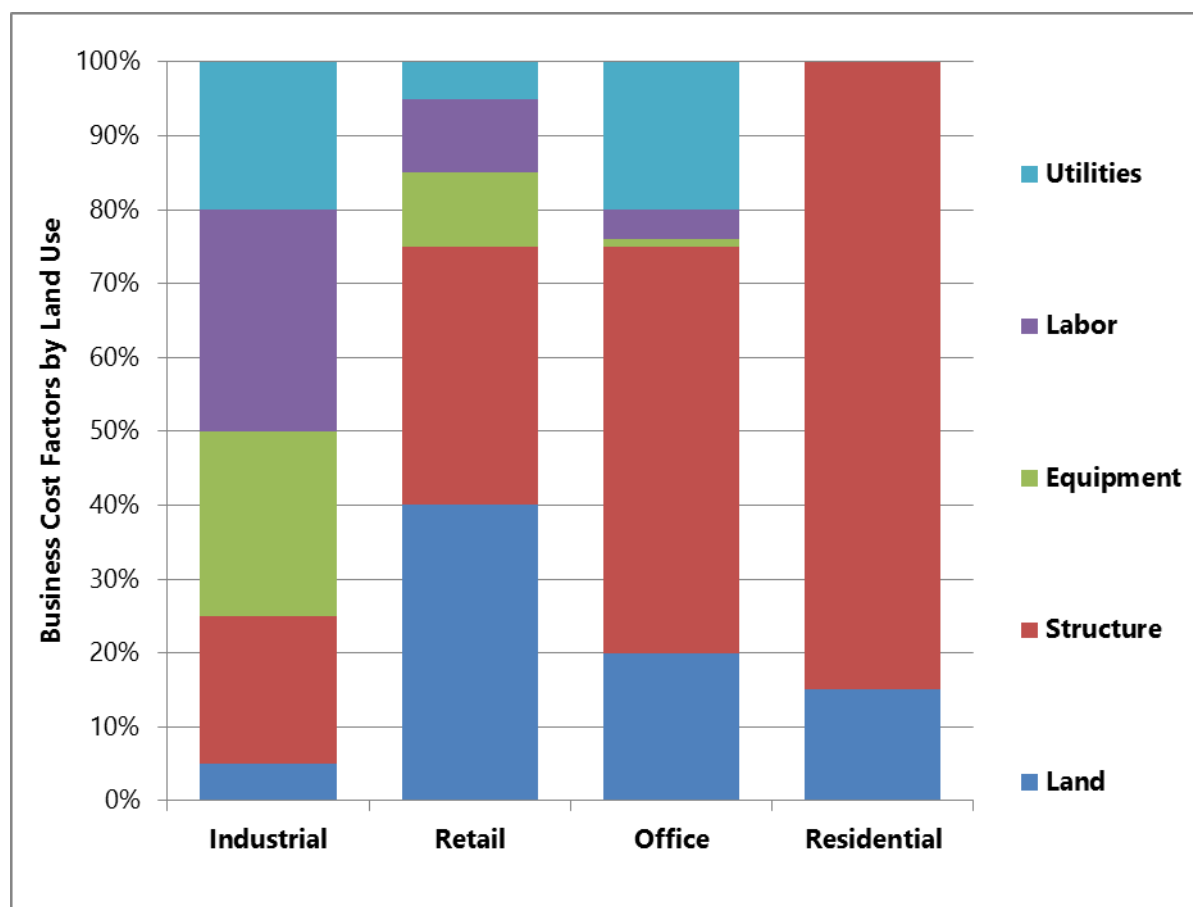
Operations costs are expensive. Labor costs are higher due to required skills and training. Equipment is frequently expensive and specialized for the function of the business, not to mention depreciates quickly and must be replaced with various frequency. Utilities costs are frequently high due to power need, especially for Manufacturing. Structures can be expensive, depending upon the nature of the business requiring it. *As a result, users seek least-cost land to be economically feasible.* And unlike the other uses, Industrial space is uniquely utilized by each business inside with its equipment and business function so it cannot build up in stacked floors, like Office. *This further constrains the ability for Industrial to pay as little as possible for land.*



## Retail Development

Labor is significantly lower-cost than for other uses. Equipment costs are not as specialized and as expensive as for Industrial businesses, but on-hand merchandise does represent an on-site cost. Because of no energy-intensive production, storage, or other business function, utilities costs to Retail are lower than for Industrial. But Retail requires attractive, attention-getting, higher-cost structures. They also strongly prefer to be near highly visible, higher-traffic sites and preferably nearby other commercial development. *Retail, therefore, generally pays the highest premium for land to meet its high-visibility, high-traffic customer need.* And because it relies heavily on major transportation access by customers, it can be in direct conflict with Industrial demand for the same site that also needs high-capacity freight traffic capability.

**Figure 21 – Comparison of Business Costs Affecting Development by Major Land Use**



## Office Development

Office development, particularly in Anchorage, is built to be speculatively leased by various businesses that cannot or do not want their own land and structure. As such, operations costs for Office operations are not significant. Utilities, for climate control and then power for office users, is the primary operations cost. Labor is limited to building management, and equipment is usually minimal.

Because Office development houses businesses greatly needing space for employees and work stations, instead of heavy equipment or merchandise, Office can build up vertically in multiple, nearly identical floors. Buildings must be attractive with high finish for a variety of professional firms, and as heights increase, construction costs per square foot and gross generally do also as the building must accommodate increasing geotechnical engineering stability as well as accommodate structured parking. Office development is also most common and enjoys greater demand when it is near other Office or Retail uses in a commercial or employment corridor or center. *For this reason, Office will pay somewhat of a premium for land, but not as much as Retail due to greater structure cost than Retail.*

### Residential Development

Occupied by households, costs for Residential uses are generally limited to structure and land. For each Residential unit – single-family or multifamily – development cost is highest for the structure due to the need for the unit to be market-successful, attractive, and livable for the purchasing or renting household. Given prevailing market prices for other housing units, newly developed units can then only pay so much for land due to the greater unit structure costs.

Like Office development, multifamily Residential development can build up in nearly identical, stacked floors. And like Office, as this happens, the cost of the structure tends to increase per square foot and gross due to both geotechnical engineering and construction typology (wood frame in low-rise and up to steel beam and concrete for high-rise), as well as the need for on-site, structured parking. *Residential, therefore, can pay somewhat of a premium for land as it transitions to taller forms like Office. But it is more constrained by structure cost and parking cost in the face of households who are far more cost-sensitive and have far more choices for where to live than do businesses seeking Office locations.*

### Summary

The upshot of different development economics:

- In a land-constrained environment, uses that must pay a premium for land location (Retail, Office) can afford to pay more for a site that would otherwise be a much lower-cost use (Industrial) if supply were not constrained.
- Retail and Industrial are the most dependent upon nearby, higher-capacity roads infrastructure and are usually pitted against one another.

Figure 22 provides a summary of how different major land uses react to increasing land costs given the economics behind each as described above.

Both Retail and Industrial uses are important for the community, but as the next section of this report finds, Industrial development – and Office - deliver higher public return for the Municipality.

**Figure 22 – Rising Land Costs & Effects on Development by Major Land Use**

	Industrial	Retail	Office	Residential
<b>Tolerance for higher land costs:</b>	Low	High	High	Moderate
<b>Can it Build Up?</b>	Little	Moderate	High	Moderate
<b>How much?</b>	2-Story	3-4 Story	High-rise	Multifamily 3+ stories
<b>Typical reaction to high site cost:</b>	Relocation to expand	Build up	Build up	Build up
<b>Comments:</b>	Cannot stack capital equipment or operations and have low tolerance for increasing traffic congestion	If building up is not a format option, can realize higher sales per square foot with less-optimal number of stores	Will build up provided magnitude of space demand at market lease rates justify costs, including parking	Must spread higher land cost across more residential units to pencil. However, attached housing is an appealing product for minority of households and usually must be rather expensive to justify development costs including parking

## Fiscal Implications of Different Major Land Uses

The previous section demonstrated that all things equal, Retail uses will pay more if not the most for land than any other use due to the inherent nature of Retail operations. And with constrained land supply, as is increasingly the case in Anchorage, some uses can “build up” to mid-rise or high-rise structures while Industrial specifically cannot.

This raises the questions:

- *Given different land cost criteria and different abilities to invest in higher-density, more expensive structures (or not), what uses ultimately contribute greater tax revenue to the Municipality given site investment?*
- *How might that inform the fiscal balance that needs to be struck by the Municipality with a fixed supply of land?*

To answer these questions, an analysis of taxable assessed market value of both of business site parcels, structures, and taxable business equipment was conducted for six different parcels with representative Industrial, Office, and Retail uses within the Municipality of Anchorage:

- A Manufacturing Traded Sector property on 0.5 acres of I-1 zoned land;
- A Manufacturing Traded Sector property on 13.6 acres of I-1 zoned land;
- An Industrial Business Park-Using Traded Sector business on 0.5 acres of I-1 zoned land;
- An Office-Using Traded Sector property on 3.1 acres of B-3 zoned land;
- A Medium-Sized Format Retail property on 1.6 acres of I-1 zoned land; *and*
- A Large-Sized Format Retail property on 16.3 acres of I-1 zoned land.

Figure 23 displays the resulting analysis of the representative sample of uses. Property data was provided by the Municipality of Anchorage.<sup>10</sup>

**Figure 23 – Taxable Assessed Market Value of Different Anchorage Land Uses**

User/Land Use	Site	Site Size	Structure	FAR*	Assessed Value (000s)				
	Zoning	(Acres)	(Sq. Ft.)		Land	Building	Equipment	Total	Per Acre
Industrial									
Manufacturing Traded Sector	I-1	0.5	7,771	0.36	\$138.7	\$896.4	\$738.6	\$1,773.7	\$3,614.1
Manufacturing Traded Sector	I-1	13.6	66,180	0.11	\$4,657.8	\$7,154.0	\$9,882.6	\$21,694.4	\$1,598.5
Business Park-Using Traded Sector	I-1	<u>0.5</u>	<u>12,169</u>	<u>0.54</u>	<u>\$272.8</u>	<u>\$1,245.4</u>	<u>\$163.7</u>	<u>\$1,681.9</u>	<u>\$3,285.6</u>
Industrial Averages:		4.9	28,707	0.34	\$1,689.8	\$3,098.6	\$3,595.0	\$8,383.4	\$2,832.7
Office									
Office-Using Traded Sector	B-3	3.1	97,820	0.73	\$2,629.4	\$12,471.5	\$4,239.1	\$19,340.0	\$6,323.1
Retail									
Retail Medium Format	I-1	1.6	14,545	0.20	\$1,293.9	\$1,794.6	\$1,524.1	\$4,612.6	\$2,819.9
Retail Large Format	I-1	<u>16.3</u>	<u>154,642</u>	<u>0.22</u>	<u>\$9,211.0</u>	<u>\$13,606.5</u>	<u>\$11,393.9</u>	<u>\$34,211.4</u>	<u>\$2,092.5</u>
Retail Averages:		9.0	84,594	0.21	\$5,252.5	\$7,700.6	\$6,459.0	\$19,412.0	\$2,456.2
Traded Sectors Averages:		4.4	45,985	0.44	\$1,924.7	\$5,441.8	\$3,756.0	\$11,122.5	\$3,705.3

SOURCE: Municipality of Anchorage and PNW Economics, LLC

\*Floor Area Ratio

Key findings:

- Market data bear out the analysis in the previous section: on a gross and per-acre basis, Retail development and Office development are associated with higher-value land than Industrial development.
- Gross structure value is highest for Office development and Retail development, but on a per-acre basis, Office and some Industrial uses are have higher value than some Retail.
- Gross taxable business equipment value is highest for Large Retail and one of the Manufacturing Traded Sectors, but on a per-acre basis, it is highest for Office.

There is variation among the different users under each category for this analysis. But in general, individual users with highest site investment value are in the Retail category, followed by a Manufacturing Traded Sector user, and then the Office-using Traded Sector.

But on a per-acre basis, measuring investment intensity and value density:

- Office has the highest investment value by far, but Industrial Traded Sector users have higher taxable assessed property value than Retail in this analysis.

<sup>10</sup> Property tax account data utilized in this analysis is publicly available information. For emphasis on data analysis while avoiding singling out the identity of individual properties as part of a policy discussion, all details of each property are not included. Information about the properties can be made available by Municipality of Anchorage Long Range Planning staff upon request.

- *Comparing Traded Sectors regardless of use to Retail, Traded Sector taxable investment value is roughly 50% higher per acre than Retail development.*

In general, this is greatly due to the efficiency of use of each parcel by Office and Industrial development. With less surface parking per acre and greater FARs, structure investment, and taxable equipment per acre, the Traded Sector Office and Traded Sector Industrial users provide greater fiscal benefit to the Municipality than Retail uses in this analysis.

Paired with the fact that Traded Sectors were documented in Figures 3 and 4 to pay substantial wages compared to Retail jobs, the Municipality has a significant fiscal interest in maintaining its land inventory for Traded Sectors from both a taxable assessed value perspective, as well as for maintaining jobs that pay higher and enable households to afford housing in a cost-challenged environment such as Anchorage.

## **VI. Policy Implications & Recommendations**

This section of the report applies information learned about Anchorage Industrial Traded Sector characteristics to future growth in Anchorage as part of the Anchorage Land Use Map Update planning effort. Traded Sector future employment growth, land need, and land use qualities are identified to provide context for quantity and location of land Anchorage should consider for maintaining and encouraging the core of the Municipal economy.

### **Traded Sector Industrial Land Need Quantity and Quality**

Anchorage Broad Traded Sector industrial land need through 2040 is estimated at 492 gross acres Municipality-wide and including Marijuana-related industry. But within that gross land need projection are quite varying sector land needs from size and shape, to sensitivity to surrounding uses, to various utility and infrastructure requirements.

Figure 24 provides a profile of preferred land and site qualities and requirements for the five primary Industrial Traded Sectors identified for the Municipality of Anchorage and their identified production functions and business cost equations. Other specifications are based on findings from the 2015 Anchorage Industrial Land Assessment Update process and industry best practices as well as recent project experience by PNW Economics.

**Figure 24 – MOA Traded Sectors Baseline Industrial Land Need Forecast, 2015-2040**

Industrial Land/Site Quality	Manufacturing	Power/Transmission	Non-Metallic Mining	Transportation	Professional/ Business Services
<b>Site Size</b>	Single User: > 0.5 Acre Multiuser >1 acre	Single User: > 3 Acre	Single User: > 5 Acre	Single User: > 0.5 Acre Multiuser >5 acre	Single User: > 0.5 Acre Multiuser >1 acre
<b>Site Shape</b>	Square to Rectangle	Square to Rectangle	Square to Rectangle	Square to Rectangle	Square to Rectangle
<b>Site Zoning</b>	Light to Heavy Industrial	Light to Heavy Industrial	Heavy Industrial	General Industrial	Light Industrial
<b>Slope</b>	Minimal	Minimal	Minimal	Minimal	Minimal
<b>Wetlands</b>	None/Mitigated	None/Mitigated	None/Mitigated	None/Mitigated	None But Adjacent Acceptable
<b>Utility Easements</b>	None	None	None	None	None
<b>Sewer (Main Access)</b>	Within 200'	Within 200'	Within 200'	Within 200'	Within 200'
<b>Water (Main Access)</b>	High Capacity within 200'	Within 200'	Within 200'	Within 200'	Within 200'
<b>Electricity (Distribution Line Access)</b>	13 kV or less	13 kV or less	13 kV or less	13 kV or less	13 kV or less
<b>Natural Gas Usage</b>	Significant	Minimal	Moderate	Minimal	Moderate
<b>Local Road Access</b>	Good/Direct	Good/Direct	Good/Direct	Good/Direct	Good/Direct
<b>Transportation System Mobility</b>	Important	Important	Crucial	Crucial	Important
<b>Proximate to Rail</b>	Moderate to Crucial	Moderate	Crucial	Crucial	Minimal
<b>Proximate to Waterborne</b>	Moderate	Minimal	Moderate	Moderate	Minimal
<b>Proximate to Air</b>	Moderate	Moderate	Minimal	Moderate	Crucial
<b>Sensitivity to Nearby Commercial Use</b>	Moderate	High	High	Moderate	Low
<b>Desire Visibility</b>	Varies	Minimal	Minimal	Minimal	Moderate
<b>Building Floor Area Ratio</b>	0.32 - 0.36	0.17 - 0.19	0.15 - 0.17	0.17 - 0.19	0.23 - 0.26
<b>Industrial Land Demand to 2040</b>	<b>Up to 52 Acres</b>	<b>Up to 50 Acres</b>	<b>No Net New</b>	<b>Up to 200 Acres</b>	<b>Up to 110 Acres</b>

- **Site Size:** For single-user, a one-half acre parcel is the preferred minimum size for site flexibility of use. For multiuser sites, 1 to 5 acres is preferable depending upon the use with Transportation requiring more impervious surface generally.
- **Site Shape:** Industrial land and sites must have square to rectangle shapes to maximize site flexibility for building footprint, location, and transportation system access.
- **Site Zoning:** The majority of land demand among Traded Sectors is expected to be uses that can site Heavy Industrial-zoned land, with the key exception Professional & Business Services.
- **Slope:** Industrial building pads must of course be level, but sites can have some slope with tiered building development.

- Wetlands, Utility Easements: Minimal on-site reductions to developable area are desired, though with Professional & Business Services, adjacency to wetlands/water feature can be a marketable amenity.
- Sewer Main Access: All Traded Sectors within the Anchorage market area assumed to require sanitary sewer access. This is particularly true of Manufacturing and Professional/Business Services. Access to a within 200 feet would be desirable.
- Water Main Access: Access to a main within 200 feet is generally desirable, though Manufacturing can require proximity of higher capacity water depending upon what is manufactured.
- Electricity: Proximity to a 13 kilovolt (kV) or less distribution line is desirable.
- Natural Gas Usage: Manufacturing of various types is the primary user of natural gas beyond building heating.
- Local Road Access: Location with a reasonably direct access from a site to an arterial roadway is desirable.
- Transportation System Mobility: Traffic volume as a percentage of capacity should generally be lower to attract industrial uses due to need for regular and dependable freight shipment.
- Proximate to Rail: Rail is generally required by heavier, bulkier, or very high volume cargo load. In Anchorage, some manufacturing may require rail (final assembly of machinery or structure parts before shipment for example), but the majority of need will be from Transportation-related firms that are involved in processing containerized freight through the Port of Anchorage and transporting via rail as opposed to trucking.
- Proximate to Waterborne (Transportation): Most demand for land will be from firms that are part of the Port of Anchorage/containerized cargo redistribution and shipment elsewhere in the State.
- Proximate to Air: Professional & Business Services utilizes Air far more significantly as a percentage of business cost than other Traded Sectors, though much can be expected to be employee traffic as well as freight. Location adjacent to an airport, therefore, is not necessary but reliable drive time to the airport is desirable.
- Sensitivity to Nearby Commercial Use: Traded Sectors that generate significant truck traffic are generally far more sensitive to encroaching commercial uses and the traffic that they generate. Conflicting and worsening traffic patterns and volume are the primary concern.
- Desire Visibility: Manufacturing with an on-site retail component, such as Beverage or Food Manufacturing, as well as some industrial business park users in the Professional/Business Services sectors can require some visibility to non-industrial traffic.

- Building Floor Area Ratio: FARs are taken directly from the 2015 Anchorage Industrial Land Assessment Update.

## Industrial Traded Sectors & Land Supply Reconciliation

To approach potential policy issue regarding industrial land and key Traded Sectors, a reconciliation of expected land need and supply, for Industrial Traded Sectors, and non-Traded Sectors demand is required. Sufficiency of land by key sectors, other industrial sectors, location, and varying assumptions about land inventory can provide context to specific policy concepts.

Figure 25, then, gives a final accounting of the sufficiency of industrially-zoned land within the Municipality of Anchorage and Chugiak-Eagle River for accommodating Traded Sector growth, as well as non-Traded Sector growth.

**Figure 25 – MOA Traded Sectors Land Need Accounting (Acres), 2015-2040**

<b>Anchorage Industrial Land Need Factor</b>	<b>Bowl "High Range"</b>	<b>Bowl "Low Range"</b>
Anchorage Bowl Buildable I-Zoned Supply 1/	385.3	231.6
- Gross Traded Sector Land Need to 2040 2/	<u>383.7</u>	<u>383.7</u>
= Anchorage Bowl Net Traded Sector Capacity	1.6	(152.1)
+ Chugiak-Eagle River Buildable I-Zoned Supply 3/	<u>198.3</u>	<u>187.4</u>
= MOA I-Zoned Capacity Net of Traded Sector Need	199.9	35.3
- Non-Traded Sector Gross Land Need to 2040 4/	<u>185.2</u>	<u>185.2</u>
= 25-Year Net I-Zoned Land Capacity	14.7	(149.9)

1/ 2015 Anchorage Industrial Land Assessment Update Volume I, Figure 4-1

2/ Figure 6

3/ 2015 Anchorage Industrial Land Assessment Update Volume I, Figure 4-2 less Anchorage Bowl inventory Figure 4-1

4/ Figure 6

Two estimates of Anchorage Bowl industrially-zoned land capacity are compared: "High Range" and "Low Range" as described in the 2015 Anchorage Industrial Land Assessment Update: Volume II. Essentially, "High Range" differs from the "Low Range" by the optimistic inclusion of small "bread crumbs" industrial parcels of small size and irregular shape throughout the Bowl, as well as other parcels of unverifiable suitability as industrial development.

### Key Findings:

- The optimistic "High Range" inventory of I-zoned land in the Anchorage Bowl is barely able to satisfy Traded Sector demand (1.6 acres remaining by 2040).



- The more realistic “Low Range” inventory of I-zoned in the Anchorage Bowl is only able to satisfy 60% of Traded Sector land need (152-acre deficit), relying heavily on Chugiak-Eagle River inventory.
- Under the more optimistic “High Range” Anchorage Bowl inventory, 25-year growth in all industrial needs will barely be accommodated (14.7 acres remaining in 2040), requiring significant reliance upon development-readiness for lands in Chugiak-Eagle River.
- Under the more realistic “Low Range” inventory of I-zoned and in the Anchorage Bowl, the Municipality has insufficient land for all industrial need through 2040, with an estimated deficit MOA-wide of 149.9 acres.

## Industrial Land Policy Implications

### Policy Concept Choice Relationships

Given the upshot of the reconciliation of Traded Sector & Non-Traded Sector Industrial Land Demand and documented capacity, Figure 26 provides a comparison of the possible combinations of policy implications for Anchorage to meet land need through 2040. The figure provides policy combination scenarios depending upon:

- The choice to rezone candidate PLI and T zoned lands (as identified in 2015 Industrial Lands Assessment report) to meet industrial land need; as well as
- “High Range” vs. “Low Range” Bowl Inventory validity.

#### Key Findings:

- Choosing to avoid rezoning candidate Public Land Institutional and/or Transition Lands (as identified in 2015 Industrial Lands Assessment) will require the need to enhance industrial land inventory in Anchorage via stronger protections such as industrial sanctuary designations, greater restriction on commercial uses for I-zones, and potential rezones from commercial to industrial within the Anchorage Bowl.
- Choosing to rezone candidate PLI and T lands in Anchorage will significantly help meet the need of Traded Sector growth within the Anchorage Bowl under the “High Range” Bowl Inventory, as well as alleviate the need for more restrictive industrial land protections.
- Rezoning candidate PLI and T lands under the “Low Range” Bowl Inventory is not sufficient for Traded Sector growth, leaving a 152-acre deficit that will require some industrial zone enhancements within the Anchorage Bowl.

**Figure 26 – MOA Industrial Land Policy Combinations & Outcomes**

		High Range Bowl Inventory	Low Range Bowl Inventory
<b>Rezone Candidate PLI, T Lands</b>	<i>Anchorage Bowl</i>	Potential need to rezone some PLI, T Acres (1.6 acres of Bowl land in 2040)	77 rezoned PLI, T acres insufficient, leaving a 152-acre Traded Sector deficit
	<i>Chugiak-Eagle River</i>	Chugiak-Eagle River infrastructure needed for land to meet <u>total</u> need	Chugiak-Eagle River infrastructure needed to help meet <u>Traded Sector</u> growth
	<i>Potential Policy Changes</i>	Bowl I-Zone enhancements possibly needed (14.7 acres remaining in 2040)	Bowl I-Zone enhancements necessary to help meet need in Anchorage
<b>Do Not Rezone Candidate PLI, T Lands</b>	<i>Anchorage Bowl</i>	No PLI, T lands rezoned	No PLI, T lands rezoned
	<i>Chugiak-Eagle River</i>	Chugiak-Eagle River infrastructure needed for land to meet <u>total</u> need	Chugiak-Eagle River infrastructure needed to help meet <u>Traded Sector</u> growth
	<i>Potential Policy Changes</i>	Bowl I-Zone enhancements likely needed (14.7 acres remaining in 2040)	Bowl I-Zone enhancements crucial to help meet total need

- Under most circumstances, Chugiak-Eagle River will need to be ready to receive some Traded Sector and/or Non-Traded Sector growth through 2040 and will thus require infrastructure and utility planning and provision.

## Industrial Traded Sector Policy Conclusions

The reconciliation of supply and demand estimates for the 2040 Land Use Plan Map Update process definitely indicates need for a various combination of policies to at the very least meet the industrial land needs of key Traded Sectors at the core of the Anchorage economy.

The scenario rubric in Figure 26 should be viewed as a policy discussion guide to help staff, elected officials, and citizens consider community planning outcomes from an industrial land and industry sector perspective. An industrial land deficit can be expected for Anchorage through 2040 for most economic scenarios unless the optimistic “High Range” Anchorage Bowl inventory is realized, or unless Anchorage realizes 25 years of unprecedented economic stagnation.

Even then, the purpose of industrial land planning is to enhance the economic vitality of the community for growth of family-wage jobs and to prevent such a poor economic showing. Some combination of rezoning of lands in the Bowl and investment in Chugiak-Eagle River industrial land infrastructure, and enhancement of retention of I-zoned lands and the sanctity of their industrial uses is highly probable under most scenarios as a result.

Moving forward, it is recommended that the Municipality of Anchorage adopt policies that recognize the key Traded Sectors in its economy in support of the following findings:

- Traded Sectors are crucial to the Anchorage economy as they are responsible for bringing business revenue and income into the local economy from outside of Anchorage.
- The Oil Industry remains a key example: Oil production is greatly exported outside of Alaska, but in turn firms and employees spend significantly within Anchorage at higher-than-average incomes, supporting many other local businesses and sectors. For this reason, weakness in this Traded Sector has a disproportionate impact upon the broader economy that is well understood by the local community.
- Traded Sectors are the industries that are at the core of the economy upon which many others depend. Local recessions and boom cycles are nearly always driven by a Traded Sector that in turn causes ripple effects to other sectors. Oil recessions and booms, air transportation/travel recession (as after 9/11) and growth are examples.
- Because Traded Sectors bring significant revenue and income from outside of a region, per capita they tend to pay higher than most other sectors, particularly retail and personal services. Traded Sector jobs contribute to housing affordability, and provide disposable income upon which retail and services sectors depend.
- Traded Sectors also represent high return on high public investment in air, marine, rail, and road transportation infrastructure from Anchorage to the rest of the State as well as domestic and foreign markets.

For all of these reasons, it is important to both retain and allow the expansion of Industrial Traded Sectors within Anchorage because of the significant economic ripple effects they have for many other sectors including and because of their family-wage jobs. Without the retention and growth of such jobs in Anchorage:

- Average wages in Anchorage will see downward pressure, particularly when commercial retail development encroaches upon and consumes industrial land.
- Overall need for commercial retail development and land is reduced because the jobs supporting higher household spending are deteriorated, along with jobs and household spending from deteriorated dependent sectors.
- With reduced average wages, the economy is more dependent upon lower-paying sectors, which within a housing-deficit environment exacerbates negative pressures on affordable housing solutions.

Given the crucial nature of Traded Sectors, land use and economic development policies should recognize and address the challenges faced by Industrial Traded Sectors, as well as industrial users in general, due to the economics of industrial business land use identified in this report:

- Industrial users overwhelmingly cannot “build up” and expand vertically like an office building or a residential building. Due to manufacturing activity or other specific business function, they generally must expand horizontally and require additional land to grow.
- Because of their high utilities costs, labor costs, and machinery/equipment costs, industrial users generally cannot absorb land cost increases as can other uses that can build up or must be located in high-traffic, high-visibility locations like retail commercial.
- Industrial land and sites should be maintained and ensured for Industrial users to stay and expand in Anchorage.
- This will require some recognition in policy that Industrial land supply is a high priority—or at the very least, land capacity for the key Industrial Traded Sectors is a high policy priority.
- Some trade-offs for retail commercial land need in the Bowl will likely be needed, but Traded Industrial Sector growth capacity can be a priority over other, lower-intensity industrial uses.
- This should include exploration of incentives that facilitate private development of industrial uses. Incentives should be considered to help reduce costs related to redevelopment of industrial sites that retain and intensify industrial uses, as well as help address such items as off-site costs like road or utilities extension are cost-inhibitive to development feasibility, particularly in the Chugiak-Eagle River area.
- A balance of rezoning candidate PLI and T lands to industrial uses will be required with varying protections of existing industrial areas and sites, and investment in major infrastructure for Chugiak-Eagle River will be essential.



**PZC Case No. 2016-0127**  
**Anchorage 2040 Land Use Plan**  
**Public Hearing Draft**

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**Appendix D-1**  
**Public Comments**  
**(Received through November 1, 2016)**

*Organizations and Agencies,  
Community Councils, and the General Public*

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# Agencies and Organizations

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## Land Use Plan Map

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**From:** Zafian, Holly K (DFG) <holly.zafian@alaska.gov>  
**Sent:** Monday, October 17, 2016 4:51 PM  
**To:** Land Use Plan Map  
**Cc:** Seitz, Jody L; Meehan, Joe (DFG); Massie, Tammy M (DFG); Carter, Marla M (DFG); Marie, Megan E (DFG); Battle, David; Baumer, Jay A (DFG)  
**Subject:** FW: news from Long Range Planning

Good afternoon,

The Alaska Department of Fish and Game (ADF&G) has reviewed the Anchorage 2040 Land Use Plan Public Hearing draft. ADF&G manages the Anchorage Coastal Wildlife Refuge (ACWR). While much of the ACWR is located outside of the Anchorage Bowl Land Use Plan Boundary, development and activities along its border can affect the fish, wildlife, habitat, and user experiences within the refuge. ADF&G supports the plan's designation of Open Spaces along the ACWR boundary. ADF&G continues to oppose Airport Expansion areas that would cross into the ACWR.

Thank you for the opportunity to review and comment on this draft of the Anchorage 2040 Land Use Plan. ADF&G would like to continue to be involved with the municipality's land planning process. Please feel free to contact me if you have any questions or if you'd like to discuss our comments.

Holly Zafian  
Habitat Biologist  
Access Defense Program  
Alaska Department of Fish and Game  
333 Raspberry Road  
Anchorage, Alaska 99518  
Phone 907-267-2292  
Fax 907-267-2859  
Email [holly.zafian@alaska.gov](mailto:holly.zafian@alaska.gov)

## Land Use Plan Map

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**From:** Driver, Craig A (DNR) <craig.driver@alaska.gov>  
**Sent:** Monday, October 17, 2016 4:56 PM  
**To:** Land Use Plan Map  
**Subject:** Alaska Mental Health Parcels - Northwest Corner of Northern Lights/Bragaw

The purpose of this email is to express concerns over the latest iteration of the 2040 LUP Map and the proposed designation of the lands referenced above which are owned by the Alaska Mental Health Trust Authority ("AMHTA"). The lands surround the Whaley School and provide a significant footprint for future development adjacent and to the north of the UMed District. The lands in this area are predominantly zoned PLI currently and have been used for programmatic or charitable purposes for decades.

The exception to this general categorization of uses would be approximately 12 acres directly adjacent to the intersection with frontage on both Northern Lights and Bragaw. This area is undeveloped and designated as Urban Residential-High in the proposed 2040 LUP Map. While we are interested in exploring the proposed use, it is likely that the market will dictate a wider mix of uses which may include the Urban Residential-High proposed use, but could very likely require additional commercial uses to make development economically feasible.

The area currently has physical constraints which include existing buildings, access challenges, overhead power lines traversing across critical areas of the site, several segments of the Chester Creek pathway system that may require relocation to allow for development of this type, and the as-of-yet unknown resolution to the potential construction of the Northern Extension roadway to the south of the intersection. These issues combined with the overall size of the property lend it to a more horizontal, mixed-use approach that could allow for compatible uses including the Urban Residential-High use proposed in the 2040 LUP Map, but which could also include separate footprints of strictly commercial buildings.

Certain adjacent AMHTA lands in this area also are shown as University or Medical Center in the proposed 2040 LUP Map. The outcomes resolving some of the above mentioned development challenges could very well change the overall feasibility of a specific proposed use such as Urban Residential-High or University or Medical Center, and the existing PLI zoning and existing buildings/leases require thoughtfulness to flexibility in how these lands are used and developed in the future. We respectfully request the following:

1. Flexibility in how the proposed zones are applied to existing structures and future uses of those structures given the current PLI zoning;
2. Flexibility in how the proposed boundaries of these zones are applied to the AMHTA parcels; and
3. The option to develop compatible uses from any of these zones (Urban Residential-High, University or Medical Center, and PLI) within the footprint of the AMHTA owned parcels.

We are available to discuss more specific resolutions with respect to this submittal and thank you for your consideration.

Best regards,

**Craig Driver**

Asset Manager  
The Trust Land Office  
2600 Cordova Street, Suite 100  
Anchorage, AK 99503  
Direct: 907-269-8735  
Main: 907-269-8658  
craig.driver@alaska.gov



THE STATE  
of **ALASKA**  
GOVERNOR BILL WALKER

Department of Transportation and  
Public Facilities

DIVISION of PROGRAM DEVELOPMENT  
Anchorage Field Office

4111 Aviation Avenue  
P.O. Box 196900  
Anchorage, Alaska 99519-6900  
Main Phone: (907)269-0520  
Fax: (907)269-0521  
Web site: dot.state.ak.us

October 7, 2016

Terry Schoenthal, Current Planning Section Manager  
MOA, Community Development Department, Planning Division  
P.O. Box 196650  
Anchorage, Alaska 99519-6650

RE: MOA Zoning Review, Case 2016-0127


Dear Mr. Schoenthal:

The Alaska Department of Transportation and Public Facilities (DOT&PF), Division of Program Development, Anchorage Field Office recommends that the Municipality of Anchorage's Planning and Zoning Commission should not support the adoption of the Anchorage 2040 Land Use Plan and Map (LUP) by the Assembly until the document is amended to include a commitment to addressing transportation issues before zoning and redevelopment plans are implemented.

The DOT&PF, along with a number of other organizations and individuals, made comment during the public review period that the LUP would have significant impacts to the transportation network. Alaska Statutes 35.30.010 and 19.20.080 require the municipality and state to work together to preserve the function of the National Highway System (NHS) and Interstate roads as a network to facilitate regional mobility. Many of the goals and strategies outlined in the LUP may have the unintended consequence of deteriorating the effectiveness of the NHS, to the detriment of the transportation network and land use plan as a whole. Having a coordinated transportation strategy in place to deal with these systemic conflicts is necessary before carrying out the actions of the LUP.

To help further articulate our concerns, please find enclosed a selection of comments highlighting some of the issues. The DOT&PF has committed to supporting the municipality in the development of the LUP and looks forward to continuing to provide assistance. By delaying adoption, the municipality will be afforded the time to fully align the LUP with transportation development strategies that support its goals while maintaining the effectiveness of the system.

Sincerely,

  
James Starzec  
Anchorage Area Planner

Enclosure: LUP Review Comments

Cc: Tucker Hurn, Right of Way Agent, Right of Way, DOT&PF  
Scott Thomas, P.E., Regional Traffic Engineer, Traffic Safety and Utilities, DOT&PF  
Jim Amundsen, P.E., Highway Design Group Chief, DOT&PF



# LUP PROJECT NAME: Anchorage 2040 Land Use Plan

## Review PROJECT NUMBER:

DATE: 10/7/16 REVIEWER: SET SECTION: TS PHONE: 269-0639		Confirmation of action taken on comment by:

In Sheet No. column, use a 1 for General comments, X for estimate comments, Y - pg # for Specifications, and Z - pg # for DSR, and the alpha numeric pg # of Plan sheets (use an A if no Alpha is used on the plan sheets)  
In the Section column below please use your assigned Functional group identifier: Right-of-Way = RW; Traffic/Safety = TS; Highway Design = HD; Materials = M; Bridge Design = B; Survey = SC; Internal Review = QC; Construction = C; Utilities = U; Specifications = S; Review Engineer = RE; Maintenance = M&O.

Item No.	Sheet No. / Page No.	By	Comment	Recommendation/Response?	Meeting Note
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1)	2	TS	<p>Mobility and Access. Missing from statement – “and with a priority on maintaining the principal function of each roadway according to its classification.” Accessibility as defined cannot be at the same level or quality for all roads. For the NHS Interstate and Intermodal routes – these roads have a mobility priority and purpose with reduced accessibility. Accessibility and crossings on these highest principal routes need to be maximized via alternative routes. This needs to be stated as it is part of DOT and FHWA’s mission.</p>		
2)	11	TS	<p>LUP 1.5 does not seem to be fully accounted for in this LUP Draft. We had to go to the MTP to verify coordination by looking for the same areas of increased density, infill were planned, and that the MTP supports this by “getting the red out” through a slate of intended and fiscally constrained projects.</p> <p>The MTP logic supports the LUP, but this is not demonstrated in the LUP:</p> <p>Fig 5-4 MTP has growth on Tudor-Muldoon Fig 5-19 has No Build failures in growth areas Tudor Muldoon, Midtown Fig 5-26 has LOS resolved - with capital projects in 5-22 and 5-24 -- these are not lane reduction projects and are not identified as lower mobility corridors through lower speeds and more signals. These are typically managed access corridors in their MTP scope.</p> <p>These applicable MTP figures are not mentioned in this report – so is there really an “accounting “ documented in the LUP – the LUP depends upon the 2035 MTP for success in supporting transportation.</p>		

# LUP PROJECT NAME: Anchorage 2040 Land Use Plan

## Review PROJECT NUMBER:

	DATE: 10/7/16 REVIEWER: SET SECTION: TS PHONE: 269-0639	Confirmation of action taken on comment by:

3)	14	TS	<p>Goal 6 leaves no flexibility relative to road function required by Statute as written. DOT/PF requests this section be expanded to recognize accessibility and mobility changes with roadway function.</p> <p>Disagree accessibility can be raised as the broader goal in all cases. This is inconsistent with the MTP on principal corridors calling for Access management and control – such as the Tudor Road corridor, and the Seward to Glenn Highway connection in midtown and east of downtown.</p> <p>Mobility as defined here is the broader goal for the State and FHWA on the NHS Interstate and Intermodal corridors – connecting other cities and ports/airports. Alaska Statute requires the City and State preserve the Statewide function on these classes of principal arterial roads in local planning. The MTP currently recognizes this and accomplishes this overall through its slate of 2035 road projects and capacity targets.</p> <p>Both the MTP and LUP are not keeping up with the Muldoon Corridor performance which requires access management and collector road support due to congestion and safety – and as a natural extension of freight routing coming from the west Tudor Road.</p>		
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# LUP PROJECT NAME: Anchorage 2040 Land Use Plan

## Review PROJECT NUMBER:

	DATE: 10/7/16 REVIEWER: SET SECTION: TS PHONE: 269-0639	Confirmation of action taken on comment by:

4)	15	TS	<p>DOT could require MOA assistance in providing higher levels of M&amp;O for local access - not something we are funded and equipped to do at a desirable level for maximum local use. The State has a primary responsibility to prioritize plowing, patching, traffic control, etc. for statewide mobility and intermodal connectivity, with local accessibility as a second goal.</p> <p>How does the LUP and MTP balance needed M&amp;O with growth when M&amp;O budgets are decreasing rapidly at all levels of government?</p> <p>Absent other funding sources, by Code, 17 AAC 10.020, DOT/PF will have to consider which costs are the responsibility of MOA for local accessibility impacts to infrastructure that reduces statewide mobility, such as increased signal density and other infrastructure enhancements such as added multimodal space and lanes beyond a minimum usable space.</p>	
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# LUP PROJECT NAME: Anchorage 2040 Land Use Plan

## Review PROJECT NUMBER:

	DATE: 10/7/16 REVIEWER: SET SECTION: TS PHONE: 269-0639	Confirmation of action taken on comment by:

5)	19	TS	<p>Areas of Growth – The MTP is not just illustrative as if it can be deferred while moving ahead with the LUP – it should be clearly state the MTP plan is critical to Tudor, Seward/Ingra/Gambell, Minnesota and C Street and that those related projects remain a goal from the MTP 2035.</p> <p>Without improvements to these corridors and connecting collectors – the MTP will not be able to address land use trip generation by all modes, and the MTP will then fail its performance measures. This concerns the State on NHS Interstate and intermodal facilities.</p> <p>The Muldoon Corridor lacks MTP projects at the Collector level to address intended growth. As stated later in the LUP, Collectors should be a prerequisite to added Muldoon infill and redevelopment. (Oklahoma, Duben, Patterson, Peck/Boundary connectivity, etc.)</p> <p>C Street and Dimond areas also have adequate arterials in place, however, Collectors should be prerequisite to added infill and development (92<sup>nd</sup> Ave; Arctic Blvd, 100<sup>th</sup> Ave etc. as determined in the MTP).</p> <p>The Boundary area at Boniface to Muldoon sorely needs Collector planning to get to these arterials</p>		
6)	32	TS	<p>Regional Commercial Center. Disagree with language recommending complete disconnect from neighborhoods. Instead, access can be managed to prevent cut-thru, but access can also be beneficial to neighborhoods and arterials. Other modes and local trips can be more safely served without going on and off the arterial to conflict with other cross-city traffic. Internal connections prevent on and off trips into degrading arterials, including walking and biking should not be forced onto arterial access. Transit and local trips could also be served internally.</p>		

# LUP PROJECT NAME: Anchorage 2040 Land Use Plan

## Review PROJECT NUMBER:

	DATE: 10/7/16 REVIEWER: SET SECTION: TS PHONE: 269-0639	Confirmation of action taken on comment by:

7)	38, 40	TS	Anchor facilities. Request these additionally be noted as "intermodal" facilities to represent how they are key to the Statewide economy and not just local or regional.		
8)	49	TS	DOT/PF concurs the 2040 LUP should be updated and amended to reflect any major changes in transportation plans and projects.  Most notably – any changes to the Seward and Glenn Highway, Tudor Road, Minnesota Drive or other corridor projects that are critical to the 2035 MTP level of service. Deletion or alteration of these MTP projects means the adjacent land use affecting the need for those projects should be reevaluated.		
9)	49	TS	Calling these projects potential or illustrative does not convey their importance to the LUP.  Projects for the Seward and Glenn Highway, Tudor Road, Minnesota Drive should be listed as critical – key components to enabling the LUP. Without Seward to Glenn or UMed – this alters the capacity of roadway to absorb more employment trips by any modes. DOT does not see any modeling that reduces trips below existing with this land use, thus capacity will suffer.		
10)	51	TS	3.1.B Capital Improvements. DOT does has its own STIP process. But don't all projects go through AMATS and the TIP – so owe are unified and there is really ONE process? This sounds as if we don't coordinate.		

# LUP PROJECT NAME: Anchorage 2040 Land Use Plan

## Review PROJECT NUMBER:

	DATE: 10/7/16 REVIEWER: SET SECTION: TS PHONE: 269-0639	Confirmation of action taken on comment by:

11)	56, 62, 63	TS	<p>Muldoon, Gambell/Ingra, Tudor – Special Study Areas. Even Spenard. These are the areas where DOT believes transportation plans are a prerequisite to land use changes. The transportation function and plans in these areas are larger than the area themselves – and are so critical to the MTP performance that any land use changes have to demonstrate compatibility with those corridors and planned projects before they occur.</p> <p>The key is not to wait for the primary corridor project alone. These Special Area Studies need to connect to the Collector strategies listed later under Goal 6-1. Identifying, preserving, upgrading and sometimes adding Collectors are the key to these areas.</p>		
12)	64	TS	<p>Concur with identifying street typologies and goals. However, recognize right of way and utilities are a premium on most arterials, and adjacent Collectors are intermittent if at all. Functional class of NHS Interstate and Intermodal routes will need to prioritize mobility and may result in a different typology than other arterials. M&amp;O costs and abilities may also limit the typology acceptable on state roads, or at least the enhancements and added traffic control for that typology.</p> <p>Consider allowing shared landscape and "complete" credits in partnership with private owners – as all parties are short on space for landscaping and walkways in some cases – and could pool efforts towards one combined facility to make a street and adjacent land use complete. Was called "superblocks" in the past midtown efforts.</p>		

**LUP      PROJECT NAME: Anchorage 2040 Land Use Plan**

**Review      PROJECT NUMBER:**

	<b>DATE: 10/7/16</b> <b>REVIEWER: SET</b> <b>SECTION: TS</b> <b>PHONE: 269-0639</b>	Confirmation of action taken on comment by:

13)	67	TS	<p>Actions Map. Muldoon, Tudor, Midtown, South C Street and Old Seward target areas need a prerequisite to identify collectors and plan for them before targeting redevelopment. This is necessary to maintain the mobility functions of the main roads (other than Old Seward Hwy).</p>	
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## Land Use Plan Map

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**From:** Jongenelen, Aaron M (DOT) <aaron.jongenelen@alaska.gov>  
**Sent:** Monday, October 17, 2016 4:45 PM  
**To:** Davis, Tom G.; Land Use Plan Map  
**Cc:** Thomas, Scott; Amundsen, James (DOT); Starzec, James A (DOT); Post, David E (DOT)  
**Subject:** Municipality of Anchorage 2040 Land Use Plan Supplemental Comments from DOT&PF  
**Attachments:** 2016-0124 October - Supplemental Comments.pdf

Tom,

These comments are in addition to the ones already submitted by James Starzec. Please let me know if you have any questions.

Thank you.

Aaron Jongenelen  
AMATS Transportation Planner  
Alaska DOT&PF: Program Development, Anchorage Field Office  
(907) 269-0515





THE STATE  
of **ALASKA**  
GOVERNOR BILL WALKER

Department of Transportation and  
Public Facilities

CENTRAL REGION  
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October 17, 2016

Tom Davis, Senior Planner  
MOA, Community Development Department  
Planning Division  
P.O. Box 196650  
Anchorage, Alaska 99519-6650

RE: 2040 Land Use Plan Supplemental Comments

Dear Mr. Davis:

Attached you will find technical comments/edits that are being provided in addition to the comments submitted on October 7<sup>th</sup>, 2016 for MOA Zoning Case 2016-0127. Please contact me if you have any questions.

Sincerely,

A handwritten signature in blue ink, appearing to read "Aaron Jongenelen".

Aaron Jongenelen  
AMATS Transportation Planner

Attachment: 2040 Land Use Plan Supplemental Comments

Cc: Scott Thomas, P.E., Regional Traffic Engineer, Traffic Safety and Utilities, DOT&PF  
Jim Amundsen, P.E., Highway Design Group Chief, DOT&PF  
James Starzec, Anchorage Area Planner, DOT&PF  
David Post, Surface Transportation Manager, DOT&PF  
Craig Lyon, AMATS Coordinator

## 2040 Land Use Plan Supplemental Comments

Page 3 – First bullet: Add “AMATS” (spell out as needed) before “Metropolitan Transportation Plan”.

Page 3 – Second bullet: Recommend adding the Areawide Trails Plan.

Page 3 – Graphic; This graphic is a little misleading as it shows the TIP directed by the Comp Plan and Land Use Plan when it is not. AMATS directs the TIP through its own process. Also there is no mention of the STIP which plays an integral part in capital investments within the Municipality of Anchorage. While the Comp Plan and Land Use Plan do not direct the TIP and STIP, they do provide input and it should be recognized as such. Recommend the following be added:

- Add AMATS to the TIP box and add an \* saying “Adopted by AMATS.”
- Add a STIP box and add an \* saying “Adopted by the State of Alaska.”
- Move both under the Capital Improvements box in their own box

Page 12 – LUP 3.2 Does not talk about coordination with partner agencies. Recommend adding in a statement about coordinating with partner agencies on transportation related changes. Has there been discussion that coordination could be a goal of its own?

Page 49 – First sentence; Instead of “Anchorage’s” it should state “AMATS” (spell out as needed), because the MTP is an MPO document which is separate from the Municipality of Anchorage.

Page 49 – The word “illustrative” is used twice in the Major Streets section and it is recommended this word be changed to either, “shown” or outlined”. ‘Illustrative’ is too close to the word ‘illustrative’ (a funding term) used in the MTP and TIP for projects that are outside the timeframe of the program. The projects listed in this section (KAC, U-Med, and Seward Highway to Glenn Highway) are within the timeframe of the currently adopted AMATS Interim 2035 MTP.

Page 51 – Capital Improvements; The first sentence should have AMATS before the TIP.

Page 51 – Capital Improvements; The first sentence talks about the TIP being a primary planning and budgeting process for the Municipality. This is incorrect. Remove the AMATS TIP from this sentence and start a new one. The TIP is a 4-year program outlining funding for transportation projects within the MPO boundary. The TIP is not a budgeting tool and is not what determines the costs of projects. Recommend working with AMATS/DOT&PF to determine the best way to talk about the TIP in this section.

Page 51 – Capital Improvements; Sentence two needs to be changed as the TIP does not span a 6 year period. It is a 4 year funding program.

Page 51 – Capital Improvements; Sentence 3 should also include the fact that the Airport has its own capital improvement process as well.

Page 51 Capital Improvements; The STIP should be called out directly in this section as it is another funding program that provides significant capital investments within the Municipality of Anchorage. Recommend working with DOT&PF Planning staff to outline a quick sentence or two.

Page 53 – Strategy 2; This strategy should include a statement about coordinating with partner agencies, especially DOT&PF. A number of the reinvestment areas directly impact facilities managed and owned by partnering agencies.

Page 53 – Strategy 8; Any changes within the area can have a direct impact on systems managed by partner agencies. This strategy should include a statement about coordination with partner agencies.

Page 58 – Table 3 has some confusing acronyms. Recommend the following changes:

- Planning-AMATS = AMATS.
- ADOT = ADOT&PF or DOT&PF.
- Remove TSAIA and JBER from Airports definition. TSAIS already has its own acronym.
- Railroad change to ARRC.
- Add JBER acronym.

Page 60 – Table 4:

- Add AMATS to 2-2
- Add AMATS to 2-3
- Add AMATS to 5-1
- Add AMATS to 5-2 or removed the TIP from the description. AMATS makes the decision for the criteria regarding the TIP, not the MOA.
- Add Highway to 5-3 description.
- Recommend adding a 5-3b that states – “Direct land development and reinvestment towards areas that can accommodate growth with minimal impacts to the efficiency and safety of the transportation system and other public infrastructure.”
- Add Planning to 6-1. Planning plays a critical role in coordinate with agency partners.
- Add Utilities to 6-1. Utilities has a very important role in transportation development.
- Add Planning and ADOT&PF to 6-5.
- Add ADOT&PF and AMATS to 8-6.
- Add ADOT&PF, AMATS, PM&E, and Traffic to 8-8. Park designations have significant impacts to transportation development. This needs to be coordinated with the transportation partners.
- Add ADOT&PF and AMATS to 9-1.
- Add ADOT&PF, AMATS, and Traffic to 9-2.
- Add Traffic to 9-3.
- Add AMATS, ADOT&PF, and Traffic to 9-6.

## Land Use Plan Map

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**From:** Walter Wilcox <jr.wilcox@pbchemical.com>  
**Sent:** Thursday, October 6, 2016 4:46 PM  
**To:** Seitz, Jody L; Land Use Plan Map  
**Cc:** Bruce Bustamante  
**Subject:** Anchorage Chamber LUPM Comments

The Anchorage Chamber of Commerce would like to reiterate the concern we expressed in our last set of comments that the shortage of housing stock suitable for a professional/technical workforce is prohibiting our member businesses from growing. Bold action is needed to facilitate more housing at reasonable pricing in the Anchorage Bowl.

We applaud your efforts to finalize the long overdue adoption of this map in an expeditious manner. However, we believe this map will do little by itself to alter land use patterns in Anchorage if is not translated into actual zoning. The small targeted rezonings contemplated in the report are not going to be enough by themselves. We would urge you to reconsider the decision to not to do a much broader municipal-led rezone.

For instance, the municipality might send a mailer to all property owners whose property would be eligible to change to a new zoning type in conformance with the new map. The mailer would explain the new zoning on offer, and if the landowner agreed, the property would be automatically rezoned in conformance with the new map. Perhaps the property owner would need to send a payment to cover the transaction fees so that the effort was not a net cost to the municipality. The public notice for such a bulk rezone should be handled as a single process, instead of separately for each parcel.

Also, we wanted to reiterate our view that it is important to preserve an industrial land base in Anchorage to provide for future development. Several sections of the proposed plan make mention of allowing for rezones of industrial land for commercial purposes. This is not bad thing in and of itself, but should be coupled with a 'no-net-loss' policy for industrial land. Under a 'no-net-loss' policy, other lands should be moved to industrial zoning to offset the loss. Industrial lands should be consolidated in developable areas near other industrial lands, preferably in the areas near the port, railroad, and airport. PLI and T-zoned lands should be re-zoned as industrial lands where possible.

Actions should include acquisition of additional land where possible, consolidation of small lots, and partnering with utilities to find ways to lower the up-front cost of development.

Especially, the action list needs to include a review of the DCM to ensure it is not effectively used as a separate body of law. Internal policies and procedures determined to effectively be regulations should be consolidated into a public document that would reviewed and formally adopted by the Assembly. Any future policies with the force of regulation should go through a similar public process before they could be enforced.

Thank you,

JR Wilcox  
Chairman



## **Anchorage 2040 Land Use Plan Public Hearing Draft Comments November 1, 2016**

We regret to say that these comments were rushed, without a complete and thoughtful review of the entire document and without adequate discussion as to how the plan will affect our community over the long term. The few days allotted to review this latest draft, and the few public meetings that were offered were plainly inadequate given this plan's importance to our city's future.

**Citizens have had to comment on this second draft without having received feedback on our first round of comments.** We are left to second guess staff's reasoning why some previous recommendations were accepted and some were not.

While this truncated review meets the letter of Anchorage's public process standards, it does not meet its intent for meaningful public involvement. Following last year's rushed approval of AO 2015-100, **it begins to appear that development interests are being given more value than the comments and concerns of citizens and homeowners.**

Informed and involved citizens understand that the city will change as it grows. Neighborhoods are willing to accept changes. For example, **Anchorage 2020 polling 17 years ago demonstrated a clear preference for urbanizing the city's core and improving neighborhoods throughout the community over continuing past growth patterns and sprawled growth into Mat Su.** Now this plan is providing definition. Staff has clearly invested much forethought to protecting Anchorage's quality of life while it grows more dense. We agree that infill should be done well, and especially appreciate provisions that support Phasing of Growth and Investment, Reinvestment Focus Areas, Traditional Neighborhood Design and future decisions based on meaningful public process.

At the same time, there are two areas that still need significant refinement:

- **transportation investments need to serve a broader array of community goals** and shift a significant portion of investments from wide, fast roads to building transit and safe walking.
- secondly, summarily **changing existing zoning districts to add height and density**, especially in the urban core, must not be allowed until there has been a **meaningful public process that establishes reasonable infill standards.**

## **Transportation Investments**

While the Land Use Plan's single transportation goal speaks to safe, efficient, affordable transportation choices:

*"Anchorage coordinates transportation and land use to provide safe, efficient and affordable transportation choices,"*

the plan's language tends to assume that **Anchorage will build additional roadway capacity to support infill and redevelopment, rather than shifting investments to significantly grow transit and walking, even in the urban core.**

For example: the first transportation action 6-1 states:

*"Coordinate with agency partners to develop a working list of additional local and collector street connections, intersection and access improvements, and pedestrian connections that are needed to support infill and redevelopment neighborhoods, centers and corridors targetted (sic) to experience growth and change, such as along Lake Otis and Tudor near the UMED District."*

Instead, the plan should include strategies that redirect auto travel into becoming one of several transportation choices as we travel among home, work, school and other daily activities.

**If new jobs and homes locate in the City and Town Centers without new transportation policies and programs in place, the result will be increased traffic congestion and growing parking demand.** Existing and new jobs may locate elsewhere if such problems are not anticipated and addressed. Existing neighborhoods need active transportation choices in order to welcome infill and redevelopment.

**It is very costly to both families and government to depend so heavily on auto travel for our mobility.** Auto ownership and maintenance cost suburban households 25 percent of their budgets according to the FHWA. Urban households located closer to jobs and shopping can reduce their costs to 10 percent or less.

One way to begin balancing transportation investments and build a multi-modal system will be to **screen all transportation projects - including transit, bike and walk - using rudimentary benefit-cost analyses that consider accessibility, mobility, economic vitality, environmental effects, social equity, funding, finance, the transportation system, land use, growth management and livability.**

Revised Action 6-1:

Anchorage's Metropolitan Transportation Plan will institute benefit-cost analyses to screen all proposed transportation investments considering accessibility, mobility, economic vitality, environmental effects, social equity, funding, finance, the transportation system, land use and growth management, livability.

Concentrating growth in and near City and Town Centers by attracting a greater percentage of new businesses and residents than has occurred historically will reduce vehicles miles

traveled per capita in the urban core, improve air quality and enhance the quality of life for residents. Transit investments will assume an increased role in providing connectivity and access. **People living near their work places are more likely to walk, ride bicycles, or use public transit to get to work.**

Revised Action 6-2:

Create a priority list of high volume streets currently cutting through residential neighborhoods to consider for redesign with the goals of making the streets more compatible with adjacent land uses and also safe and comfortable for transit use and walking. Criteria for selecting these streets will include proximity to City and Town Centers, current and planned employment and residential densities, proximity to schools and park space, posted speeds compared with 85th percentile speeds.

### **Adding height and density to existing zoning districts**

Two provisions in this draft increase height and density within existing zoning districts and are likely to take property owners unpleasantly by surprise:

*“Areas within a quarter mile walking distance of Town Centers and City Centers may allow up to a fourth story .” page 29*

and

*“To provide greater housing opportunities, areas up to a half mile from designated City Centers may allow increased density. This is subject to compatibility standards for scale, design, lot coverage, setbacks, and alley driveway access.” page 28*

While citizens may agree to infill and redevelopment, it needs to be done well, and improve Anchorage's neighborhoods, not overwhelm their character or add unnecessary traffic and parking burdens as previously discussed.

Recent up-zonings in South Addition were approved supposedly because the city urgently needs additional housing, but the projects lacked basic neighborhood protections.

The plan provides a number of safeguards for established neighborhoods, including: Action 4-4 provides for neighborhood compatibility standards: *"Amend Title 21 to allow compact housing on R-2M or R-3 zoned lots near designated Centers. May include increased height or allowed units per lot, subject to additional urban design and neighborhood compatibility standards. Determine appropriate measures through a public process."*

Action 7-3 secures compatibility standards: *"Incorporate neighborhood compatibility standards in compact housing amendments in Actions 3-4, 4-3, 4-4, 4-6, 4-7, and 4-8."*

Action 7-4 offers an overlay district: *"Adopt a Traditional Neighborhood Design zoning district or overlay zone for urban neighborhoods, which reflects adopted plans. Incorporate 'form based' regulations and structure the code to accommodate neighborhood differences and characteristics."*

These are reasonable protections. At the same time, **it is critically important that these provisions not be weakened or even eliminated by special interests with more political power than neighborhoods.**

Action 4-4 can be strengthened by adding: "Amend Title 21 to allow compact housing.... **Determine appropriate measures through a public process that includes meaningful collaboration with neighborhoods and formal public hearings.**"

The remaining comments generally recommend specific edits to strengthen goals and actions for transportation, infill and redevelopment and future public processes.

page 1 column 1

"*Anchorage 2020* envisioned a more compact and efficient land use pattern served by active transportation connections and transit in and around mixed use centers, while preserving lower intensity...."

page 1 column 3

Its emphasis on place making strengthens this plan, while it also highlights the challenge of focusing municipal investments in order to produce even a few truly "great places" over the next several years.

page 1 column 3

"The core purpose of the 2040 LUP is to manage land uses and shape transportation investments to improve the quality of life for all residents during times of change."

page 2 column 2

"Compact Development. Use infill and redevelopment with a more compact land use pattern, which supports efficient use of land, lowers the cost of public services, improves performance of transportation systems ~~networks~~ and preserves open space."

page 2 column 3

"Mobility and Access. Develop a transportation system that supports desired ~~aligns with~~ land use and moves people and goods safely with positive impacts ~~low impact~~ on surrounding land uses and the environment, and that makes it easy to choose active transportation ~~maximizes choices and alternative travel modes~~ like walking, bicycling and or public transit."

page 10 column 2

"Mixed-use, walkable centers served by transit will absorb much future growth while infill development is encouraged along multi-modal corridors."

page 11 column 2

Excellent: "It seeks a compatible mix of uses on the same site or between properties that can use the same parking facilities at different times of day."

page 12 column 2

Excellent: "Centers vary in size, location, mix of uses, scale, urban form, and intensity."



Also: "...this strategy will encourage the evolution [of corridors] into mixed use, pedestrian-oriented and transit friendly environments. "

page 12, column 3

Excellent: "Target and coordinate investment in the built environment and green infrastructure, in and around centers and corridors that are most able to absorb housing and employment growth."

page 13 column 3

Excellent: "Coordinated and targeted infrastructure investments catalyze new growth, provide an acceptable return on investment, and equitably improve safety and quality of life. "

page 13 column 3

Excellent: "Availability of infrastructure such as water and sewer, sidewalks, schools and parks, roads, public transit and other services influences whether growth occurs."

page 14, column 1

Excellent: "Phasing allows for flexibility in where and when public service upgrades will occur."

Also: "Coordination of infrastructure projects allows the Municipality to set in motion 'place making' as an economic strategy."

page 14 column 3

"~~Coordinating~~ Phasing land use and transportation actions is especially important in places where a majority of new housing and employment will go."

To repeat: **Anchorage 2020 goals and outcomes should drive transportation priorities, not simple vehicle mobility or level of service. To be successful, this plan must address how fundamental transportation investments are in implementing both Anchorage 2020 and the Land Use Plan itself.**

Emphasis on "accessibility" rather than mobility is helpful. Connectivity is another standard that should be used here.

page 15 column 1

Excellent: Transit and trails are critical to growth, while improving quality of life, and managing road congestion and parking demand.

page 15 column 1

...safely support mixed-use densities. **At the same time, a number of roadways serve as major barriers dividing downtown neighborhoods and midtown shopping areas. They need to be redesigned to reduce vehicle speeds and allow safe pedestrian crossings for people who live there now, and those to come as homes and jobs are added along the corridor.**

page 15 column 3

Correct: "There are concerns about neighborhood character being harmed through the construction of different or larger-scale projects."

page 15 column 3

Correct: "The form and scale that new developments take - more than its density - is increasingly a primary concern."

page 15 column 3

Excellent: "The scale or physical appearance of buildings, noise, glare, shadowing effects of taller buildings, parking and other characteristics can impact neighboring properties."

page 16 column 1

Excellent: "Tools like neighborhood plans and improved development codes will need to can guide new development in ways that help it keep in character and scale with existing homes. **Improving tools that allow neighborhoods to accept new types of housing opportunities without losing their essential character can reduce conflicts between neighbors and developers.**"

**This whole section, of course discusses essential infill standards that need to be protected from weakening or deletion.**

page 25

Excellent: Shared Design Principles.

"'Complete Streets' that accommodate transit, bicycles and pedestrians."

Thank you for the dedication that has gone into preparing this draft. The Anchorage Citizens Coalition looks forward to working with the Municipality and its neighborhoods to refine this plan as it moves towards adoption.

Sincerely,

Cheryl Richardson

**MUNICIPALITY OF ANCHORAGE**  
**WATERSHED & NATURAL RESOURCES ADVISORY COMMISSION**  
**RESOLUTION NO. 2016-02**

**A RESOLUTION TO THE PLANNING AND ZONING COMMISSION  
RECOMMENDING APPROVAL OF THE PUBLIC HEARING DRAFT 2040 LAND USE  
PLAN.**

(WNRC Case No. 2016-03)

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WHEREAS, a typical Comprehensive Plan incorporates a Land Use Plan Map; and

WHEREAS, *Anchorage 2020* called on Neighborhood and District Plans to address and implement the land use elements for the Anchorage Bowl collectively; and

WHEREAS, over the ensuing years it became necessary for the Municipality to produce a comprehensive Land Use Plan Map that integrates neighborhood and district plans on a Bowl-wide basis that also incorporates and reflects current development trends, updated demographics and projections, and results of focused planning efforts related to, for instance, housing and industrial land needs; and

WHEREAS, the Municipal Planning Department produced a Community Hearing Draft *Anchorage Bowl Land Use Map* for public comment in February 2016, which included several elements of interest to and relevant for the Watershed and Natural Resources Commission, including recommendations for Natural Open Spaces, Parks, and a new concept labeled Greenway Supported Development, which ties creek and drainage area restoration with linear redevelopment projects and trail systems; and

WHEREAS, it is the responsibility of the Watershed and Natural Resources Commission to advise the Municipal Assembly, Planning and Zoning Commission and other Municipal entities; and

WHEREAS, the natural open spaces and watershed features in the areas designated on the *2040 Land Use Plan* with the “Greenway-Supported Development” overlay feature are extremely important to the health and welfare of the community; and

WHEREAS, the Watershed and Natural Resources Commission provided some preliminary, informal comments to staff at one of its spring 2016 regular meetings, which were considered by staff in the *2040 Land Use Plan* Public Hearing Draft, which has been reviewed by the Commission; and

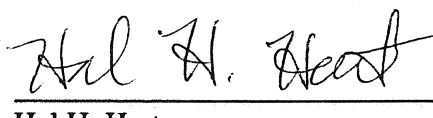
WHEREAS, the Land Use Plan Map, the new designations, and the associated Action Items collectively fairly represent the unique and important natural features and functions in the Anchorage Bowl that will be protected or enhanced by actions in this Plan.

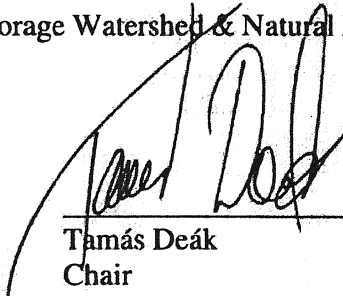
NOW, THEREFORE, BE IT RESOLVED that the Watershed & Natural Resources Advisory Commission recommends that:

- A. The Planning and Zoning Commission approve the *2040 Land Use Plan Public Hearing Draft*, dated September 2016, including its depiction of Greenway-Supported Development areas and corridors, with the following consideration for text additions in the Section 3-Actions Table:

The Section 3 – Actions Table needs implementation language under the *Centers and Corridors* Action Item that directs the Municipality to undertake background research, pursue fund sources, and initiate projects for the priority Greenway-Supported Development designations. This should be initiated with an Action Item directive to undertake historical identification of the channel function and locations and a feasibility evaluation to see whether and how a restoration action could happen here and what fund sources might cover it.

PASSED AND APPROVED by the Anchorage Watershed & Natural Resources Advisory Commission on this 12th day of October, 2016.

 10/13/16  
\_\_\_\_\_  
Hal H. Hart  
Secretary

 10/12/16  
\_\_\_\_\_  
Tamás Deák  
Chair

WNRC Case No. 2016-03



October 17, 2016

Tom Davis  
Municipality of Anchorage  
Planning Department  
4700 Elmore Road  
Anchorage, AK 99507

Re: Land Use Plan Map

Dear Mr. Davis:

On behalf of Cook Inlet Housing Authority (CIHA), we appreciate the Municipality of Anchorage's work updating the Land Use Plan Map.

As both the Regional Housing Authority and the Tribally Designated Housing Entity for Cook Inlet Region, Inc. we have a 40 year record of infill and redevelopment projects in Anchorage's older neighborhoods such as Mountain View, Muldoon and most recently in Spenard. Our projects include both residential and mixed-use developments that we develop, own and operate long term through a variety of partnerships. CIHA's housing and commercial investments in these re-emerging neighborhoods are intended to catalyze additional investment and help the Municipality implement the Comprehensive Plan. They also serve as examples of medium and high density designs.

CIHA's owns 19 parcels at the intersection of Spenard Road and 36<sup>th</sup> Avenue which are zoned both B3 and R2M. We have spent years acquiring and assembling parcels with a history of undesirable uses, crime, contamination, and blight. This year we broke ground on 3600 Spenard, a 3-storey mixed-use building with 33 units of housing and retail on the site of the former PJ's strip club. On the southeast corner of the intersection, we are in the process of remediating a contaminated gas station, and have assembled a variety of parcels with substandard housing; many of these lots lack public water, and roads are strip paved within 30 feet of right away. Simply put, these lots are representative of the significant challenges when it comes to redeveloping our older neighborhoods.

The purpose of this letter is to ask that you re-examine the land use designations in the area of 36<sup>th</sup> and Spenard. We respectfully ask that you strongly consider the following designations:

1. Change the Compact Mixed Residential Low along 36<sup>th</sup> and Wilshire between Spenard and Arctic to Compact Residential Medium. CIHA has acquired 10 lots between Dorbrandt and the commercial properties to the west. Much of this area, due to poor soils and lack of water infrastructure (lots south of Wilshire are on wells), is infeasible at duplex or even townhouse style development. Furthermore, given the large redevelopment focus areas at both Spenard and Arctic and the presence of many older single family homes in need of significant improvements, it is both appropriate and needed to consider R-3 style development. This would also be consistent with the land use designation immediately to the south, accessed from Chugach Way.
2. Change the Compact Mixed Residential Low along the south side of the Chugach Way corridor between Spenard and Arctic to Compact Residential Medium. Chugach Way is designated as some form of greenbelt; much of this stretch should be redeveloped at higher intensities, preserving the lower intensity neighborhoods character once you move into the neighborhood to the south. In particular, a large lot along Fish Creek south of Chugach Way lacks water infrastructure. It will never be developed as an R-2M lot. The most appropriate use of this lot is a higher intensity residential or mixed use building towards Chugach Way, with the “back” portion of the lot reserved for stormwater purposes and or private or public green space, or even a restored Fish Creek.
3. Allow the Urban Residential High between Spenard and Minnesota (currently zoned B-3) to continue to develop as a mix of housing and commercial. Much of this area, due to zoning, is already commercial. Furthermore, streets are strip paved and lack pedestrian amenities; it seems rather than hoping for a larger scale residential use, embracing its mix of uses and scale (mostly medium), and even considering light manufacturing such as the Maker Space and other warehouses in the area, is appropriate for this part of Spenard. Appropriate scale food and beverage manufacturing should also be considered. We do suggest that the land in this area be able to minimally go to 4 stories; current B-3 zoning height is too restrictive, and the LUPM designation for higher intensity supports this premise.

We recommend changes in #1, #2, and #3 be contemplated via area-wide rezonings. Given the number of different land owners, coordination is essential if the city would like to see this area change. Rezoning in #3 should expand the height and uses allowed.

The above recommendations represent CIHA's extensive experience in redevelopment in Anchorage, years of planning in this particular areas of Spenard, and are reflective of numerous conversations with MOA staff at the permit center. It is clear that MOA requirements for roads and streets, circulation, design requirements, and infrastructure means that low scale development is simply not feasible.

October 17, 2016  
MOA / Tom Davis  
Page 3

In an effort to implement the goals of the Comprehensive Plan for needed infill housing and redevelopment in Spenard and Midtown, we strongly urge you to make the above three changes to the Land Use Plan Map.

Regards,



Jeff Budd  
Executive Vice President Real Estate

October 31, 2016

Tyler Robinson, Chair  
Planning and Zoning Commission

RE: Change of South Park Mobil Home Park Designation

Mr. Robinson:

This letter is in response to the most recent Public Hearing Draft (September 2016) of the Anchorage 2040 Land Use Plan and Land Use Plan Map (LUPM).

My company, Greenland LLC, owns South Park Mobil Home Park located near the corner of Benson Blvd. and Arctic Blvd. The current LUPM has proposed a “residential” land designation with a “Residential Mixed-use Development” overlay district for our land that is directly on Arctic Blvd. and Benson Blvd. **We request that the land designation be changed to a “commercial” designation that is either “City Center” or “Commercial Corridor”.**

A commercial designation is more **consistent** with the surrounding land and the LUPM commercial criteria narrative that is found in the LUMPM booklet released with the map.

Following is a more in-depth explanation of our request.

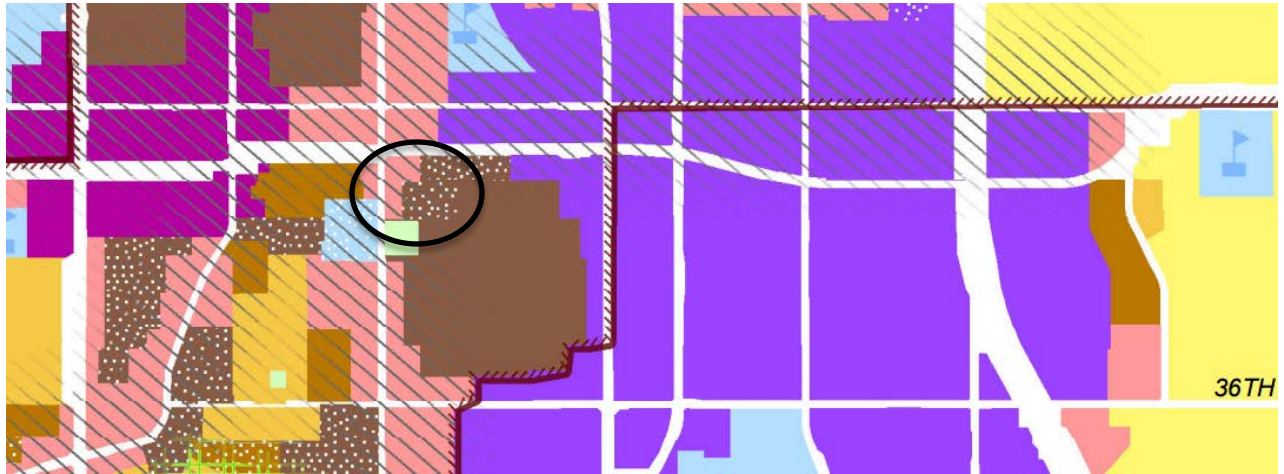


South Park Mobil Home Park



## Explanation of Request

Below is a section of the LUPM that shows the land owned by Greenland LLC. The LUPM proposes that the Greenland land located on Arctic Blvd. and Benson Blvd. be a “residential” use (see map below).



As you can see from the map, this makes little sense. All of the land in the general vicinity of our land has a proposed land designation that is “commercial”. There is no land on Arctic Blvd. or Northern Lights Blvd. or Benson Blvd. that is a “residential” designation except for our land.

Furthermore, if you look at the narrative for City Center (pg. 33) and Commercial Corridor (pg. 34), you will see that the location criteria for these two commercial designations match our properties.

Below is an explanation of the two designations:

### City Center Location Criteria:

- Must be in midtown;
- Areas optimal for concentrations of regional commercial;
- Areas within unobstructed walking distance of high density residential;
- Contiguous core areas of commercial Midtown

Our site meets all of the above criteria for City Center. You can see on the map that City Center designations are all around our site.

### Commercial Corridor Location Criteria:

- Commercial corridors with stand-alone stores or multi-tenant strip malls;
- Intersections of arterials or collectors, convenient for customers, employees;

Our site meets all of the above criteria for Commercial Corridor. You can clearly see on the map that we are located on two very busy auto corridors.

Due to the fact that our property is located on two very busy auto corridors, there is a tattoo parlor next door, and a recent electric substation was constructed next to our property, our land that is located right on Benson and Arctic Boulevards is not conducive to a “residential” land designation. It will never be economically feasible to construct residential right on Benson and Arctic Boulevards.

Below is an example of what we envision for the site. You can see that we have proposed office buildings on Benson and Arctic Boulevards, and then the interior two acres has residential dwellings.



## **Conclusion**

We sincerely appreciate your time and efforts. We are confident as you investigate this matter more that you will see the a "commercial" land use designation is the most appropriate land use designation on the Land Use Plan Map for our properties.

Just to be clear, we are only asking that our one block that is directly on Arctic Boulevard (which is currently already one half commercial) and our one block that is directly on Benson Boulevard be changed to a "commercial" designation. We are fine with our interior block remaining a "residential" designation.

I you have any questions, please let me know.

Sincerely,

A handwritten signature in black ink, appearing to read "Shaun T. Debenham", with a horizontal line underneath.

---

Shaun Debenham  
Owner  
Greenland LLC (Owner)  
South Park Mobil Home Park

## Land Use Plan Map

---

**From:** Wong, Carol C.  
**Sent:** Wednesday, November 2, 2016 8:09 AM  
**To:** Land Use Plan Map; Davis, Tom G.  
**Subject:** FW: Anchorage 2040 Land Use Plan Comments  
**Attachments:** 20161101175147595.pdf

[Forwarding comments on the 2040 LUP.](#)

[Carol](#)

---

**From:** Ritter, Michelle [mailto:MRitter@dowl.com]  
**Sent:** Tuesday, November 1, 2016 6:09 PM  
**To:** Tyler Robinson <TRobinson@cookinlethousing.org>  
**Cc:** Hart, Hal H <HartHH@ci.anchorage.ak.us>; Wong, Carol C. <WongCC@ci.anchorage.ak.us>; Potter, Timothy <tpotter@dowl.com>  
**Subject:** Anchorage 2040 Land Use Plan Comments

Hi All,

Please find attached written comments on the Draft Anchorage 2040 Land Use Plan Map. This letter represents a comprehensive list of comments that have been provided previously at various public meetings and provides specific commentary as requested by the Planning and Zoning Commission. We greatly appreciate your consideration and are happy to discuss in more detail or answer questions you might have.

Best,  
Michelle

**Michelle J. Ritter, AICP**  
Land Use Planning Manager



(907) 562-2000 ■ (800) 865-9847 (fax)  
4041 B Street  
Anchorage, Alaska 99503

Consider the [environment](#) before printing.





November 1, 2016  
W.O. 1132.62126.02

Mr. Tyler Robinson, Chairperson  
Planning and Zoning Commission  
Municipality of Anchorage  
632 West 6<sup>th</sup> Avenue  
Anchorage, Alaska 99501

Subject: Comments on "Anchorage 2040 Land Use Plan"

Dear Commissioners:

As requested, the following are my written comments on the proposed "Anchorage 2040 Land Use Plan" (2040 Plan).

Specific Parcel Land Use Designations

1. The 100<sup>th</sup> Avenue/C Street corridor redesignation to "Commercial" is appropriate. The Target/Cabela's area, including the outlots, were all included in a "Commercial Tract Fragment Lot Subdivision", and have been developed as a retail/commercial center. King Street is the clear boundary line between commercial and industrial use in this area. The northeast quadrant of this intersection has also been designated commercial, except for a small parcel at the corner of 100<sup>th</sup> Avenue and King Street. It is my recommendation that this corner also be identified as commercial. This would be more in keeping with the action the Assembly took to modify the exempted boundary and sunset date of the "Interim Existing Allowed Use Area" (21.04.050, C., 2.a. and b.). The construction of the 100<sup>th</sup> Avenue section, which will create a direct connection of all residential areas west of Minnesota Drive to the Old Seward Highway also supports the creation of a commercial/employment district in this key crossroads location.

I would strongly recommend an areawide rezone approach to implement this change.

2. The undeveloped land north of Dowling Road and between Petersburg Street and Lake Otis Parkway is split zoned Light Industrial (I-1) District on the west, adjacent to Petersburg Street, and General Business (B-3) District for the eastern 2/3 to 3/4 of the parcel. Petersburg Street is a primary access to a residential development just north of the undeveloped area. It seems more compatible to the neighborhood to designate the entirety of the undeveloped parcel from Petersburg Street to Lake Otis Parkway as "Commercial". This action should accommodate a more cohesive development on this property.
3. The northwest corner of Tudor Road and Piper Street was redesignated office – low intensity in the recently adopted University Medical (UMED) District Plan. This designation allows either office, medical office, or high density residential.

We are concerned, after reading the 2040 Plan and looking at the white stippling in the legend, that the Municipal Planning Staff is pressing a designation for this parcel that, in their statements, at the Planning and Zoning Commission public hearing, would require a development to include some amount of residential. The Assembly, in their recent approval of the UMED District Plan, saw the need to ensure that the "medical" part of the UMED District needed a reasonable ability to grow to meet the health related needs of this community and the

State of Alaska.

We recommend that the designation within the adopted UMED District Plan be retained and that a residential component not be required on this critical parcel. The current 30% - 40% financial gap, associated with new multifamily residential development could kill a needed medical related office/service development.

4. The Northway Mall area and the portion of Northway Business Park located south of Penland Parkway to Debarr Road and west of Northway Business Park Boulevard should be designated Town Center and be rezoned as an areawide rezone to the B-3 zoning district. This will make this area more competitive, given the more restrictive nature of the new codes Industrial districts.
5. South side of 3<sup>rd</sup> Avenue, between Gambell Street and Ingra Street, abutting 3<sup>rd</sup> Avenue, is a one lot deep area that is currently zoned Residential-Office (R-O) District. Most of the old single-family homes in this location have fallen into disrepair, as it is no longer a single-family home neighborhood. This narrow stretch of lots, backing up to an alley, also used by the abutting B-3 zoned development, has been in transition for quite awhile. The depth and size of lots in this R-O zoned area limit, almost any practical use. Additionally, given the continued lack of a definitive road/highway route and no idea what will happen on the old Native Hospital site, it seems prudent to accommodate a land use designation that would allow rezoning these lots to the B-3 zoning District.

Implementation should be by an areawide rezone performed by the Municipality with agreement from the property owners.

#### Additional Comments

- A. The Plan identifies Reinvestment Focus Areas (RFA's). This is a positive approach to a more proactive implementation program. The RFA's, should however, be vetted through some kind of development feasibility screening process to confirm, that in fact, the basic infrastructure to support this focused development exists. The RFA's should be an identifier for now, with a defined vetting and implementation program to be funded and completed within a specific timeframe, such as one or two years.
- B. Strong consideration should be given to moving forward to initiate a Municipal Storm Drain Utility. The Utility could play a major role in shaping our future community and fulfilling many of the Plan's Goals.
- C. One of my most significant concerns and formal comments has to do with actually implementing the Land Use Plan. If we proceed with a status-quo process of letting each property process a rezone application and go through the process, as we now know it, we as a community will not have really, "moved the ball", towards implementation. The process is expensive in dollars, expensive in time, and expensive in brain damage. To meet many of the stated goals of the Plan, more density and development will be necessary, however, to piecemeal this process, individual lot, by individual lot, most owners will be frustrated by the system and either fail or not even try. Implementation will be very slow.

A more straight forward approach, with the Municipality carrying a larger portion of the responsibility to promulgate implementation of the "publicly" reviewed and adopted plan.

Mr. Tyler Robinson, Chairperson  
Planning and Zoning Commission  
Municipality of Anchorage  
November 1, 2016  
Page 3

In closing, we appreciate the significant role the Planning and Zoning Commission plays and would offer our assistance by participating as members of any working "action" committee that the Commission feels we could add to in a positive way.

We appreciate the opportunity to comment, and look forward to continue planning for the future of Anchorage.

Sincerely,  
DOWL

A handwritten signature in blue ink, appearing to read "Timothy C. Potter for". The signature is fluid and cursive, with the word "for" written in a smaller, simpler script at the end.

Timothy C. Potter  
Planning Director

20161101.D62126.Robinson.TCP.mkr

## Land Use Plan Map

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**From:** Elaine Phillipps <ephillipps@hfhanchorage.org>  
**Sent:** Tuesday, November 1, 2016 4:14 PM  
**To:** Land Use Plan Map  
**Subject:** Anchorage 2040 Land Use Plan Comment

Habitat for Humanity is eager to work in partnership with the Municipality of Anchorage in its efforts to develop and maintain structures that not only reduce the number of homeless individuals in our community, but also strategically develop new residential units to meet the anticipated population growth through 2040. Habitat directly impacts both populations by building new units and selling those units directly to low-income families, freeing up valuable rental space; thereby, relieving pressure on our current housing gridlock situation.

Habitat for Humanity beneficiaries are Anchorage residents who earn between 30% and 60% of local median income. Anchorages' most economically-vulnerable families earn equity and achieve financial independence through homeownership. Habitat reinvests any proceeds acquired from a subsequent sale of its homes, should a homeowner resell, into future affordable housing. Habitat also retains the right of first refusal to purchase back the property, provides low interest first mortgage as well as a final forgivable mortgage that dissolves the longer the family stays in and maintains the home.

Habitat has multiple strategic housing initiatives planned for the future and requests the continued partnership of the municipality to further our collective goal in providing affordable housing and addressing the homeless situation. Habitat is able to build 4-8 new units per year; however, the lack of affordable land and high cost of infrastructure in Anchorage is a significant hindrance. Please consider Habitat for Humanity in all future discussions during your 2040 Land Use planning.

Warm Regards,  
*Elaine Phillipps*  
Executive Director



1057 W. Fireweed Lane, Ste 103  
Anchorage, AK 99503-1760  
907.272.0800 General  
907.868.3672 Direct  
907.272.1508 Fax





October 21, 2016

Subject: Anchorage 2040 Land Use Master Plan and Map continuing concerns

Municipality of Anchorage Planning Department  
Attn: Mr. Hal Hart  
P.O. Box 196650  
Anchorage, AK 99519-6650

Mr. Hal Hart,

This letter is in reference to our meetings, comments and discussions regarding the Anchorage 2040 Land Use Plan and Map. The update is a significant and necessary effort, and I applaud the Planning Department for getting this started. The University of Alaska Anchorage expressed its concerns with the "Greenway- Supported Development" Overlay as it applies to certain university lands. I expected from these conversations that the overlay would be removed from university lands; however, the most recent draft of the Anchorage 2040 Land Use Plan Map continues to include the overlay on portions of university land. The application of this overlay to University of Alaska land is rushed, fails to consider the comments and concerns expressed by the University through the process, conflicts with the UMed District Plan, is an arbitrary and capricious exercise of zoning powers, and amounts to a taking of University property. The application of this overlay to the university land depicted in the map substantially deprives the university of its ability to develop its land in the best interest of the university.

As we previously discussed, the UAA Facilities Department is stymied. The Anchorage 2040 Land Use Plan and Map puts undefined restrictions on undeveloped university land by designating them as "Greenway-Supported Development." This overlay is not consistent with the recently approved UMed District Plan; the overlay is not consistently applied to other Public Land Institutional (PLI) owners in the UMed district or the Municipality as a whole; and, the overlay is not consistent with Goal 10 of supporting the anchor institutions and facilities development. UAA has hosted and participated in meetings and workshops, and submitted comments throughout the process. UAA has not received an explanation for the deliberate proposed zoning action that effectively "takes" university land. Nor have we received any acknowledgement of the university's concerns. For the foregoing reasons, this proposed zoning action is arbitrary and capricious.

By designating the University's undeveloped acreage as "Greenway-Supported Development," the Municipality is at the least restricting the University's flexibility to meet its mission in the future and provides leverage for the community to contest any future development on university lands. The university already has to develop its land in accordance with wetlands regulations, Title 21 of the Municipal Code, the UMed District Plan guidelines, our own Master Plan and now potentially with additional restrictive language included in the Anchorage 2040 Land Use Plan under "Greenway - Supported Development. "

The overlay designation may be premised in part on a false assumption by the Municipality that the university land affected by the overlay is park land. However, under AS 14.40.291, university land is not public domain land. Rather, it is land meant to achieve the university's fiduciary and trust purposes of higher education. The proposed "Greenway-Supported Development" designation directly interferes with the University's ability to continue to meet its fiduciary and trust responsibilities.

The university respectfully requests that the Planning Department remove the "Greenway Supported Development" overlay from University undeveloped property in the UMed district.

I look forward to our upcoming meeting on Wed Oct 26, 2016 from 11 to 12 at UAA's University Lake Building Room 110A with the Planning Department to discuss this matter further.

I can be reached 907-786-1110 or [cmturletes@alaska.edu](mailto:cmturletes@alaska.edu).

Respectfully,

A handwritten signature in black ink, appearing to read 'Chris Turletes', with a stylized, overlapping loop structure.

Chris Turletes  
Associate Vice Chancellor for Facilities  
[cmturletes@alaska.edu](mailto:cmturletes@alaska.edu)  
office: (907) 786-1110; cell: (907) 244-8063

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# **Community Councils**

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## Land Use Plan Map

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**From:** Allen Kemplen <nordicity@gmail.com>  
**Sent:** Saturday, October 15, 2016 10:20 AM  
**To:** Land Use Plan Map; Hart, Hal H  
**Cc:** Fairview's Finest; SJ Klein; Bunnell Kristine; Davis, Tom G.; Mayor Berkowitz; Flynn, Patrick P.; !MAS Assembly Members; info@communitycouncils.org; Coffman, Amy J.; saselkegg@alaska.edu  
**Subject:** Fairview Community Council LUPM Comments  
**Attachments:** FairviewCouncil\_LUPM\_Comments\_10-14-16.pdf; Final Council Comments LUPM ver2.1.pdf

Hello,

Attached are the official comments from the Fairview Community Council on the latest public draft (September 2015) of the Anchorage Land Use Plan and Map.

Please insure these are presented to the Planning and Zoning Commission as they consider public comments.

Thank you.

Allen Kemplen



**Fairview Community Council**  
***"Where People Make the Difference!"***

*Fairview Community Council*

Harry W. Need  
President

Allen Kemplen  
Vice President

Dr. Sharon Chamard  
Treasurer

Daniel Duque  
Secretary

S J. Klein

Heidi Heinrich

Hugh Brown, III

Hal Hart, Director  
Planning Division  
Department of Economic and Community Development  
4700 Elmore Road  
Anchorage, AK 99507

Re: Anchorage 2040 Land Use Plan

October 13, 2016

Dear Mr. Hart;

The Fairview Community Council is submitting official comments on the revised September Land Use Plan and Map (LUPM) presented to public September 26<sup>th</sup>, 2016. The Council wishes to express its appreciation for past Planning Division efforts to incorporate our concerns.

However, we note there are still some significant oversights, omissions, and inconsistencies relative to the Fairview Neighborhood Plan and our common vision for a prosperous community and a vibrant urban core. It is our hope that the Municipality will seriously consider the points, concerns and requests outlined in the attached comments.

Thank you for the opportunity to comment on this important policy document.

Sincerely,

Allen Kemplen, Vice President  
Fairview Community Council

C.c. Mayor Berkowitz; Assemblyman Patrick Flynn; Amy Coffman, Special Assistant to Community Councils; Tom Davis, Senior Planner; Kristine Bunnell, Senior Planner; Sheila Selkregg, South Addition Community Council; Mark Butler, Federation of Community Councils

# Anchorage 2040 Land Use Plan

## September 2016 Public Review Draft

### Fairview Community Council - Comments

1. Page 7, Housing Space Needs: This section states Anchorage has an identified need for 21,000 housing units to meet the needs of the 2040 market. The narrative could be improved with terms clearly delineating between “residential units”, “households” and “housing units”. Typically, it is technically more appropriate to convert future population into households by estimating average number of people per household and dividing. This estimated number of households is then converted into future number of dwelling units by adding a vacancy factor as it is rare for housing within a community to be one hundred percent occupied.
2. Assuming the numbers given are for the actual number of dwelling units (including vacancy factor) expected to be needed in the year 2040 the following table shows there is a projected shortfall of approximately

Type of Land	Potential Number of Units	Housing Demand Reduction from 21,000
Residential	9,700	11,300
Commercial	700	10,600
Re-Development	2500	8,100
Housing Gap Expected		8,100

8,100 units. The 2012 Housing Analysis concluded that in the year 2030 there would be a deficit of 8,852 units. Assuming some of the units were constructed between 2010 and 2015 thus reducing the number somewhat, there still appears to be a discrepancy between the two projections.

- a. The narrative states this shortfall will be met by the land use changes recommended in the LUPM. However, there does not appear to be adequate documentation of this statement. This appears to be an important point warranting further examination by the Municipality.
- b. For example, the Municipality has access to GIS data that could readily show the lots in the proposed Reinvestment Areas, what currently exists and what potential number of dwelling units could be built given current Title 21 restrictions and what increase could be expected if proposed changes in the regulatory framework were implemented as suggested by the LUPM Action Table.
- c. The 2012 Analysis breaks the housing market down into segments showing a forecasted deficit of 2,389 single-family units, 2,183 two-family/duplex units, 687 townhomes and 3,594 multi-family/other units. The Analysis leaves it to the LUPM to disaggregate these units



throughout the Anchorage Bowl. However, the LUPM does not appear to provide this level of disaggregation, either for the projected number of units constructed given the base assumptions (vacant land, commercial conversion, redevelopment) or for the “deficit” units needed to meet projected demand.

- d. The implication of this information gap is that the Fairview Community Council is left wondering how the proposed land use changes will impact the neighborhood. It would be very helpful if Planning could provide an estimate of how many dwelling units by category are expected, both in the base line low-growth scenario but also in the high-growth Reinvestment Area scenario.
  - e. The Fairview Neighborhood Plan establishes our collective intent to preserve, as much as possible, the remaining owner-occupied low to medium density in East and South Fairview. *We request that the Action Table include a new item to say: “Continue working with the Fairview Community Council on implementation of the Fairview Neighborhood Plan, particularly relating to housing density, overlay zone and form-based code.”*
3. **There is a concern the proposed LUPM may not adequately address the housing needs of the Anchorage Bowl in 2040.** If this is the case, then the Municipality may need to start looking at other land use solutions that acknowledge the realities of Anchorage’s housing market. It may be time for a serious discussion of what constitutes “highest and best use” for certain transportation facilities.
  4. Page 9, Community Expansion – Other Options: This discussion omits an option that is within the control of the Municipality – Relocation of Merrill Field Municipal Airport. Merrill Field was originally located on the Park Strip but community growth caused it to be re-located to its present location. As Anchorage has grown, it is perhaps time to seriously evaluate the benefits of relocating this transportation facility from what has become a densely developed part of the Anchorage Bowl to a more remote site on the periphery of the Municipality (perhaps expansion of the Campbell airstrip). The Airport Master Planning process is the appropriate functional approach to determining the optimal alternative location.
  5. Merrill Field Airport is a locally owned facility composed of 436 acres. Setting aside approximately 15% of the site for streets, parks and greenways leaves about 371 acres for some appropriate housing-oriented development. If the site were re-developed at 15 dwelling units per acre, the site could support 5,565 new residential homes. If the site re-developed at 22 dwelling units per acre, the projected 2040 housing gap would be closed. **It is requested the Action Table include: “Conduct a cost-benefit analysis for relocation of Merrill Field Airport and subsequently reuse of the land to meet the housing needs of the Anchorage Bowl.”**

6. The “Housing Space Needs” section also states the Anchorage Bowl needs to see a net gain of 840 units per year. However, the Housing Analysis in Appendix B says the Bowl has historically experienced an annual rate of approximately 350 dwelling units per year. In order to meet projected future demand the Municipality would have to more than double the annual rate of housing construction and sustain this rate for over 20 years.
7. Such an aggressive rate of residential construction is not beyond the capacity of the market but there would need to be substantial changes in financing and development incentives.
8. While there is a discussion of total housing demand in the year 2040, there appears to be little discussion of housing demand by type or income range. A baseline approach could take the existing percentage distribution of housing units by type and apply this same percentage to the year 2040. For example:
  - a. How many units of market-rate housing units are needed to meet forecasted demand?
  - b. How many units of workforce or affordable housing are expected?
9. An ongoing concern expressed by the business community is the lack of workforce housing, especially in the Midtown area and in the urban core. The labor rates for hotel and retail employees in these areas means they are in need of options for home ownership at an “affordable” level. There is some discussion of moving forward with allowing “small-lot” development as an option. For this type of housing to be successful in Fairview, the Municipality must acknowledge the need, as stated in the 2012 Housing Analysis, to establish a “Main Street” in the area. It is requested the Action Table include: “Support efforts by the Fairview neighborhood to develop a Main Street.”
10. It is recommended the LUPM not rely so strongly on the simple mechanism of density to allocate housing units. Density without clarity creates uncertainty. Such uncertainty generates resistance from existing neighborhoods due to the lack of a more robust strategy for matching housing demand by type with geographical allocation. This is particularly important as it relates to the issue of “affordable” housing.
11. It is a normal pattern in growing urban areas that are physically constrained by topography to see land rents rise to the point where low to moderate income residents are priced out of the detached single-family market. This housing type is often supplanted by denser row or townhomes, condominiums and other similar options.
12. At some point, home ownership becomes unaffordable at a certain price point and the number of households choosing to rent increases. This is a normal occurrence and market-rate rental units tend to occupy a significant percentage of the housing stock where land rents are relatively high. As long as average household income levels rise to match the increasing land rents, the market stays in balance.

13. However, when average household incomes start to lag behind, the issue of affordable housing becomes an issue. In the past, this rental gap has been met with the use of federal and state subsidies. These subsidies are limited and in order to stretch them as far as possible, there is often a tendency to concentrate subsidized housing in areas of town where the land rents are cheapest and to develop to the highest density permitted to keep per unit costs at minimum levels. This has led to an over-concentration of subsidized high-density housing in certain parts of town, particularly older neighborhoods such as Fairview. Often to the detriment of the affected neighborhoods.
  - a. It must be noted that the United States Supreme Court, in the 2015 case titled “Texas Department of Housing and Community Affairs vs. The Inclusive Communities Project, Inc.”, found that the concentration of subsidized housing into low income neighborhoods is discriminatory and is a violation of the Fair Housing Act because of disparate impacts created by policy.
14. Thus, use by the LUPM of assigning high densities to neighborhoods struggling to maintain a sense of community without clarifying intent language on the housing type has the potential to push certain neighborhoods over the edge of civic viability. Such an occurrence would not be in the best interests of the Municipality as it would start to incur additional public safety costs and experience lower tax revenues as properties in the affected area lose their investment appeal and begin to slide toward marginality.
15. According to Table 1, page 239 of the 2012-2017 HUD Final Consolidated Plan produced by the Municipality, of the top ten Census Tracts with Median Household Income below 80% Area Median Income (AMI) three of them are in the Fairview Community Council area. It is obvious that the data clearly shows that Fairview has more than its fair share of subsidized “affordable housing”.
16. Housing is a critical cog in the economic engine of vibrant downtown areas. No housing or too much subsidized housing equates to too few people with enough disposable income to support dynamic downtowns/neighborhood shopping areas, particularly on weekends and in the evening. You need people with disposable income to support retail. **It is requested the Action Table include: “Establish policy protocols for equitable distribution of subsidized “affordable housing” to ensure a geographical balance with “workforce housing” and “market-rate housing.”**
17. The LUPM does discuss ancillary dwelling units as an alternative option for addressing the need for affordable housing. However, one cannot readily ascertain how many such units are expected to be in place by the year 2040. It is recommended the LUPM set specific quantitative goals for how many ancillary dwelling units are expected to be in place as part of a strategy to ensure “affordable housing” is distributed equitably throughout the Anchorage Bowl.

18. The Land Use Plan should include a discussion of:
  - a. Location Efficient Mortgages whereby mortgage entities allow for a higher loan to value ratio because the unit is located where the homeowner can use mobility alternatives other than an automobile. Because transportation costs can consume up to 19 percent of household income, developing an urban form whereby the automobile is not a mandatory need can allow the market to provide more affordable housing, particularly for low to moderate income residents. **It is requested that the Action Table include: “Explore how to maximize the use of Location-Efficient Mortgages in transit corridors and reinvestment areas.”**
  - b. The Municipality should be more proactive in spurring the Alaska Housing Finance Corporation (AHFC) to implement the recent law change that allows them to develop a new mixed-use development program. Since the law was passed, the AHFC has made very little progress. This funding mechanism is critical to the success of the recommendations in the LUPM for mixed-use development. **It is requested that the Action Table include: “Work with AHFC on a prototype mixed-use development financing program.”**
  - c. An urban form supporting higher densities in strategic locations such as Primary Transit Corridors, Reinvestment Focus Areas, etc. needs a different regulatory framework. This new regulatory approach would shift from the current burdensome prescriptive Euclidean zoning approach to a more flexible design and results oriented Form Based Code (FBC) approach. **It is requested the Action Table include: “Evaluate the development of form-based codes for primary transit corridors and reinvestment focus areas.”**
  - d. Implementation of the FBC would not necessitate wholesale re-working of Title 21. The FBC could instead be implemented using the “overlay zoning” identified in the LUPM. Overlay Zones for the strategically targeted sub-areas within the Anchorage Bowl would allow for well-designed denser development to merge unobtrusively through thoughtful use of transition spaces and techniques. It is recommended the Municipality work with the Fairview Community Council to develop the first FBC overlay zone.
19. There appears to be a reluctance to discuss the role of the automobile within the 2040 Anchorage Bowl. If the intent is to create higher densities within the Anchorage Bowl, then it would be prudent to shift from the current auto-centric regulatory and design framework to one more oriented around people.
20. A more evenly balanced approach to transportation in the Land Use Plan Map would include a discussion of:
  - a. Reduction and/or elimination of Minimum Off-Street Parking Requirements within the strategically targeted areas. If the labor force is located within walking/biking/transit distance of where they live, work and play then there is little practical need to require

mandatory set asides for vehicle storage. This would reduce site development costs and allow a developer to construct more affordable market-rate housing.

- b. The Municipality could manage the transition to such a new non-auto centric design approach by identifying land within the targeted areas for publically-owned structured parking facilities. The cost of which could be financed through revenue bonds retired by implementing a Payment in lieu of parking fee for development.
- c. The amount of land devoted to the movement and storage of automobiles within the Anchorage Bowl is significant. However, there appears to be no quantitative assessment and as a result the reader is led to conclude the automobile is sacrosanct. If the Municipality is truly serious about supporting a denser, people-oriented urban form that is vibrant and full of life then the amount of land dedicated to the automobile needs to be reduced and re-assigned to other uses.
- d. A people-oriented urban form does not need every arterial to be dedicated to the automobile. If the strategic objective is to convert 15<sup>th</sup> and DeBarr to a Primary Transit Corridor, then it must have a non-autocentric design. Such a *Complete Streets* design is already evident in the East Fairview section between Ingra Street and Orca Street.
- e. However, the Complete Streets design approach can only be implemented when the owner of the right-of-way is explicitly supportive of a more balanced approach to mobility. One cannot help but notice that most arterials in the Anchorage Bowl are owned by the DOT&PF and are designed almost exclusively for the movement of vehicles.
- f. It is noted for the record that the first successful major application of Complete Streets design on an arterial occurred when the Municipality assumed responsibility for the facility. Attempts to implement similar designs on arterials owned by the DOT&PF (i.e. I and L Street) have met with great resistance.
- g. The Municipality states it seeks to support higher density, people-oriented Live, Work and Play spaces at strategic locations within the Anchorage Bowl. Such a strategy requires the arterial roads within these reinvestment areas to be designed so that people are treated as equals to the automobile. This cannot occur as long as the arterials are owned and maintained by the DOT&PF. It is recommended the Municipality exercise more aggressive leadership on this important issue and assume ownership of the key transportation assets within the targeted reinvestment areas. **It is requested the Action Table include: "Develop a prioritization schedule for considering Municipal ownership of select arterials within the Anchorage Bowl to support implementation of Complete Streets Policy and Transit Corridors."**

21. The LUPM soft-pedals the land use issues associated with connecting the Glenn Highway and the New Seward Highway. The Fairview Community Council is on record requesting the Municipality to take a more assertive leadership role in resolving the land use uncertainties associated with this major piece of infrastructure. *As long as the land use issues are uncertain, there is a dark cloud hovering over the future of Fairview.*
22. The proposed alignment shown in the Metropolitan Transportation Plan makes it difficult for property owners and businesses in the impacted area to obtain long-term financing for re-development initiatives. This negatively impacts the greater community as increased tax revenues are foregone due to the lack of investment. Urban cores throughout the Lower 48 are experiencing new investment as the market responds to the larger societal shift of Mills and retiring Baby Boomers migrate back to city centers. Anchorage is missing out on the opportunities created by such change because of its inability to promote a positive land use vision for the entire urban core area.
23. Strategy 8: Special Study Areas/Small Area Plan on page 56 identifies the Fairview Gambell Street Corridor as an example of where a Special Study is needed. However, the Actions Map dated September 24, 2016 does not show one proposed. This omission needs to be corrected.
  - a. A key reason denser development is difficult to finance in the Anchorage area is identified on page 34 of the McDowell Group Housing Analysis. *“Anchorage lacks neighborhoods with a traditional “main street” architectural form where higher density development typically develops.”*
  - b. The Fairview Neighborhood Plan explicitly recognizes this omission in the urban fabric of Anchorage and recommends the restoration of Gambell Street to Fairview’s Main Street as a solution.
  - c. Taking the necessary land use and policy actions to move regional traffic below ground and restore Gambell and Ingra Street to two-way traffic is a required supplemental public policy initiative for the LUPM in order to support the higher market-rate residential and mixed-use densities recommended for the Fairview neighborhood.
  - d. Ignoring this important action will very likely lead to the market being non-responsive to the LUPM in the eastern core area.
  - e. As such, it is critical for the Actions Map to add a Special Study Area for the Gambell Main Street Corridor and for a new Section to be added to the LUPM narrative.
  - f. **A new # 6-6 should be added to Table 4: Actions Checklist to say “Advance a Special Study Area project for the Gambell Street corridor to support Fairview revitalization efforts.”**

24. The Council supports Goal 8 and its recommendation to add parks and greenbelt connections to offset neighborhood deficiencies and to support higher density development (page 16). However, while the LUPM has identified West Fairview and the Gambell Street Corridor for extensive new residential and mixed-use densities there is no corresponding acknowledgement of the need to provide additional parks and greenbelt connections to accommodate the increased number of residents. Fairview is already underserved per capita in terms of parks and green space and the LUPM approach will worsen this situation unless this omission is reconciled. This can be achieved by:
- a. *Inserting a new Section into the overall document so that it more closely aligns with the vision outlined in the Fairview Neighborhood Plan.*
  - b. The new Section should include narrative discussing the importance of the Highway to Highway connection, both to revitalization of the Fairview neighborhood, growth of the downtown urban core and mobility for the Anchorage Bowl and the Region.
  - c. The new Section should provide conceptual graphics illustrating how current traffic will be moved below grade and then covered over. The covers themselves will have mixed-used development with an appropriate amount of green space and park area.
  - d. The new Section should also provide conceptual graphics illustrating a new greenway connection between Chester Creek and Ship Creek along the rebuilt corridor. Such a new greenway connection would complete a green beltway around the urban center and it represents a critical infrastructure investment to support the sense of place characteristics and green amenities so highly desired by market rate housing occupants.
  - e. **The LUPM narrative should add a new GSD-Linear Feature bullet on page 47 to say “New greenway corridor connecting Chester Creek to Ship Creek through Fairview as part of any future Glenn Highway to New Seward Highway improvement.”**
  - f. **A new # 8-10 should be added to Table 4: Actions Checklist to say – “Evaluate the potential of an Urban Core Area Non-motorized Beltway by connecting Ship Creek and Chester Creek Greenbelts with a greenway through Fairview.”**
25. The Council wishes to note for the record that the 2012 Housing Analysis conducted by McDowell documents that existing higher density land has not historically been built out to what is allowed by zoning due to the lack of supporting amenities. The lack of such critical urban livability infrastructure for the eastern side of the urban core increases the

probability that market rate development will not occur, land values will lag behind other parts of town and there will be continued pressure for non-profit social service agencies to take advantage of below-market land values to continue their placement of facilities serving the destitute, mentally-ill and other socially challenged members of the greater community.

- a. Should such a scenario be realized without mitigating actions, the eastern edge of the urban core will not take advantage of revitalization forces occurring in other similarly sized cities in the Lower 48. Instead the trend for the eastern edge will be to become what could be characterized as the “slums” of Anchorage.

26. **The Council is opposed to the recommendation converting the land east of Orca Street and south of 15<sup>th</sup> from Residential to other land uses.**

The existing housing units help to anchor the sense of neighborhood for this section of Fairview and need to be retained.

- a. Retention aligns with proposed LUP 10.1 “Expand and encourage partnerships with Anchorage’s anchor institutions and facilities to promote and coordinate growth and development with surrounding neighborhoods.”

27. **The Council supports the addition of a new Greenway connection between Sitka Park and Chester Creek following the existing or re-routed north fork of Chester Creek.** Such a connection would create a new circular sub-area route for bicyclists and pedestrians and provide for an improved greenway link between the Complete Streets design of 15<sup>th</sup> Avenue (Orca to Ingra) and Chester Creek.

28. The LUPM does not adequately address the need for buffering of residential land uses from industrial land uses. This is particularly evident on Orca Street as Merrill Field developed its industrial hangers. The lack of buffering creates a visually jarring environment, is not conducive establishing livable, pedestrian-friendly streetscapes and lowers the property values of residential properties. The presence of chain-link fences topped by barbed-wire in front of a long blank industrial building wall is not consistent with the goals and policies of the Anchorage Bowl Comp Plan, the Fairview Neighborhood Plan or the LUPM. **It is requested the Action Table include: “Ensure the Merrill Field Airport Master Plan includes language requiring buffering its industrial properties from adjacent residential properties.”**

29. **The Council supports the retention of Sitka Park at its current location and is adamantly opposed to any efforts at replacing it with commercial development.**



30. The Council is disappointed in the September draft not addressing the opportunities presented by recommending moving forward with supportive land use policies associated with Innovation Districts. Knowledge based industry and intellectual commerce are anticipated to become more and more a key component of economically prosperous communities. We encourage Municipal Planning staff to reconsider this omission in the narrative of the LUPM, Actions Map and Implementation Strategies.
- a. **It is requested the following language be inserted on page 8 before the section titled “Space for Industrially Traded Sectors.”**
    - i. **“It is acknowledged the industrial needs of a 21<sup>st</sup> Century may not be similar to past industrial needs. The growing vitality of “MakerSpaces” is an example of new industries emerging from advances in 3D manufacturing and the stronger integration of creative customized product design with advanced computer technologies and industrial processes. The 2040 LUPM supports the possibility of Innovation Districts within those parts of the Anchorage Bowl already possessing or proposing to create key supportive land use elements.”**
  - b. **It is requested #9-9 of Table 4: Actions Checklist includes the language – “Support further exploration of Innovation Districts particularly in the industrial area of north Fairview.”**



# Rabbit Creek Community Council

1057 W. Fireweed Ln, #100, Anchorage, AK 99503



October 14, 2016

Planning & Zoning Commission, MOA  
PO Box 196650  
Anchorage, AK 99519

RE: # 2016-0127 Land Use Plan 2040—Request for Delay & Comments on PH Draft September, 2016

Dear Commissioners:

The Council discussed the LUP for nearly one hour at our October 13<sup>th</sup> meeting. About 30 people were in attendance. While some comments are submitted here, the members voted to request a delay in closing the public hearing due to the complexity of the Plan, the lack of time to thoroughly discuss this September draft and the numerous mistakes we found in our initial reading of this document and especially the maps.

Prior to our October meeting, the LUP Committee spent over 30 hours preparing discussion points and examining the available documents. Please note that all of the LUP maps were not available either on-line nor on a CD that we obtained from the Planning Department. Thus, our request for delay isn't for lack of trying to read/discuss this draft.

**1. LUP Map Growth and Change by 2040:**

A. Change the color of the HLB lands in upper Potter Valley to 'little growth' while retaining the dot pattern that indicates future re-zone. The HDP and PVLUA indicate this land as limited intensity (0 to 1 DUA). These HLB parcels are at high elevation, sloped, dependent on onsite services, and there is surrounding low density zoning.

B. Change the base color of the former Legacy Pointe and GCI lands west of Goldenview Drive as "little growth", while retaining the dot pattern that indicates future re-zone for these PLI parcels. Some of this land will likely be rezoned for residential; some may be conservation because of wetlands and tributaries. The GCI land may be zoned 1-3 DUA but if so, that is inappropriate for the terrain, wetlands, and 25% slopes.

C. Remove grid pattern on HLB land just north of hairpin curve on Potter Valley Rd. This is HLB #2-135 with SL from the PVLUA. It is not residential. A portion of it will fulfill a potential transportation realignment, with the rest remaining as open space.

**2. LUP Map BL-3, Buildable Land Supply**

This map has serious mistakes on it.

A. The map does not conform to the Hillside District Plan Map 5.8. Change the service perimeter (for both water and sewer) to conform to the HDP, with revisions to reflect the recent perimeter adjustment that excludes Potter Highlands, and an additional revision to exclude Villages Scenic Parkway, which is already subdivided with onsite services on large lots. There will be no public utilities in upper Potter Valley.

B. The former Legacy Pointe parcel is shown in a color that indicates 'environmentally unconstrained.' This is a mistake as the parcel contains many wetlands. Only the far eastern portion is non-wetlands. Revise.

C. The hatched parcel northwest of the former Legacy Pointe is shown both as parkland and residential. This can't be both. It is HLB's parcel #2-127, which according to the PVLUA is for parks/open space. Revise.

D. In the vicinity of Northfield Dr, Plat 87-14, notes that Tracts A and B are for open space reserve. Tract A is erroneously listed as buildable. Revise this and all other pertinent maps.

3. **LUP Map LU-2**

A. Explain legend “ UCIOA or MCH lot.”

B. The legend shows the color blue as “Public Institutional Use.” There are hundreds of parcels colored blue across SE Anchorage and this is an error. Revise.

4. **LUP Map for 2040 & Gross Density Map**

In a prior draft, the LUP maps contained a footnote that the Council had requested in early comments based on the February draft. It referred viewers to the HDP Zoning map to determine varying densities represented by the single color of “Low Density.” This footnote is not on the current draft, nor on other relevant maps in the LUP, such as the Gross Density and Zoning Map. Because maps hold disproportionate power over text, revise to reflect this earlier footnote on all pertinent LUP maps.

5. **LUP Map Zoning**

A. Storck Park’s color appears to be a ‘watershed’ given the green color on the legend. It is a dedicated park. Revise.

B. See comment 4 above requesting footnote directing viewers to the HDP.

C. The Rabbit Cr Greenbelt is a gray-green color which doesn’t appear on the legend. It is a dedicated park, as are other parklands along the creek. Correct all park colors to reflect their status.

D. The GCI land south of the former Legacy Pointe and along then north side of Potter Creek is colored as if it were multifamily zoning. The wetland, steep slopes and lack of transportation facilities are not amenable for this type of zoning. Revise.

E. South Pointe along Potter Valley Road is colored as if it is R-3. It is platted low-density. Revise.

6. **LUP Map Area Specific Plans**

The HDP is not the only adopted plan that provides specificity to SE Anchorage. Include in the legend the Potter Valley Land Use Analysis Study. It was adopted in 1999 and recently provided valuable criteria for a re-plat with details the HDP lacked.

7. **LUP Map Parks and Open Space**

A. Include the deficiencies in greenbelt corridors which are advocated in the Comprehensive Plan and the Anchorage Bowl Parks and Open Space Plan.

B. There is a colored ‘arch’ across Potter Cr; it is not a road connection. Revise.

C. Correct the issues noted in this letter under Bullet 2, LUP Map BL-3

8. **LUP Map Community Natural Assets**

A. It is unclear why only a select number of trailheads are depicted. There are numerous missing trailheads for municipal parks. Add trailheads.

B. The classified wetlands on this map don’t match the MOA classified wetlands in the HDP. Revise accordingly and review the HDP’s wetlands area for the Storck Park area southward for accuracy.

C. Watershed is conspicuously missing from this map. Watershed recharge areas and wetland detention areas (see built=green infrastructure map 2.11 of HDP) should be added to the Hillside portion of this map. Since Potter Marsh is a highly valued community asset, tributaries of Potter Marsh should be mapped.

- D. There are conflicting red lines for the Rabbit Creek Greenbelt (Old RC Park) with another red line interior to the outer one (along Our Own Lane). What does the interior line mean? Review and revise.

**9. LUP Map LU-1 Existing Housing Stock Inventory**

It isn't clear that the legend refers to overall number of units—not units per acre. Clarify legend.

**10. LUP Map CC-6 Hazard Mitigation and Resiliency**

This map is not in the map gallery on the web. This map should include coastal areas subject to rising sea levels, such as Ship Creek.

**11. LUP Text, Anchorage's Growth Strategy, Goal 1, Page 11**

LUP1.4 changes the authority for rezoning by making the LUP the overriding authority and states it supersedes 2020's Policy 4. Rezoning must be consistent with Neighborhood/District Plans and this change gives greater authority to the LUP. The LUPM is at a greater scale than Neighborhood/District Plans and thus is subject to conflicts. The LUP is meant to implement 2020 and cannot supersede its policies. Reword so that the area-specific plans are the first authority for re-zoning decisions. 2020, Policy 4 states that the "Rezoning Map shall ultimately be amended to be consistent with the adopted Neighborhood and District Plan Maps."

**12. LUP Text, Land Use Designations, Page 26**

Large Lot Residential, Density: "Where delineated in the HDP, this designation also includes subdivisions with half-acre or larger sized lots with flexibility for slightly smaller size lot, at densities up to three units per gross acre."

This is confusing because we do not know of anywhere that the HDP would allow for 3 DUA in zoning on ½-acre or larger lots—unless the Hillside Conservation Subdivision method is being referred to here. Delete 2<sup>nd</sup> half of sentence which would allow 3 DUA densities. If designated at ½-acre, maintain that minimum.

**13. LUP Text, Strategy 10: Systematic Monitoring and Amendment of this Plan, Page 57**

If the Comp Plan and 2040 LUP are considered to be living documents that will be updated, then insert via public process in this paragraph.

**14. LUP Text, Action 5-3, Develop an updatable asset inventory . . . designated for growth, Page 63**

In the proposed asset inventory of Anchorage's infrastructure, include green infrastructure; riparian corridors; wetlands and other natural hydrology features that provide water recharge and water filtration; important natural habitat connections. Without this data prominently shown on maps, there will be more unilateral actions like the moose fence that DOTPF erected along Minnesota Blvd.

**15. LUP Text, Action 7-5: Adopt a Hillside Conservation Subdivision Ordinance, Page 64**

Agree: Adopt a Hillside Conservation Subdivision ordinance. Add: "following the criteria in the HDP."

**16. LUP Text, Action 8-8: Determine which municipal parks are not . . . full dedication status"**

The phrase "potential nomination to full dedicated [park] status" indicates that all parks may not be dedicated. Remove the word "potential" and state that undedicated parks will be dedicated. Park land is too difficult to get or replace. There should also be a 'no net loss of parkland' in the LUP.

Sincerely,

Adam Lees, Chair

## Land Use Plan Map

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**From:** Jeffrey Manfull <akjeff@gmail.com>  
**Sent:** Monday, October 31, 2016 4:07 PM  
**To:** Davis, Tom G.; Cecil, Jonathan P.; Land Use Plan Map; !MAS Assembly Members  
**Cc:** Bonnie Harris; Mara Carnahan; Hans Thompson; John Thurber  
**Subject:** South Addition Resolution regarding the 2040 Land Use Plan Draft  
**Attachments:** Anchorage 2040 LUPM resolution.pdf

Please find attached a resolution passed at the 10/20/16 South Addition Community Council meeting regarding the 2040 LUP Draft.

Respectively yours.  
Jeffrey Manfull  
VP and acting President,  
South Addition Community Council

**October 20, 2016**

**South Addition Community Council Resolution Requesting Changes to Proposed  
Anchorage 2040 Land Use Plan Draft**

SACC's comments were initially submitted on October 17, 2016 by SACC Land Use Committee on behalf of the Council; they are resubmitted as a Resolution without changes. The comments were adopted by the SACC at its first membership meeting after the LUP 2040 Public Hearing Draft released for public review on September 26, 2016

**RESOLUTION:**

The public has not been given adequate time to respond to the LUP 2040 Public Hearing Draft. It was released for public review on September 26 with public comments due by October 17. Important maps and appendices have not been available for public review as long as the narrative, and staff's issue-response summary is still not publicly available. Neither the Planning and Zoning Commission nor the Assembly should take action on the LUP 2040 until adequate time is provided for Community Councils and the public to comment.

**SACC's Priority Comments:**

1. **SACC opposes the addition in the 2040 LUP that would allow increased density in areas within up to a half mile from designated City Centers.** This provision's half-mile designation applies to virtually all of South Addition and contradicts or confuses many of the zoning designations. **SACC requests that this provision be omitted.**

This provision is in the Character section, sixth bullet (p 28): "To provide greater housing opportunities, areas up to a half mile from designated City Centers may allow increased density. This is subject to compatibility standards for scale, design, lot coverage, setbacks, and alley driveway access." This provision is unnecessary and potentially confusing. The land use plan clearly addresses the goals of increased density in these areas. The map of "Areas of Growth and Change by 2040" (p. 19) clearly illustrates areas of growth. Neighborhood and area specific plans clearly outline how growth and increased density should play out in particular areas. To have a blanket-statement like this, that impacts almost all of South Addition, is unnecessary as the aspects of increased housing density have already been addressed. A blanket-statement like this bullet does not recognize the unique aspects of the neighborhoods it would cover in South Addition. It gives the impression that somehow the careful planning of the LUP and the neighborhood plans may be disregarded within a half mile of designated city centers. This should be removed so it does not lead to confusion or conflict between the city, developers and residents.

At the very least, this bullet should be amended to clearly state that neighborhood plans are the guiding force for the specifics of new and re-development, and that any diversion from the neighborhood plan should only take place after a rigorous public hearing process. This is in full compliance with Action 7-4 (p64), which states “Adopt a Traditional Neighborhood Design zoning district or overlay zone for urban neighborhoods, which reflects adopted plans.”

2. **South Addition Community Council (SACC) opposes the proposal to allow ,by right, four story buildings in R2M zoned areas near designated city centers.** For the first time in the 15 year long process of developing this plan the municipality has suddenly proposed increased height to four stories in R2M and R-3 districts, well above the long-existing dimensional maximum height of 35 ft. **SACC requests that this provision be omitted.**

SACC has repeatedly objected to the proposed four stories in R3 zones. This section is objected to as well.

Compact Mixed Residential – Medium “Character” section, fourth bullet (p 29): “Areas within a quarter mile walking distance of Town Centers and City Centers may allow up to a fourth story .” In addition, Action 4-4 in the Actions Checklist (p 62) proposes to amend Title 21 “to allow compact housing on R-2M or R-3 zoned lots near designated Centers”, which “May include increased height or allowed units per lot... .”

The LUP addresses height for zoning districts and this blanket-statement should not circumvent the careful planning of the LUP and neighborhood plan. This fourth-story provision would violate the Title 21 zoning that has been worked on for years by many parties to guide appropriate development in these areas. It also suggests there is a way to “go around” this careful planning. It is particularly distressing to South Addition residents as much of the neighborhood would be impacted. If a fourth story is desired in these areas, the appropriate public process of re-zone or variance must be observed.

### **Additional Comments**

1. LUP Goal 7. Infill development that is compatible with the valued characteristics of surrounding properties and neighborhood is a very important part of the plan. (p15). The LUP should clearly state that new Development and zoning be driven by the vision expressed in each neighborhood plan.

SACC is pleased to see that plan addresses infill as a critical component of successful growth. A Plan that increases density in a way that highlights the valued characteristics

of the neighborhood improves the quality of life and makes for a more acceptable integration of new development. This is particularly important in South Addition because of its history as one of Anchorage's earliest neighborhoods. South Addition is proud of this heritage and dedicated to preserving the unique historic character while it grows. Much of the original land use development – paved sidewalks, ample setbacks supporting landscaping and gardens, alley access for vehicles, mature trees, home scales that allow sunlight to adjacent properties – combine to make South Addition a desirable place to live and recreate. Residents from other parts of town come to South Addition to walk because of the inviting, safe, pedestrian scale of our neighborhood. Bootlegger's Cove, with its higher residential density, offers safe sidewalks and small, meandering streets that naturally slow traffic. Residents are committed to protecting the qualities that make the South Addition neighborhood a desirable place to live.

2. South Addition has little vacant land. It is imperative that new development in South Addition look to the South Addition neighborhood plan to guide them. The South Addition community is in the process of completing their neighborhood plan, and it is the express desire of the SACC that no new large developments or dramatic changes occur to zoning/land use within South Addition until the neighborhood plan is finalized. It is expected to be completed in 2017.
3. South Addition provides some housing for the downtown employment center, but that housing must be compatible with the existing character of SA. Downtown core housing opportunities should not be displaced to South Addition. Thriving downtowns are sustained and strengthened by a vibrant residential housing presence in their core. There is a great need to locate residential housing in Anchorage's downtown core, and the LUP and the city should work to ensure that residential units are constructed there. The area east and southeast of the downtown core is also ripe for redevelopment. It has stable seismic reports, fabulous views, available land, and a Fairview neighborhood plan committed to higher density residential revitalization.
4. Walkability is one of the most valued aspects of South Addition. Many residents walk or bike daily for recreation or as a primary mode of transportation to and from work. It is equally important to note that most residents own vehicles. It is necessary to ensure that there are appropriate parking requirements for all new residential construction. The recent employer and employee Housing survey conducted by Live, Work, Play showed that 79% of respondents wanted a garage as part of their housing.
5. SACC supports the Shared Design Principles delineated in the plan (p24/25). Thoughtful design is crucial to successful growth. Particular importance should be paid to design for northern climates, access to sunlight, walkability during winter, snow storage, year-round sidewalk maintenance, etc.

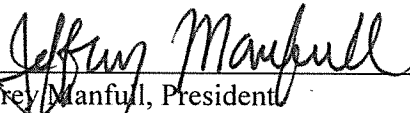


6. South Addition offers many greenbelts and parks. The Delaney Park Strip, Westchester Lagoon, the Tony Knowles Coastal and Chester creek trails are treasured by residents city-wide. SACC supports the LUP's Goal 8 - to maintain, improve and strategically expand parks, greenbelts and trail corridors. (p16).
7. Immediate measures are needed to protect year round sunlight on the Delaney Park Strip. As density increases along the Park Strip, the city needs to ensure that there are height limits on the south side of the Park Strip to prevent shading of this treasured community resource. Developments of even 30 feet cast a shadow on the Park Strip for at least 6 months of the year.
8. SACC supports community-minded efforts to reduce barriers to appropriate infill development and redevelopment. (p11). It is imperative that any new or re-developments are guided by the area and neighborhood plans. Neighborhood plans are painstakingly crafted by residents and stakeholders to foster new, thoughtful development that will integrate with the neighborhood to produce thriving communities. Flexibility with developers and deviation from the LUP or neighborhood plans should require public involvement.
9. SACC approves the LUP's goal to encourage corridors to evolve into mixed use, pedestrian-oriented and transit friendly environments. (p12). South Addition has several major corridors moving autos, commercial trucks, pedestrians and bikes to and from downtown. Traffic speed is a major concern for South Addition residents. Residents would like to see measures to slow this traffic through the neighborhood, to improve safety for pedestrians and bikers, and make these corridors safer all users. Traffic calming strategies such as narrower roads, trees adjacent to the street, etc., should be incorporated into all future road projects, maintenance and development.
10. We are pleased to see that transit is listed among transportation services, and want to see strong language, making transit a full partner in supporting desired infill and redevelopment with its pedestrian friendly streets. Transit is needed to remove even a small percent of drive alone auto trips from arterials now filled with high speed traffic that dominate parts of the neighborhood and make it unsafe to cross the street to get to a bus stop. Targeted transit service to and from employment centers will generate more demand for safe, walkable corridors and will help transform high speed arterials into streets that are desirable for both high quality housing and commercial uses.
11. Small scale, compact housing development would be consistent with South Addition's character. (p13). Encouraging compact housing, cottages, etc., would invite an increase

in density with multiple homes on one lot, without a dramatic change in the character of the existing neighborhood.

12. SACC supports the LUP's commitment to improving access to transit and trails as a critical component of successful growth. (p15). More frequent, predictable public transit and safe, enjoyable passages for bike and pedestrians will allow for reduced road congestion as South Addition residents walk, bike, and ride buses when possible. This nicely supports the valued characteristic of "walkability" in South Addition.
13. The Anchorage Downtown Comprehensive Plan adopted in 2007 directed that a viewshed plan be adopted within 1-2 years (p 99 and Action item UD-1, p136, Anchorage Downtown Comprehensive Plan), but that never happened. The 2040 LUP should include a viewshed plan, and take steps to protect the viewshed for downtown buildings. Building heights in South Addition will greatly impact downtown viewsheds.

PASSED AND APPROVED by the South Addition Community Council this 20<sup>th</sup> day of October, 2016 by a vote of 18 in favor; 0 opposed; and 12 abstentions.

  
\_\_\_\_\_  
Jeffrey Manfull, President  
South Addition Community Council

TURNAGAIN COMMUNITY COUNCIL COMMENTS ON THE  
**2040 ANCHORAGE BOWL LAND USE PLAN — PUBLIC HEARING DRAFT**  
TO THE PLANNING & ZONING COMMISSION — October 17, 2016

TCC submitted extensive comments on the Community Review Draft of the Anchorage Land Use Plan and Map, which are attached to this letter. Please refer to these comments on the below items as well as other components of the Draft Plan. Also attached is AO 2000-151 (S-2) regarding Turnagain Bog, and our 2005 comment letter on the initial attempt by the Planning Dept. to update the 1982 Anchorage Bowl Land Use Plan, as these contain addition information to provide rationale for TCC's long-held positions on Municipal and Airport parcel land uses in our council area.

**HIGH-DENSITY GREENWAY SUPPORTED-DEVELOPMENT ALONG FISH CREEK**

- **TCC SUPPORTS THE CONCEPT BUT OPPOSES THE PLAN NARRATIVE**

TCC's support of the Greenway-Supported Development is contingent on some *substantial* changes to the Plan language, in order to address concerns we have identified. These are outlined on page 3 in our September 9, 2016, comment letter.

**POINT WORONZOF PARK, AWWU-OWNED 'PARCEL 6', PORTION OF HLB LAND WEST OF AIRPORT**

- **TCC OPPOSES THE DESIGNATION & PLAN NARRATIVE OF POINT WORONZOF PARK AS "AIRPORT EXPANSION ALTERNATIVE"**

The Planning Dept. changed the Community Review Draft designation of Point Woronzof Park from "Public Facility/Natural Area" to "Airport Expansion Alternative" in the Public Hearing Draft. However, the document intent is still the same. TCC's rationale for opposing the designation and plan narrative is outlined on page 3-4 in our September 9, 2016, comment letter.

- **TCC OPPOSES THE DESIGNATION & PLAN NARRATIVE OF AWWU-OWNED 'PARCEL 6' AS "AIRPORT EXPANSION ALTERNATIVE"**

The Planning Dept. changed the Community Review Draft designation of AWWU-owned Parcel 6 from "Public Facility/Natural Area" to "Airport Expansion Alternative" in the Public Hearing Draft. However, the document intent is still the same. TCC's rationale for opposing the designation and plan narrative is outlined on page 4 in our September 9, 2016, comment letter.

- **TCC OPPOSES THE DESIGNATION & PLAN NARRATIVE OF A PORTION OF HLB LAND WEST OF THE AIRPORT AS "AIRPORT EXPANSION ALTERNATIVE"**

The Planning Dept. changed the Community Review Draft designation of a portion of HLB land from "Public Facility/Natural Area" to "Airport Expansion Alternative" in the Public Hearing Draft. However, the document intent is still the same. TCC's rationale for opposing the designation and plan narrative is outlined on page 5 in our September 9, 2016, comment letter.

**TURNAGAIN BOG**

- **TCC OPPOSES THE DESIGNATION & PLAN NARRATIVE OF A PORTION OF TURNAGAIN BOG AS "AIRPORT, RAILROAD OR PORT FACILITY" AND A PORTION OF TURNAGAIN BOG AS "AIRPORT, RAILROAD OR PORT FACILITY WITH GREENWAY SUPPORTED DEVELOPMENT"**

The Planning Dept. changed the Community Review Draft designation of a portion of Turnagain Bog from "Public Facility/Natural Area" to "Airport Expansion Alternative" in the Public Hearing Draft. However, the document intent is still the same. The Public Hearing Draft has also changed a portion of Turnagain Bog to "Greenway Supported Development." No development should take place in these Class A, high-value wetlands directly adjacent to the Turnagain residential area — TCC has long opposed the development of a trail in this area. TCC's rationale for opposing the designation and plan narrative is outlined on page 5-7 in our September 9, 2016, comment letter.

**ANCHORAGE COASTAL WILDLIFE REFUGE**

- **TCC REQUESTS MORE ACCURATE IDENTIFICATION FOR THE ANCHORAGE COASTAL WILDLIFE REFUGE ON THE MAP**

There should be additional identification for the ACWR near Point Woronzof, as this is the northern boundary of the refuge. TCC's rationale is outlined on page 7 in our September 9, 2016, comment letter.



# TURNAGAIN COMMUNITY COUNCIL

c/o Federation of Community Councils  
1057 West Fireweed Lane, Suite 100  
Anchorage, Alaska 99503

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Sent via email

September 9, 2016

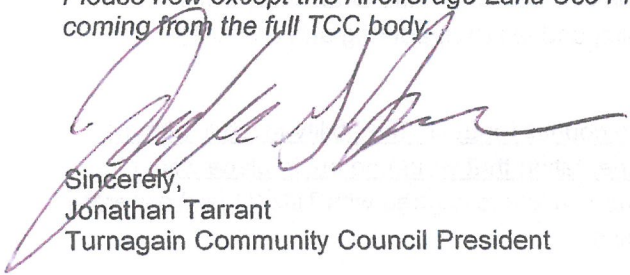
Municipality of Anchorage Community Development Department  
Planning Division  
P.O. Box 196650  
Anchorage, AK 99519-6650

RE: TURNAGAIN COMMUNITY COMMENTS ON THE  
ANCHORGE BOWL LAND USE PLAN MAP UPDATE — COMMUNITY DISCUSSION DRAFT

Dear Planning Dept. Staff:

The letter below (with a few minor edits) — which was originally sent by the Turnagain Community Council (TCC) Land Use Plan Map Committee Co-Chairs Anna Brawley and Cathy Gleason in June — was presented for affirmation to the TCC members at our September 8, 2016, meeting; the vote to do so passed, 17 Yes, 0 No.

*Please now except this Anchorage Land Use Plan Map Update — Community Discussion Draft comment letter as coming from the full TCC body.*



Sincerely,  
Jonathan Tarrant  
Turnagain Community Council President

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May 27, 2016

Sent via email

Municipality of Anchorage Community Development Department  
Planning Division  
P.O. Box 196650  
Anchorage, AK 99519-6650

RE: ANCHORGE BOWL LAND USE PLAN MAP UPDATE — COMMUNITY DISCUSSION DRAFT

Dear Planning Dept. Staff:

Thank you for the opportunity to provide input on the Anchorage Bowl Land Use Plan Map (LUPM) Community Discussion Draft. The Turnagain Community Council (TCC) recognizes the importance of weighing in on the development of this community-based plan that will set the direction for positive land use and development in our city for the next 25 years. As you are aware, TCC previously submitted comments on the 2006 update draft (attached to this letter), and our comments on the current draft Map generally support our input and positions on the previous version.

The TCC LUPM Update Committee, which was formed to follow the public involvement process for this planning document, presented initial recommendations at our TCC May 5, 2016, general meeting, which received broad support. A briefing was also presented to the council at our June 2, 2016, meeting. In order to submit comments in a timely manner, TCC is submitting these recommendations now, and they will be presented at our September 1, 2016, general meeting for formal affirmation.

## LUPM Map — Overall Designations within the TCC Boundaries

- **WITH SOME SIGNIFICANT EXCEPTIONS, TCC GENERALLY SUPPORTS the Draft LUPM Map RE: DESIGNATIONS WITHIN THE TURNAGAIN BOUNDARIES**

Located in the northwestern area of Anchorage along the coast, Turnagain is a primarily residential neighborhood, with popular parks/trails/natural open space, and limited commercial areas. TCC supports protection of our established coastal neighborhood by its mainly Residential and Park or Natural Area designations in the LUPM Map. TCC also supports the LUPM Map's proposed density in the Turnagain neighborhood, which reflects existing zoning density, and allows for infill of similar type housing (single family, duplex, and multi-family).

A large portion of land within the TCC boundary to the west contains Ted Stevens Anchorage International Airport (Airport) land as well as natural open space within and outside of Airport property. TCC recognizes the Airport is a vital public facility, serving not only Anchorage, but also the entire state of Alaska. With the exception of important Turnagain areas described below (see pages 3-8), TCC supports the designation of the current boundaries of the Airport as "Airport, Railroad or Port Facility."

## LUPM Map & Plan (page 36) — Turnagain Traditional Neighborhood Design Proposal:

- **TCC SUPPORTS the Draft LUPM Map & Plan RE: A SIGNIFICANT AREA OF SOUTH TURNAGAIN DESIGNATED FOR A 'TRADITIONAL NEIGHBORHOOD DESIGN' OVERLAY**

A significant portion of the Turnagain residential neighborhood south of W. Northern Lights Blvd. is designated for possible implementation of "Traditional Neighborhood Design" in the Draft Map, which would facilitate compact design and allow for and encourage sidewalks, and different parking and driveway standards.

While TCC supports the concept of this design designation, the council requests the ability to work with the Municipality on specific design guidelines and details of implementation that would be put in place within the Turnagain neighborhood. TCC would also like to be assured the concept is aligned with Title 21 and generally acceptable to private developers, to ensure viable implementation.

Because the Traditional Neighborhood Design designated area on the Map covers multiple neighborhoods (including neighborhoods in Turnagain, Spenard, South Addition, Fairview and Downtown), TCC feels there may be a need to split up the boundary of any future overlay districts into smaller areas. Each neighborhood may have slightly different ideas on the look and implementation of the Traditional Neighborhood Design that would best suit and enhance its area.

## LUPM Map & Plan (pages 35-36) — Greenway-Supported Development

- **TCC SUPPORTS the Draft LUPM MAP CONCEPT RE: HIGH-DENSITY GREENWAY SUPPORTED-DEVELOPMENT ALONG FISH CREEK**

The Draft Map shows Greenway-Supported Development along the Fish Creek corridor, starting at Minnesota Dr. and going east, to support better trail connections between western neighborhoods and Midtown. While TCC would want to work with the Planning Dept. to determine the exact location(s) for the western connecting points for trails along Fish Creek, we recommend the Greenway-Supported Corridor be extended west past Minnesota Dr., including possible redevelopment of housing in the neighborhood between Spenard and Tudor Roads, and connect with the existing Fish Creek Trail network. It is difficult and unsafe to travel on bike east from Turnagain and Spenard across Minnesota Dr., and even less safe to travel to Midtown; this corridor would significantly improve safety and quality of bike routes from our part of town.

However, TCC's support of the Greenway-Supported Development is contingent on some substantial changes to the Plan language, in order to address concerns we have identified.



• **TCC OPPOSES the Draft LUPM PLAN DESCRIPTION RE: GREENWAY SUPPORTED DEVELOPMENT ALONG ANCHORAGE CREEKS**

While uncovering or revitalizing existing creeks sections or natural functions as part of this redevelopment concept would be a very positive component of Greenway-Supported Development, TCC has serious concerns that would need to be addressed before implementation of this concept, as currently described in the Draft Plan:

- Title 21 would need to be rewritten, to enlarge the minimum creek setback width — *before any development under this proposal occurs* — to ensure natural greenbelt areas are preserved.
- Development close to creeks could negatively impact water quality and wildlife use and habitat — and set the stage for more potentially dangerous human/wildlife encounters.
- Higher density development along Fish Creek could have negative impacts on Fish Creek/Turnagain neighborhood downstream.
- TCC specifically does not support the Plan image of creek channelization with little or no greenbelt (page 35); nor do we support the Plan language description RE: “Urban greenways may be incorporated into development in various ways: as a newly constructed stream channel threaded between existing building or future buildings, streets, or parking lots...” (page 36) We recognize that this concept has been successfully executed in other places, and can be made an attractive amenity. However, the quality and function of our creeks, and the water bodies they drain into, rely on preserving natural banks, minimizing pollutants seeping into the water system, and preventing barriers to water flow, such as trash or debris building up in the creek channel. The channelized portion of Fish Creek under Spenard Rd. is a ‘good’ example of how this concept creates more problems than benefits in Anchorage. TCC would not want to see more of this type of development along currently underground portions of Fish Creek.
- TCC requests Plan language specifically reference — and the development concept incorporate — scientifically-supported practices for riparian management as an integral component of any Greenway-Supported Development, to ensure appropriate compatibility and environmental protection of Anchorage’s waterways within these higher-density areas.

**LUPM Map & Plan — Public Facility/Natural Area Designation for Point Woronzof Park**

• **TCC OPPOSES the Draft LUPM MAP & PLAN RE: DESCRIPTION OF POINT WORONZOF PARK AS “PUBLIC FACILITY/NATURAL AREA”**

Point Woronzof Park, Municipal dedicated parkland since 1994, is west of the Airport where a beautiful, naturally-wooded section of the Tony Knowles Coastal Trail and a portion of the Anchorage Coastal Wildlife Refuge is located. This area is depicted as “Important Wildlife Habitat” in the Anchorage 2020 Comprehensive Plan, and contains a significant Native archeological site.

TCC opposed the “Major Transportation Overlay” on this park during the development of the West Anchorage District Plan (WADP); TCC reiterates this position with our opposition to Point Woronzof Park designated as “Public Facility/Natural Area” on the Draft Map. Point Woronzof Park should be designated “Park or Natural Area” in the Anchorage Bowl Land Use Plan Map, which would reflect broad community support for this land to remain Municipal dedicated parkland and override the WADP by giving the park its proper designation.

The Draft Plan provides language in numerous locations that justifies this position (page 2, 10, 11) including the language that defines Park or Natural Area (page 26): “The Park or Natural Area designation provides for active and passive outdoor recreation needs, conservation of natural areas and greenbelts, and trail connections. These open spaces are municipally owned...”

Conversely, the Draft Plan provides only vague language in a failed attempt to justify the “Public Facilities/Natural Area” designation for Point Woronzof Park (page 27): “This designation applies to several municipal parcels identified as part of a conceptual, long-term resolution of International Airport area land use conflicts.” TCC opposed any comprehensive land trade with the Airport that would include Airport acquisition



of Point Woronzof Park and fought to keep this concept out of the WADP — our position opposing a comprehensive land trade has not changed.

In its most recent Master Plan Update (finalized December 2014) — intended to project future needs at the facility for the next 20 years — the Airport has not convincingly demonstrated the need for a fourth runway or other aviation/industrial development in this area for the foreseeable future — and the only “land use, ownership and open space conflicts” (page 28) that would exist for Point Woronzof Park is if the Airport is allowed to acquire the park parcel without showing any actual need for it. Airport ownership of Point Woronzof Park could result in fencing off public access, extensive vegetation clearing and other environmental degradations of wildlife habitat, and realignment of the Coastal Trail — without any Municipal authority to override these actions.

As stated in the Draft Plan (page 43), the LUPM can be amended in the future if the Airport ever demonstrates a legitimate need to acquire Point Woronzof Park and develop it for aviation purposes. In the meantime, TCC requests that Point Woronzof Park’s designation in the Land Use Plan Map reflect its 22-year status as “permanent” dedicated parkland and be shown as “Park or Natural Area.”

#### **LUPM Map — Public Facility/Natural Area Designation for ‘Parcel 6’ Municipally-Owned Land Adjacent to the Coastal Trail Between the AWWU Sewage Treatment Plant and the Airport**

- **TCC OPPOSES Draft LUPM MAP RE: DESCRIPTION OF MUNICIPALLY-OWNED COASTAL TRAIL GREENBELT BETWEEN AWWU SEWAGE TREATMENT PLANT AND THE AIRPORT AS “PUBLIC FACILITY/NATURAL AREA”**

A beautiful, narrow natural open space area of Municipal land (identified as ‘Parcel 6’ in the WADP) directly east of the Anchorage Water and Wastewater Utility (AWWU) sewage treatment plant, and directly east of the Coastal Trail, serves as an essential greenbelt buffer and wildlife corridor between the trail and high-impact north/south runway operations on Airport property nearby to the east.

The demarcation of this land on the Draft Map as “Public Facility/Natural Area” — and its indication by color that it lies within the Airport boundary — is *inaccurate and inappropriate*. The Airport does not own this land, nor has it demonstrated any legitimate need to acquire this Municipally-owned land through a conceptual comprehensive land trade scenario proposed during the development of the WADP — a proposal TCC opposed.

There is no basis to show Parcel 6 as anything but “Park or Natural Area” on the Land Use Plan Map. This would appropriately reflect how the community has used this land since the Coastal Trail was built in the 1980s, and it is a critical section of greenbelt/buffer that protects the integrity and user experience of the Coastal Trail through this area. Under other circumstances, locating a trail between two highly incompatible uses (sewage treatment plant to the west and Airport runway to the east) would be highly problematic. But because of careful planning and placement of the trail, and the retention of this important greenbelt area that buffers the trail, it works — and the community has long been the beneficiary.

For many years, TCC has advocated for the transfer of this land to the Parks and Recreation Dept. for parkland dedication. TCC requests ‘Parcel 6’ land be show in light green — to accurately reflect Municipal ownership — and be designated as “Park or Natural Area” in the Land Use Plan Map. This would serve to reflect the long-established, highest and best community use of this land — and would provide the Municipality Parks and Recreation Department with direction to request the transfer of this land to the Parks Dept., for formal dedication of this essential Coastal Trail greenbelt buffer.

#### **LUPM Map — Parks or Natural Area Designation for Municipally-Owned Land West of Airport**

- **TCC SUPPORTS Draft LUPM MAP & PLAN RE: DESCRIPTION OF MUNICIPALLY-OWNED LAND WEST OF AIRPORT AS “PARK OR NATURAL AREA”**



A portion of Municipal land currently managed by the Heritage Land Bank (HLB) along the coastal bluff is shown on the Draft Map as "Park or Natural Area." A section of the Coastal Trail and a portion of the Sisson Loop Trail system — both highly popular recreation trails — are located in this beautiful, natural open space area. It is part of an important wildlife corridor, and identified as "Community Preference for Natural Open Spaces" in the Anchorage 2020 Comprehensive Plan.

For many years, TCC has advocated for the transfer of this Municipal land (as well as other HLB Municipally-owned uplands and tidelands in this area not currently leased or otherwise encumbered) to the Parks and Recreation Dept. and dedication as parkland. This would permanently protect the highest and best long-standing community and environmental use of this area. Designating HLB parcels in this area as "Park or Natural Area" in the LUPM Map will provide direction to the Parks and Recreation Dept. to finally make this happen.

#### LUPM Map — Public Facility/Natural Area Designation for Municipally-Owned Land West of Airport

- **TCC OPPOSES Draft LUPM MAP & PLAN DESCRIPTION OF MUNICIPALLY-OWNED LAND WEST OF AIRPORT AS "PUBLIC FACILITY/NATURAL AREA"**

A portion of Municipal land currently managed by the HLB (directly east of the above discussed area) is shown on the Draft Map as "Public Facility/Natural Open Space." It has long been considered by the public as an essential greenbelt buffer between the Coastal Trail and high impact Airport operations and development to the east, as it is directly adjacent to Airport land that has been cleared of virtually all vegetation. In addition to serving as an important Coastal Trail greenbelt buffer, it's also a popular recreational area, as a portion of the Sisson Loop Trail is located on this land. And the Anchorage 2020 Comprehensive Plan identifies it as "Important Wildlife Habitat."

During the development of the WADP, this HLB area was proposed to be segregated from the connecting HLB land along the coast and included in a proposed comprehensive land trade between the Municipality and the Airport. *However, 1) the dividing line of the HLB parcel on a map was completely arbitrary and not based on any public discussion or input; 2) the Airport has publically stated that this land is of low value to them; and 3) the Airport does not show any proposed development for this Municipal land in their 20-year Master Plan Update.*

This Municipal land may be of low value to the Airport, but it is of high value to the community as an important trail greenbelt buffer and wildlife corridor (see Draft Plan page references under the Point Woronzof Park section of our letter [page 3] for re-enforcement of this position, including page 10, which states, "New parks and greenbelts are added...to function as buffers between incompatible developments." For many years, TCC has advocated for the transfer of this land to the Parks and Recreation Dept. for permanent parkland dedication.

TCC requests this parcel be designated as "Park or Natural Area" in the Land Use Plan Map, which would reflect the highest and best community use of this land — and would provide the Municipality Parks and Recreation Department with direction to transfer this land to its department for parkland dedication status.

#### LUPM Map & Plan — Public Facility/Natural Area Designation for Portion of Turnagain Bog on Airport Land Adjacent to Turnagain Neighborhood

- **TCC OPPOSES Draft LUPM MAP RE: SIZE OF TURNAGAIN BOG AREA DESIGNATED AS "PUBLIC FACILITY/NATURAL AREA"**

The Draft Map depicts a narrow strip of Turnagain Bog on Airport property directly adjacent to the Turnagain neighborhood as "Public Facility/Natural Area." The Draft Map should identify a much larger area of Turnagain Bog for "Public Facility/Natural Area" designation, accurately reflecting the Assembly's action via a portion of Turnagain Bog identified in AO 2001-151 (S-2) (Illustration 2) (attached) and described in the ordinance as, "It is in the public interest that the portions of Turnagain Bog identified as "Lands Not Permitted" in green on



Illustration 2 (including "Scenic Easement") remain as a natural buffer between the ANC and surrounding neighborhoods."

**BACKGROUND:** With the passage of AO 2001-151 (S-2), the Assembly approved Airport use of Municipally-owned areas of Klatt Bog wetlands in south Anchorage, to be used to mitigate Airport-related development in other areas of Turnagain Bog wetlands. The Airport has argued that this ordinance is not binding, as it was conceived as part of a speculative 10-year wetland fill permit application by the Airport that was never approved by the Corps of Engineers. However, 1) nowhere in the ordinance does it stipulate that this agreement was contingent upon approval of the 10-year fill permit application; and 2) over time, the Airport has used Klatt Bog wetland credits approved in the above referenced ordinance to mitigate Airport-related development in Turnagain Bog under individual fill permits.

Following TCC discussions with the Planning Department during the development of the 2006 draft Land Use Plan Map, the draft accurately reflected the boundaries delineated in Illustration 2. And during the development of the WADP, TCC strongly advocated for this Municipal planning document to acknowledge and implement the intent and actual language of this ordinance. As a result, AO 2001-151(S) is included in the WADP (Appendix A-7).

TCC assumes the narrow strip of Turnagain Bog identified as "Public Facility/Natural Area" in the current Draft Map is meant to represent the "Scenic Easement" on the Illustration 2 ordinance map. However: 1) the Draft Map area designated as "Public Facility/Natural Area" hugging the Turnagain residential boundary is much smaller than the Conceptual width of the Scenic Easement on Illustration 2 of the ordinance; and 2) Appendix I of the ordinance, titled "Conceptual Paper" is just that — conceptual — actual size of the "Scenic Easement" has never been agreed to by any of the involved parties, including TCC.

Regardless, the "Scenic Easement" does not represent the entire Turnagain Bog area identified in Illustration 2. As the ordinance language states, this larger wetland/associated uplands serves as an essential buffer between Airport development and high-impact operations and the Turnagain residential area to the east. These wetlands are designated "Class A" wetlands in the Anchorage Wetlands Management Plan, which reflects their high value to the community, including water quality/pollutant filtration, hydrology regulation for waterways and residential development in Turnagain, wildlife habitat, noise buffering and aesthetics.

Based on the above information, data the Planning Dept. used to designate the "Public Facility/Natural Area" boundaries next to the Turnagain neighborhood on the Draft Map is incorrect.

Properly depicting the appropriate size of this important buffer area next to our neighborhood in the Land Use Plan Map — as identified in AO 2001-51 (S-2) Illustration 2 — would also adhere to the 2020 Comprehensive Plan's General Land Use Policy #7 (page 72 in the Comp Plan): "Avoid incompatible uses adjoining one another." It would also support language in the Draft Land Use Plan (page 10): "This strategy also addresses transitions and buffers between different land use designations, such as between major airport facilities or industrial use and residential neighborhoods" and (page 27): "The Public Facility/Natural Area designation addresses undeveloped lands on public facility and institutional campuses, where there is community interest to preserve natural habitat, buffers, greenbelt and trail connections, scenic values, or recreational uses."

The Airport has benefited from the Assembly's decision to provide wetland fill credits to them over the last 15 years — yet, *the community has yet to see tangible action by the Municipality to see that a significant portion of Turnagain Bog "remain as a natural buffer between the ANC and surrounding neighborhoods."* By appropriately depicting all of the Turnagain Bog wetlands/associated uplands shown on the AO 2001-151(S) Illustration 2 map as "Public Facility/Natural Area" in the Land Use Plan Map, *the Municipality would be taking a big step forward in its commitment to provide an essential buffer between Airport development and operations and the Turnagain neighborhood.*

TCC requests that the size of the Turnagain Bog wetlands and associated uplands on Airport property west of the Turnagain neighborhood designated as "Public Facility/Natural Area" be substantially enlarged, to



appropriately reflect the AO 2001-151(S) Illustration 2 Turnagain Bog boundaries deserving of this designation.

#### **LUPM Map — Public Facility/Natural Area Designations for Portions of Airport Land Currently Used for Community Park/Recreation:**

- **TCC SUPPORTS the Draft LUPM Map RE: THOSE AREAS BEING USED BY THE COMMUNITY FOR PARK AND RECREATION PURPOSES WITHIN THE AIRPORT BOUNDARIES DESIGNATED AS PUBLIC FACILITY/NATURAL AREA**

As with the portions of Turnagain Bog on Airport property discussed above, it is appropriate to designate areas long-used by the public for park and recreational purposes, or that serve as essential buffering between the Airport and adjacent residential areas, as "Public Facility/Natural Area" on the Land Use Plan Map. These popular community-use areas include: north areas of Connors Bog and De Long Lake, Little Campbell Lake Park, sections of Coastal Trail/Greenbelt buffering, and Point Woronzof Overlook.

This designation reflects the dual land uses for these natural areas: they are located within the Airport boundaries, but used by the public for park, recreational and land use buffering purposes. And FAA Grant Assurances allow for land within Airport boundaries to be used for community purposes: "The contribution of the airport property enhances public acceptance of the airport in a community in the immediate area of the airport; the property is put to general public use desired by the local community; and the public use does not adversely affect the capacity, security, safety or operations of the airport." (199 Federal Register, page 7721, VII.D.

#### **LUPM Map & Plan — Identification/Acknowledgement of Anchorage Coastal Wildlife Refuge Boundaries and Overlap of Municipal Land Within the ACWR Boundaries:**

**MAP:** The Anchorage Coastal Wildlife Refuge (ACWR) is identified with wording in two areas of the Draft Map — both south of Pt. Campbell — but the Draft Map does not show the actual boundary of the refuge. The Draft Plan language states, "The Plan Area Boundary depicts the extent of the land use planning area of the Plan Map." (page 39) Since numerous parcels of Municipally-owned land falls within the refuge boundary, these areas should be demarcated on the Plan Map.

Because some of the city-owned parcels are located within our council boundaries (Point Woronzof Park tidelands and tidelands located within various HLB parcels), TCC requests that the actual boundaries of the refuge be shown on the Land Use Plan Map, to better visually indicate its location in relationship to the city's upland western coastline and Municipal land that falls within the ACWR boundaries. At the very least, TCC requests adding "Anchorage Coastal Wildlife Refuge" wording in the water on the Land Use Map, between Pt. Campbell and Pt. Woronzof — to better represent the northern portion of the refuge, which extends to Pt. Woronzof. We have noticed other map layers (including the Community Natural Assets map) depict the ACWR boundaries, so this seems like a simple — but important — amendment to the Land Use Plan Map.

**PLAN:** As stated above, numerous parcels of Municipal land fall within the ACWR boundaries. The LUPM should acknowledge this not only in the Land Use Plan Map, but also in the text of the Plan narrative, as the city has the authority to manage Municipal land within the ACWR boundaries.

TCC requests that the second graph in the Land Use Plan Area Boundary section (page 39) be amended as follows, to better reflect the Memorandum of Understanding updated last year between the Municipality and the Alaska Department of Fish & Game (ADF&G) (AO 2015-72, Appendix A): "Joint Base Elmendorf-Richardson, Chugach State Park, Fire Island, and portions of the Anchorage Coastal Wildlife Refuge are not subject to the Anchorage Bowl Land Use Plan Map. While a 2015 Memorandum of Understanding between the MOA and the Alaska Dept. of Fish and Game allows for ADF&G to manage Municipal land within the ACRW, this agreement allows for the Municipality to "assist, where appropriate, in maintenance and development of refuge access points on the subject municipal lands, both within and abutting the refuge..."



## LUPM Plan — Public Facility/Natural Area Language

- **TCC OPPOSES the Draft LUPM PLAN RE: “PUBLIC FACILITY/NATURAL AREA” SECTION REFERENCES TO USE OF MUNICIPAL PARCELS IN A CONCEPTUAL LAND TRADE WITH THE AIRPORT**

The following language is included in the Draft Plan “Public Facility/Natural Area” section, “This designation also applies to several municipal parcels identified as part of a conceptual, long-term resolution of International Airport area land use conflicts.” (Page 27), and “Specific tracts in and around the Ted Stevens Anchorage International Airport are opportunity parcels for a possible land exchange or other mechanism to resolve land use and ownership conflicts. These include Airport tracts, municipal park and Heritage Land Bank lots, and portions of AWWU land.” (page 28).

As already stated, TCC strongly opposed the idea of a comprehensive land trade with the Airport when this idea came up as part of the development of the WADP, because of the select municipal parcels chosen to potentially be acquired by the Airport. These parcels included Point Woronzof Park, ‘Parcel 6’ Coastal Trail greenbelt/buffer, and AWWU sewage treatment plant expansion reserve land — all vital city-owned land that should be retained by the Municipality because of its long-term, high value use by the community.

The Airport has never demonstrated a real need for any of this Municipal land — and the need for a fourth runway or other aviation-related development west of its current boundaries is highly unlikely during the 25-year span of this LUPM Update. But as already pointed out, the Draft Plan’s own language states that the LUPM can be amended in the future, IF the Airport every demonstrates a legitimate need for these Municipal parcels (page 6).

Conversely, as stated on page 6 of our letter, FAA Grant Assurances allow for Airport land to be used by the public for community purposes: “Making airport property available at less than fair market rental value for public recreation and other community uses, for the purpose of maintaining positive airport-community relations, can be a legitimate function of an airport proprietor in operating the airport.” (1999 Federal Register, (p. 7721.Vii.D) This legitimizes the Airport’s many-years allowance of land within its boundaries being used for park, recreation, buffer and other purposes that benefit the community at-large (including Spenard Beach Park, Little Campbell Lake Park, sections of the Coastal Trail, the snow dump near Connors Bog, etc.) — and precludes the impression that there are land use conflicts that need to be resolved with a comprehensive land trade.

TCC was very supportive of Mayor Berkowitz’s decision in fall 2015 to withdraw a proposed ordinance by the previous administration, which would have supported the land exchange, and would have placed undedication of Point Woronzof Park on the Municipal ballot for a public vote by 2017.

Based on all of the above rationale and the current administration’s position, TCC requests language referring to Municipal land potentially being included in a land trade with the Airport in the Public Facility/Natural Area section be deleted from the Land Use Plan.

## LUPM Plan — Supplementary Policy Guidance Language

- **TCC SUPPORTS the Draft LUPM PLAN RE: Land Use Policy-5: Consistency of Area-specific, Functional, and Facility Plans**

Proposed new policy recommendations to be incorporated into the 2020 Comprehensive Plan includes LU-5 (page 12), which states, “The Comprehensive Plan shall be the Municipality’s lead and overall policy guide for growth and development in the Anchorage Bowl.” It goes on to state that, “Revisions and updates to other municipal plans...shall be in conformance with the Comprehensive Plan.”

TCC supports this land use policy and recognizes it as a way to override narrative and Implementation Actions that our council opposed in the WADP — including the concept of a comprehensive land exchange with the Airport.



- **TCC SUPPORTS the Draft LUPM PLAN RE: Land Use Policy-7: Targeted Infrastructure Investment**

TCC feels it is important to “invest in public infrastructure (i.e., parks, trails, schools, sidewalks, streetscapes, utilities) to catalyze reinvestment in priority focus areas,” as stated in LU-7 (page 12). These important community amenities enhance our city by providing a better quality of life for residents. By investing in these amenity improvements, it will provide incentives for residents to locate in mixed-use districts and other areas of Anchorage, defined in the 2020 Comprehensive Plan.

- **TCC SUPPORTS the Draft LUPM PLAN RE: Land Use Policy-10: Conserving, Enhancing, Revitalizing Neighborhoods — with Amended Language**

As housing density increases in Anchorage, TCC supports the Planning Dept.’s recognition that higher density needs to be balanced with protection of what makes Anchorage a special place to live — including protection of the environmental assets this city is fortunate to have. While it’s important for the Land Use Plan to emphasize the restoration of environmental areas that have been compromised or degraded, it’s also important to *protect* these special environmental areas in the first place.

TCC requests that the LU-10 policy statement be amended by adding the underlined text (page 12): “Balance the need to increase the housing supply and expand neighborhood commerce with the parallel need to protect and enhance neighborhood character, preserve historic resources, and protect and restore the environment.”

- **Amend the Draft LUPM PLAN RE: Land Use Policy-11: Reducing Barriers to Core Sector Growth**

TCC feels the language to describe LU-11 is too vague and does not provide a caveat that protects the existing land uses from potential incompatible uses and/or negative impacts due to inappropriate industry expansion. An excellent example of this is referenced on page 7 of our letter, with regard to Airport expansion into the Turnagain Bog wetlands/uplands buffer adjacent to the Turnagain neighborhood; or Airport expansion that would destroy dedicated parkland and popular sections of recreational trails to the west of its current boundaries.

TCC requests that the LU-11 statement be amended by adding the underlined text (page 12): “Assist Anchorage’s core sector and growth industry employers, by resolving land use constraints, where appropriate and compatible with existing and surrounding land uses, so they can continue to grow, expand job opportunities, and provide a diverse, stable economic base.”

- **Amend the Draft LUPM PLAN RE: Land Use Policy-12: Coordinating Institutional Growth**

Similar to our comments above on LU-11, the LU-12 policy statement should include additional language in the Land Use Plan that qualifies advocating for expansion of Anchorage’s large institutional facilities, to ensure appropriate growth and land use compatibility occurs. Unconstrained growth in these areas can cause additional traffic, noise, loss of natural open space, etc., which would have negative impacts on the surrounding areas.

TCC requests that LU-12 be amended by adding the underlined text (page 12): “Expand and encourage partnerships among Anchorage’s large educational, research and medical institutions to coordinate future growth and development of these institutions, where appropriate and compatible with surrounding land uses and neighborhoods.”

## **LUPM Plan — Land Use Designations/Growth Supporting Features and Landscaping/Natural Area Preservation**

- **Amend the Draft LUPM PLAN RE: Higher Density, Development in General & Landscaping Standards**

Within the various 2.2 Land Use Designations and 2.3 Growth Supporting Features sections of the Draft Plan, higher density housing in select areas is presented as a way to provide more housing within the Anchorage



Bowl, to accommodate projected future city growth. And additional commercial and industrial development will be needed to continue providing necessary goods and services to our community.

However, the Land Use Plan needs to include stronger language and better examples of development than some of those in the Draft Plan, to emphasize the need to balance high-density housing on smaller lots (with limited front and side-yard setbacks), and commercial development (very close to sidewalks and streets) with appropriate space for aesthetic landscaping and preservation of wooded areas that provide aesthetics and buffering. Unfortunately, the Draft Plan includes more bad examples, than good:

**Good examples (where landscaping is integrated into the development):** Photo 4 on page 18; Photo 5 on page 19; Photo 20 on page 30.

**Bad examples (where little or no landscaping is visible):** Photo 11 on page 23; Photo 12 on page 24; Photo 13 on page 25; Photo 19 on page 29; Photo 24 on page 31; Photos 26, 27 & 28 on page 32; Photo 30 on page 35; Photo 35 on page 38.

Clearly, implementation of higher density, smaller lots, and more compact development should not occur until Title 21 landscaping/preservation of natural wooded areas requirements are strengthened, to avoid more development like the examples all too often depicted in the Draft Plan — and currently found throughout our city.

While TCC generally supports the Land Use Designation and Growth Supporting Features, we request that the Land Use Plan include language throughout these sections that more strongly emphasizes the need to provide appropriate landscaping setbacks and higher landscaping/natural area protection standards (with accompanying better photo examples) within high density housing and other developed areas in our community. And strengthening landscaping requirements should be included as an Action Plan in the Land Use Plan.

A specific example of amended language to better emphasize the above points: TCC requests that language in the Industrial Land Use Designation statement be amended by adding the underlined text (page 32): "Greater buffering and screening should [MAY] be required to enhance public rights of way and improve land use compatibility."

### LUPM Plan — City Center Land Use Designation and Retail Businesses

- **Amend the Draft LUPM PLAN RE: City Center Location Criteria**

As Midtown has developed over the last several years, more office and non-retail development has occurred within this general area. While there are still numerous retail shopping opportunities in Midtown for those living in the surrounding residential areas, including Turnagain, TCC requests that language in the City Center Location Criteria (last bullet) be amended by adding the underlined text (page 24): "Not to expand at the loss of residential and retail." This will ensure that long-term development of the Midtown area retains a balance of residential, retail and office development.

### LUPM Plan — Lakes and Streams Land Use Designation

- **Amend the Draft LUPM PLAN RE: Lakes and Streams Protection Language**

The Lakes and Streams Land Use Designation (page 39) states, "The Plan is not intended for use in determining the location of streams or stream protections setbacks." As we stated on page 2 (Greenway Supported Development), Title 21 stream setback requirements need to be enlarged, in order to properly protect riparian habitat along Anchorage streams. While TCC understands the limitations of mapping all the waterways within the Anchorage Bowl, TCC requests inclusion of the following sentence as the last sentence of this section (page 39): "The Plan recognizes that proper setback protection for waterbodies is an important component of land use for Anchorage and will be addressed in Title 21." This serves as an important acknowledgement of water resource protection in this section of the Land Use Plan.



## LUPM Plan — Targeted Area Rezonings

- **TCC SUPPORTS the Draft LUPM PLAN RE: Targeted Area Rezonings Language & Parkland Dedication**

The Targeted Area Rezoning section (page 46) states, “Individual rezonings will occur over time, as growth and the need arises.” TCC see this as an opportunity for the community to ‘target’/identify parks currently under designated status, and formally dedicate these parks, as part of a targeted area rezoning effort. This action should simultaneously incorporate the rezoning of these dedicated parkland parcels to PR District.

As more development occurs to accommodate population growth, it is important that parkland/natural open space within our community that provides a high quality of life are given the highest level of protection.

TCC has already worked with the Parks and Recreation Dept. staff to identify all designated parkland within our boundaries long enjoyed by Turnagain residents and the community-at-large, and passed a resolution (March 2015) supporting formal park dedication and rezone of these parcels. TCC hopes to work with the Parks Dept., the Parks and Recreation Commission, and the Assembly to accomplish this in the near future.

## LUPM Plan (pages 54-55) — Table 5: Action Checklist

- **Draft LUPM PLAN RE: Table 5 Action Checklist:**

- **PAGE 54 — INDUSTRIAL LAND PRIORITIZATION ACTION ITEM VII-12: Support application of Foreign Trade Zone (FTZ) on TSAIA lands.**

- Development in Foreign Trade Zones within the TSAIA boundaries areas should be carefully placed, in order to minimize potentially negative impacts on surrounding land uses (noise, pollution, traffic through adjacent neighborhoods, clearing of natural open space buffer areas, development on high value wetlands/natural wildlife areas, etc.).

TCC requests more information/details on the criteria/process for choosing specific areas located within TSAIA boundaries that could be designated as FTZs — and what development/operations would be allowed to occur within those FTZ designated areas.

- **PAGE 54 — COMPATIBLE LAND USE ACTION ITEM VIII-1: Include neighborhood buffering standards in TSAIA Targeted Area Rezone in Action VII-1**

- This action item should not be limited to Sand Lake residential areas along Raspberry Road. Appropriate buffering areas on Airport land should be designated for all adjacent neighborhoods and other land uses surrounding the Airport — not just those areas designated as Targeted Area Rezone areas along Raspberry Rd. As stated earlier in our comment letter (pages 5-6), the size of Turnagain Bog wetlands/associated uplands designated as a buffer needs to be significantly enlarged than what is shown on the Draft Map.

TCC conceptually supports neighborhood buffering standards, but needs more information on the details. Our council would want to be part of a group involved in the development of these neighborhood buffering standards, to ensure protection of quality of life, and consistent application and land use compatibility around the Airport.

- **PAGE 55 — COMPATIBLE LAND USE ACTION ITEM VIII-5: Conduct a valuation study of the natural economy of Anchorage’s ecosystem to determine current watershed and wetland protection, economic value, and land use development impacts.**

**TCC SUPPORTS** this Action Item — it is important to assess the intrinsic value of our natural waterbodies as Anchorage grows and moves forward with higher density housing and other development. This information will be very useful to ensure proper protection to the city’s watersheds and remaining wetlands/natural areas.



- **PAGE 55 — COMPATIBLE LAND USE ACTION ITEM VIII-6: Conduct scenic viewshed assessment for Bowl and determine strategies for viewshed protection.**

TCC SUPPORTS this Action Item — as with Anchorage's watersheds and wetlands, it is important to identify and protect high value viewsheds in our city. Scenic viewsheds enhance our quality of life, provide greater economic property assessments, and elevate the visitor experience while in our city.

- **PAGE 55 — COMPATIBLE LAND USE ACTION ITEM VIII-7: Identify development standards and incentives to mitigate impacts to wildlife near wildlife habitats.**

TCC SUPPORTS this Action Item — but requests the Action Item be amended as follows: "Identify development standards and incentives to protect and mitigate impacts to wildlife near wildlife habitats."

Any proposed development near wildlife habitats should first be evaluated for adherence to wildlife *protection* standards, so that impacts to can be prevented, rather than mitigated.

- **PAGE 55 — IX OPEN SPACE AND GREENBELTS ACTION ITEMS**

TCC GENERALLY SUPPORTS these all of these Action Item, but has a specific amendment for Action Item IX-4, as follows:

TCC SUPPORTS Action Item IX-4 — but requests the Action Item be amended as follows: "Conduct housekeeping to dedicate parks currently classified as designated parks, followed by rezoning [REZONE] of dedicated parks to PR District, and some T zoned lands to PLI."

As stated on page 10 of our letter, TCC has already collaborated with the Parks and Recreation Dept. to identify all designated parks within our boundaries, and has passed a resolution for dedication and rezone of these parks to the PR District. This should be done throughout the city, to ensure the highest level of protection for these public facilities.

- **PAGE 55 — ANCHOR INSTITUTIONS AND FACILITIES X-5: Develop TSAIA, Merrill Field and JBER interface compatibility overlay zone.**

During the development of the WADP, TCC (and Spenard CC) opposed the concept of "Airport Influence Overlays" as well as the "Airport Disclosure through Plat Notes" proposal (page 133 of WADP). These requirements would put all the burden, which could have financial consequences, on owners of property that would fall into these overlay boundaries — and no action required by the Airport to minimize noise and other negative impacts on the nearby neighborhoods.

A "Compatibility Overlay Zone" proposed in the Draft Plan sounds very similar to what was proposed in the WADP. TCC requests more information as to how these overlay zones would be determined, what criteria would be used, what the potential negative ramifications could be to property that falls within these zones, etc. before the Municipality considers moving forward with this Action Item.

- **PAGE 55 — ANCHOR INSTITUTIONS AND FACILITIES X-6: Resolve land use, ownership, and open space conflicts around TSAIA through a land exchange.**

TCC OPPOSES Action Item X-6. As expressed earlier in our comments, TCC continues to be strongly opposed to the concept of a land exchange that would presumably "resolve conflicts," just as we did during the development of the WADP. Only if Municipal land long used by this community as parkland, natural open space and recreational areas is traded to the Airport will there be major conflicts — and these conflicts will not be able to be realistically

resolved if this land, including dedicated parkland, is developed for aviation purposes.  
TCC requests this Action Item be deleted from the Land Use Plan.

#### LUPM Supporting Maps

TCC also found some errors on some of supporting maps posted on the Land Use Plan Map website. TCC requests an opportunity to meet with Planning Dept. staff to discuss the specifics, to ensure the LUPM is based on accurate data.

Once again, TCC appreciates the opportunity to provide detailed comments on the Draft Land Use Plan Map Update and accompanying Plan narrative. We are an active council who has dealt with many of the land use items discussed above for many years. TCC hopes that our input during this important LUPM Update process — and our continuing dialogue with the Municipal Planning Dept. — result in a positive outcome for the Turnagain neighborhood and our community.

Sincerely,

Anna Brawley & Cathy Gleason  
Turnagain Community Council Land Use Plan Map Committee Co-chairs

Attachments:

9-16-2005 Turnagain Community Council Comment Letter on Land Use Plan Map Draft  
AO 2001-151 (S-2) Illustration 2 Map



Illustration 2 - Detail

Legend

Airport Property  
Boundary

Permitted Land

Lands Not  
Permitted

Scenic Easement





**From the Board of Directors of  
Turnagain Community Council**

c/o Mark Wiggin, President  
2213 Douglas Dr., Anchorage, Alaska 99517

September 16, 2005

sent via e-mail

Municipality of Anchorage Planning Department  
P.O. Box 196650  
Anchorage, Alaska 99519

**RE: ANCHORAGE BOWL LAND USE PLAN MAP — Community Discussion Draft**

Dear Planning Staff:

Thank you for the opportunity to provide input on development of the Anchorage Bowl Land Use Plan Map, an essential component of the Anchorage 2020 Comprehensive Plan. It is vital that comments submitted by the public at this early draft stage are reflected in the final version of the Land Use Map, as this map will provide current and future administrations, and appointed and elected leaders guidance on land use policy decisions for years to come.

While we support and desire achievement of all 10 Key Principles, as listed on pages 2-3 of the Land Use Plan Map Overview, The Turnagain Community Council Board (TCCB) comments at this time will largely focus on Key Principal #10: *"Parks, Natural Open Space and Ecological Functions* are conserved and enhanced to preserve the unique livability of the growing city."

Turnagain is especially fortunate to have within and near our boundaries some high value parklands and other natural open space and coastal areas that our neighborhood as well as visitors and the community at large use and enjoy. Long-term protection of these important areas is essential as our city continues to grow, so that future generations have the opportunity to benefit from the recreational, natural open space and wildlife assets we now value as a community. (This sentiment dovetails into Key Principal #1 — *An Emphasis on the Overall, Long-Term Welfare of the Entire Community.*) Therefore, our comments are directed specifically to the Community Facilities Map Layer, which includes draft designations of Parks and Natural Resource Use areas. Of course, these comments would then apply to the General Land Use Plan Map and the Land Use Plan - Composite Map as well.

**SPECIAL STUDY AREA DESIGNATIONS:**

On the Community Facilities Map Layer, four areas are designated "Special Study Areas" in the west part of Anchorage. In the Overview document on page 15, the definition for a Special Study Area includes the following: "There are several public land parcels for which a specific use has yet to be identified. These areas are subject to a site-specific land use study before use

designation or development.” While this designation *category* has merit (see comments under “C. & D. Airport-Owned Land” below), the areas chosen for this designation don’t fit with the definition. Specifically, the following areas in West Anchorage are designated Special Study Areas in the draft:

- A. Municipally-owned land south of Pt. Woronzof and east of the Anchorage Water and Wastewater (AWWU) sewage treatment facility;
- B. Municipally-owned Heritage Land Bank (HLB) land west of Ted Stevens Anchorage International Airport (Airport);
- C. Airport-owned land south of Raspberry Road and adjacent to Kincaid Park;
- D. Airport-owned land covering the northern half of Connors Lake and adjacent bog and upland areas.

**A Municipally-Owned Land South of Pt. Woronzof & East of the Sewage Treatment Facility:** TCCB finds it hard to imagine how this small, but extremely significant piece of land could be designated as a Special Study Area. Because of its narrow east/west boundaries and incompatible land uses on both sides (Pt. Woronzof Road and the North/South Runway to the east and sewage treatment plant to the west), the entire parcel is considered by the public as a trail greenbelt for the portion of the Tony Knowles Coastal Trail (Coastal Trail) that runs through the area. The land to the east of the trail, which is sloped and wooded, serves as an essential buffer between the trail and high-impact land uses to the east. If there is one parcel that demands the designation of “Park and Natural Resource Use,” it is this parcel.

TCCB also notes that the color of this area is blue, implying that the land is part of the Airport’s “Major Transportation Facility.” This does not accurately reflect how the public is currently using this land and because it is city-owned property, this land does not fall within the Airport’s transportation facility boundary.

- **RECOMMENDATION:** TCC requests that the above described parcel of city-owned land be colored in green and designated “Parks and Natural Resource Use” on the Community Facilities Map Layer.

**RATIONALE:** Historically, there are several Municipal documents that reflect the intention for this land to be designated as protected open space parkland/greenbelt and support a Park and Natural Resource Use designation, including the following:

- **1982 Anchorage Bowl Comprehensive Development Plan (1982 Comp. Plan):** The above-described parcel is designated in the 1982 Comp. Plan Parks and Open Space Plan as “Areas to Develop as Parks, Open Space and Related Facilities.” Goals listed under “Greenbelts and Open Spaces” (page 46) include a. To accommodate trails and recreation facilities; and d. To lend identity to communities and provide buffers between incompatible land use.
- **1983 The Coastal Trail Route Study:** Plan Sheet 12, 12.4 indicates this was the intended route for the Coastal Trail in this area. General goals stated on page 1 of this document include:

“Provide a greenbelt corridor linking existing and future park and open space plans.”

“Help protect marginal and environmentally sensitive areas from improper development.”

- **1993 Heritage Land Bank (HLB) Resource Inventory:** According to this document, this land has a Covenant/Title restriction — “Use restricted to Park, Recreation or Other Public Purposes Only.”
- **1997 Anchorage Areawide Trail Plan:** The accompanying maps to the Trails Plan validate the existence of the Coastal Trail in this area.
- **1999 Open Space Inventory for Anchorage Map:** A “Combined Community and Neighborhood Preferences for Natural Open Space” map was produced by The Great Land Trust and the Municipality of Anchorage (Municipality) in an “Open Space and Wildlife Habitat Mapping Project.” The above described parcel was included on this map as preference for natural open space and identified to have the following values:
  - Aesthetic Value
  - Recreation Value
  - Wildlife Habitat Value
  - Environmental Education Value
- **2001 Anchorage 2020 Anchorage Bowl Comprehensive Plan (Anchorage 2020 Plan):** The Conceptual Natural Open Space Map (page 63) was also based on the Open Space and Wildlife Habitat Mapping Project, between The Great Land Trust and the Municipality. While it is difficult to tell the exact mapping boundaries, this area was definitely identified “Community Preference for Natural Open Space,” and most, if not all, identified as “Important Wildlife Habitat.”
- **2005 (draft) Anchorage Bowl Park, Natural Resource and Recreation Facility Plan:** Map 7 “Recreation Trails and Connections” designates this area as “Scenic/Greenbelt Trail Network Connections to Parks and Schools.”

## **B. Heritage Land Bank Land:**

Clearly, the land encompassing city-owned HLB parcels west of the airport do not fall into the description of “a specific use has yet to be identified.” Just ask anyone who uses the section of the Coastal Trail — one of the most popular recreational assets in this city — which runs through this area. Trail users have viewed this land as de facto trail greenbelt/natural open space since the trail was built in the mid-1980s. This area also serves as an essential buffer between two incompatible land uses (passive recreation in a natural setting along our beautiful coastal area and a major transportation facility whose operations generate high and far-reaching negative impacts). Finally, this coastal, natural open space also serves as important wildlife habitat and a part of a wildlife travel corridor that connects the Kincaid Park area with Earthquake Park.

TCCB also notes that the eastern section of this area is colored blue on the map, implying that the land is part of the Airport's "Major Transportation Facility." This does not accurately reflect how the public is currently using the land and because this is Municipally-owned property, this land does not fall within the Airport's transportation facility boundary.

- **RECOMMENDATION:** TCCB requests that the entire boundary of city-owned land discussed above be colored in green and designated "Park and Natural Resource Use" in the Community Facilities Map Layer.

**RATIONALE:** Historically, there are several Municipal documents that reflect the intention for this land to be designated as protected open space/parkland and support a Park and Natural Resource Land Use Map designation, including the following:

- **1982 Anchorage Bowl Comprehensive Development Plan:** Most of the land within the city-owned HLB parcels is designated in the 1982 Comp. Plan Parks and Open Space Plan as "Areas to Develop as Parks, Open Space and Related Facilities" or as "Other Open Space (Non-Municipal)". (NOTE: At that time, the State apparently owned land in this area that is now owned by the Municipality).

- **1982 Pt. Woronzof-Pt. Campbell Wetlands Master Plan:** Land within most, if not all, of the three HLB parcels fall within the Land Use Study area of this document. Chapter III Master Plan, Vehicle Access Parking section (page 31) states, "Parking areas should be provided . . . just north of the Clitheroe Center . . . This will provide more convenient access to the viewing facilities for users who do not ride bikes or walk long distances."

The Viewing Platform section (page 32) of the same document states, "Further [sic] south on the trail, just west of the potato patch, another viewing area should be provided." (NOTE: The old potato patch is in the vicinity of the Clitheroe Center.)

- **1983 The Coastal Trail Route Study:** Plan Sheet 15, between 14.5 and 15.1 discusses access to the Coastal Trail and states, "Potential coastal park with trail link to Point Woronzof Drive, parking facilities, shelters, restrooms and information signing." This area is near the Clitheroe Center.

- **1987 Revised Anchorage Coastal Management Plan:** (NOTE: This information is also included in the 1982 Comp. Plan) It is difficult to determine exact boundaries, but most, if not all, of the HLB land falls within the Anchorage Coastal Zone Management boundaries and is designated either "Preservation" or "Conservation" Environment. This land is identified as "High Hazard," "Marginal," and/or "Scenic Vistas." You may question the wisdom of advocating for parkland in geologically high-risk areas, but as residents of Anchorage, we know about earthquake zones and how to wisely manage land use in high hazard areas. Passive recreation and natural open space would likely be the highest and best use for this land because of its high hazard/marginal designations, not to mention its scenic vistas.

- **1993 Heritage Land Bank Resource Inventory:** According to the descriptions of HLB parcels 4-032, 4-033 and 4-034, whose boundaries generally conform with the city-owned land designated Special Study Areas in the Community Facilities Map Layer, these parcels have a Covenant/Title restriction — all are to be used by the Municipality for “public” and “recreation.”

- **1999 Open Space Inventory for Anchorage Map:** A “Combined Community and Neighborhood Preferences for Natural Open Space” map was produced by The Great Land Trust and the Municipality. While it is difficult to determine precise boundaries, it appears that all of the city-owned HLB land is designated as a preference for natural open space on this map and identified to have the following values:

- Aesthetic Value
- Recreation Value
- Wildlife Habitat Value
- Environmental Education Value

- **2001 Anchorage 2020 Anchorage Bowl Comprehensive Plan:** The Conceptual Natural Open Space Map (page 63) was also based on the “Open Space and Wildlife Habitat Mapping Project,” between The Great Land Trust and the Municipality. The entire boundary of the HLB was identified as “Community Preference for Natural Open Space.” Ironically, this map identifies the eastern part of the HLB land as “Important Wildlife Habitat,” but not the western part. It is hard to imagine how the eastern part qualifies for this designation and the western part does not and this contradicts the map referred to above, which shows the entire HLB land area having habitat values. Regardless, this map was compiled from interviews with local wildlife experts and from scientific reports, and it stands to reason that both the eastern and western areas have important habitat values since they are contiguous.

#### **C. & D. Airport-Owned Land:**

As for the other two Airport-owned parcels identified as Special Study Areas on the Community Facilities Map Layer, TCCB feels that this is an appropriate designation, title-wise, but *the definition of a Special Study Area should change*. These areas as well as others listed below are being used for a specific purpose by the public as parkland and/or are important natural open space areas, but because they are owned by the Airport, obviously there is some disagreement, conflict and/or nonresolution regarding long-term use of the land.

- **RECOMMENDATION:** TCCB requests that the definition of Special Study Areas be rewritten so that it addresses the land use conflicts of Airport-owned land currently being used by the public as parkland — whether because of a formal agreement between the Municipality and the Airport or because of its value to the community as natural open space for recreation, wildlife habitat and/or trail greenbelt corridors — and that a Special Study designation is needed so that the highest and best use can be determined through a public process — regardless of ownership. (See discussion of development and implementation of the West Anchorage District Plan below.)

**RATIONALE:** During the development of the Comp. Plan, several major issues were identified and ultimately addressed in the final plan document. One of these major issues related to the

community and how it was being negatively impacted by growing Airport operations and development. The Comp. Plan acknowledges the impacts generated by the Airport and their effects on surrounding land uses (i.e., recreational, residential, educational, environmental) as well as land use conflicts within the Airport boundaries by dictating the following:

- **2001 Anchorage 2020 Anchorage Bowl Comprehensive Plan:** On page 57 of the Comp. Plan, it states, “In response to airport growth, community growth surrounding the airport, recreational uses on the airport, and related airport impacts to the surrounding community, **Anchorage 2020** creates the West Anchorage Planning Area [also referred to as the West Anchorage District Plan.] Along with related strategies, this planning district serves as a mechanism to formally identify, address, and resolve land use conflicts within and near the airport.”

➤ **RECOMMENDATION:** In addition to the already referenced Airport-owned properties (see page 2) identified as Special Study Areas in the Community Facilities Map Layer, TCCB requests that the following Airport-owned parcels be identified as Special Study Areas (as per TCCB’s rewritten definition) as well:

- E. Land west of Earthquake Park that runs along the coast and up to the boundary of the Anchorage Coastal Wildlife Refuge at Pt. Woronzof<sup>1 2</sup>
- F. Land at Pt. Woronzof, down to the northern boundary of AWWU sewage treatment facility<sup>1 2</sup>
- G. Land along the coast south of Pt. Woronzof Park<sup>1 2</sup>
- H. Land west of the East/West Runway<sup>1 2</sup>
- I. Land in the Little Campbell Lake area<sup>2</sup>
- J. Land directly west and adjacent to Kincaid Elementary School
- K. Spenard Beach Park along Lake Shore Drive
- L. Lions Club Picnic area along Lake Shore Drive
- M. All remaining areas of Turnagain Bog and associated uplands, with priority for special study on the land directly adjacent to the Turnagain residential boundary
- N. All lands currently zoned “Transitional,” as defined in the current Title 21, Land Use Planning, Anchorage Municipal Code (Title 21).

**RATIONALE:** As noted in the footnote section below and elsewhere in this letter, the Coastal Trail runs through a number of these parcels. Throughout the years — since the Coastal Trail was built — various city officials as well as residents have expressed the need for the trail to run through a permanently protected greenbelt area in nonMunicipally-owned lands. Ideally, this should occur by the city acquiring trail greenbelt and dedicating it as parkland. An alternative is to ensure permanently platted easements sufficient enough to protect not only the trail footprint itself, but an adjacent area wide enough to buffer it from incompatible, high-impact land uses, such as those generated by the Airport.

<sup>1</sup> The Coastal Trail runs through this area.

<sup>2</sup> This area is striped green (Park and Natural Resource Use) and blue (Major Transportation Facility) on the Community Facilities Map Layer. The Community Facilities Map Layer legend does not explain these dual and contradictory designations.

Footnote #2 indicates there are a number of parcels whose land use designations on the draft map are contradictory. Clearly, their final designation needs to be Parks and Natural Resource Use, based on the documentation listed below, and a Special Study public process via the West Anchorage District Plan can ultimately resolve this.

Other parcels listed above, particularly Little Campbell Lake Park, Spenard Beach Park, and the Lions Club Picnic Area, have historically been used by the public as parkland for many years because the city has leased these lands and identified them as public parkland with signage. The Airport continues to threaten to shut down these parks and restrict public access. The public deserves a permanent resolution to these land use conflicts. Designating them Special Study Areas is appropriate and can move a public process forward to bring about that permanent resolution.

Historically, there are several Municipal documents that reflect the intention for the above listed Airport-owned parcels (including the ones listed on page 2) to be designated as protected open space/parkland and would ultimately support a Park and Natural Resource Land Use Map designation through a Special Study public process; they including the following:

- **1982 Anchorage Bowl Comprehensive Development Plan:** All of the above listed parcels are designated in the 1982 Comp. Plan Parks and Open Space Plan as either “Existing Municipal Parks and Open Space” or “Other Open Space (Non-Municipal).”
- **1983 The Coastal Trail Route Study:** Plan Sheets 9-12, indicate this was the intended route for the Coastal Trail, from Earthquake Park to Pt. Woronzof. On page 45, it states, “One of the important routing considerations was to keep the trail away from the edge of the bluff to avoid additional erosion of the highly unstable slopes.” Protecting a buffer of land along the length of trail and dedicating it as permanent trail greenbelt is critical to ensure the viability of the trail (which a portion has already had to be moved inland because of erosion) for many years to come.

Plan Sheet 12 12.2 notes, “Pt. Woronzof scenic area views, parking facilities, trail access to water, shelters, restrooms.” This area is now widely used by the community and visitors as a scenic viewing area and parking area for Coastal Trail user access.

Plan Sheet 15 validates that the Coastal Trail was intended to run through this area and be used for recreational purposes, regardless of land ownership.

Plan Sheets 16-18 It is difficult to determine exactly where the Airport property boundaries are on these drawings, but the Coastal Trail Route Study clearly validates the Coastal Trail running through this area, regardless of ownership.

- **1987 Revised Anchorage Coastal Management Plan:** (NOTE: This information is also included in the 1982 Comp. Plan) All the parcels listed above where the Coastal Trail is routed fall within the Anchorage Coastal Zone Management boundaries and is designated



either "Preservation" or "Conservation" Environment. This land is identified as "High Hazard," "Marginal," and/or "Scenic Vistas."

A large portion of Turnagain Bog, including the wetlands directly adjacent to the Turnagain residential boundaries, falls within the Preservation Environment and identified as "Preservation Wetlands." A significant portion of Turnagain Bog is labeled as Conservation Environment and identified as "Marginal" and "Scenic Vistas."

Most, if not all, land zoned "Transitional" falls within the Anchorage Coastal Zone Management Boundaries and identified as "Preservation" or "Conservation" in the Management Plan.

- **1996 Anchorage Wetlands Management Plan:** With the exception of the extreme south end of Turnagain Bog north of Lake Shore Drive, all of Turnagain Bog is designated as "A" Preservation wetlands and ranks high in Hydrology, Habitat and Species Occurrence.

Wetlands in the northern Connors Lake/Bog area are designated "A" Preservation in the Wetland Plan.

- **1997 Anchorage Areawide Trail Plan:** The accompanying maps to the Trails Plan validate the existence of the Coastal Trail through the applicable land parcels (#1 Footnote).

- **1999 Open Space Inventory for Anchorage Map:** A "Combined Community and Neighborhood Preferences for Natural Open Space" map was produced by The Great Land Trust and the Municipality. With the exception of the land directly west of Kincaid Elementary School, every Airport-owned parcel of land TCCB recommends to be identified as Special Study Areas are shown as preference for natural open space on this map and are identified to have one or more of the following values:

- Aesthetic Value
- Recreation Value
- Wildlife Habitat Value
- Access Value
- Environmental Education Value
- Other Values

- **2001 Anchorage 2020 Anchorage Bowl Comprehensive Plan:** The Conceptual Natural Open Space Map (page 63) was also based on the "Open Space and Wildlife Habitat Mapping Project," between The Great Land Trust and the Municipality. Most of the Airport-owned land TCCB is requesting to be identified as Special Study Areas are identified as one or more of the following

- Community Preference for Natural Open Space
- Important Wildlife Habitats
- Existing Municipal Parklands (Spenard Beach Park & Lions Club Picnic Area)

- **Currently adopted Title 21:** A significant portion of Airport-owned land is zoned “T” Transitional, including but not limited to, the Turnagain Bog area. According to Title 21 of the Anchorage Municipal Code, “This district is intended to include suburban and rural areas that, because of location in relationship to other development, topography or soil conditions, are not developing and are not expected to develop in the immediate future along definitive lines. The permitted uses in these districts are intended to be as flexible as possible consistent with protection from noxious, injurious, hazardous or incompatible uses.” It goes on to state, **“As development patterns start to emerge within these areas and the sophistication of their protection becomes more critical to the general public interest, it is anticipated that such lands within the T districts will be proposed for more restrictive zoning classifications.”** (TCCB emphasis)

Clearly, circumstances have changed and “development patterns are emerging.” The Airport has already built a large General Aviation (GA) parking area (Echo Parking) in Turnagain Bog, with plans for expansion. It also proposes to develop additional GA-related projects “along definitive lines” that would not be compatible with other existing land uses to the east and north, and would allow for “noxious, injurious and hazardous uses.” (See Draft Lake Hood and ANC General Aviation Master Plan, Chapter 4, Alternatives C and D.)

The Land Use Mapping public process now in progress must evaluate the need to rezone this land to a more restricted designation, which would definitely be in the general public’s best interest. This area should formally be zoned so that it becomes a permanently protected buffer, helping to protect the surrounding area from airport-generated impacts in proposed “Major Transportation Facilities” on Airport property. This rezoning would occur in conjunction with the development of the West Anchorage District Plan.

Section 21.40.240 of Title 21 specifically describes prohibited uses of land zoned “T”: E.1: “Noxious, injurious or hazardous uses, which are defined as any use that may be noxious, injurious or hazardous to surrounding property or persons by reason of production or emission of dust, smoke, refuse matter, odor, gas fumes, noise, vibration or similar substances or conditions, or the production or storage of explosive materials.” E.2.: “Any use or structure which is likely to be incompatible with established permanent uses within the area to be affected by the proposed use or structure.”

By nature of what occurs during normal operations at GA parking lot /lease lot areas, noise, odors and fumes are routinely produced and emitted. Aviation fuel can be categorized as an “explosive material,” and is routinely stored in these areas. Because Municipal code specifically lists these as prohibited under T-zoned land, even if the land were not rezoned to a more restrictive designation, under T zoning, development of GA projects would be in direct violation of city land use laws and regulations.

Under “21.40.240 M. *Land contiguous to land zoned for less intensive use*,” it states, “No building or land use permit shall be issued in a T zone except for a permitted use. Land zoned T lying contiguous to residential-zoned land shall be permitted to be used only in accordance with provisions and standards less intense or equal to provisions and standards allowed under this title for the least intensive land use zone within a 1,000-foot radius of the

boundary of existing T-zoned property for which a building permit or land use permit has been requested.”

The Airport has developed “T” zoned lands throughout the years since the current Title 21 was written, with no regard to Municipal code adherence. It is imperative that all T-zoned land be designated Special Study and become part of the West Anchorage District Plan, so that conflicts and incompatible land use issues can be resolved.

**CONCLUSION:**

Because of our West Anchorage location, Turnagain residents and our community council have a long history of dealing with parkland, Coastal Trail, wetland, and natural open issues and are all too familiar with land use conflicts and impacts regarding the Airport. The Community Facilities Map Layer — and ultimately the Generalized Land Use Plan Map and the Land Use Plan - Composite Map — need to reflect historical intent and public use of important parkland/natural open spaces remaining in our area. By appropriately designating the above discussed parcels of land on these maps as “Parks and Natural Resource Use,” and using the West Anchorage District Plan planning process to facilitate final designations on Special Study Areas (per our requested new definition of this designation), long-term protection of these important areas to our community will be ensured.

Sincerely,

Mark Wiggin, Turnagain Community Council President  
Cathy L. Gleason, Vice President  
Breck Tostevin, Interim Secretary/Treasurer  
Bob Durst, Board Member  
Kelly Smith, Board Member  
Pat Redmond, Board Member

Mark Wiggin for  
TCC Board  
Sept. 16, 2005

## Land Use Plan Map

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**From:** Cathy Gleason <cathy.gleasantcc@yahoo.com>  
**Sent:** Tuesday, November 1, 2016 3:49 PM  
**To:** Land Use Plan Map  
**Cc:** Anna Brawley; Gloria Manni; Kennis Brady; tccpresident@yahoo.com  
**Subject:** 2040 LUP - Turnagain CC Comment Addendum  
**Attachments:** 2016-11-1 TCC Addendum Land Use Plan Map Public Hearing Draft.pdf;  
10-31-2016 Isaacs Forest Park Dr. rezone comments.pdf

Tom and the Planning Staff,

Please accept the attached Turnagain Community Council comment addendum on the 2040 Land Use Plan Public Hearing Draft. This letter specifically addresses the proposed designation for two areas of residential parcels within the TCC boundaries that we did not address in our previously submitted comments. Also attached is Marie and Jon Issacs October 31, 2016, Memorandum, which is referenced in our letter.

Please don't hesitate to contact me or Anna Brawley, if you have any questions or need more information. As stated in the letter, these comments will be presented for ratification by the TCC body-as-a-whole at our general meeting this Thursday, November 3rd.

Sincerely,  
Cathy  
248-0442

# TURNAGAIN COMMUNITY COUNCIL

c/o Federation of Community Councils  
1057 West Fireweed Lane, Suite 100  
Anchorage, Alaska 99503

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Sent via email

November 1, 2016

Municipality of Anchorage Community Development Department  
Planning Division  
P.O. Box 196650  
Anchorage, AK 99519-6650

RE: **ADDENDUM TO PREVIOUS TURNAGAIN COMMUNITY COUNCIL COMMENTS**  
**ANCHORAGE 2040 LAND USE PLAN - PUBLIC HEARING DRAFT**

Dear Planning & Zoning Commission and Planning Dept. Staff:

Thank you for the opportunity to provide additional input on the 2040 Anchorage Land Use Plan (2040 LUP) Public Hearing Draft with the extension of the comment deadline. The below comments provide [input on items not previously addressed in our October 17<sup>th</sup> handout or May 27<sup>th</sup>/September 9<sup>th</sup> comments](#). In order to submit comments by the extended November 1<sup>st</sup> deadline, the Turnagain Community Council (TCC) Land Use, License & Permit Review Committee is submitting this input now; this letter will be presented at our November 3, 2016, general meeting for formal ratification.

## [2040 LUP Map — Designation of Parcels West of Forest Park Dr.](#)

- **TCC OPPOSES the Draft 2040 LUP Map RE: DESIGNATION OF SPECIFIC PARCELS WEST OF FOREST PARK DR. AS “NEIGHBORHOOD – COMPACT MIXED RESIDENTIAL – LOW”**

TCC thanks Commissioner Spring for bringing this particular item to our attention at the October 17<sup>th</sup> hearing. After discussing this with active TCC members who have a home located within the parcel area proposed to be designated “Neighborhood - Compact Mixed Residential - Low (Compact Mixed Res.),” and seeing what kind of development this designation would allow (page 28 of the Draft Plan), TCC does not support the proposed designation.

Instead — *excluding the two most southern parcels located within the proposed Compact Mixed Res. designation* — TCC requests that the parcels located directly along the west side of Forest Park Dr. be designated “Neighborhood – Single Family and Two Family” on the 2040 LUP Map.

- *Reasons for this request include:*
  - As the “Areas of Growth and Change” map (page 19 of the Draft Plan) indicates, the proposed land use designation for these parcels along Forest Park Dr. would change uses currently allowed by existing zoning, which is R-2D. This zoning was specifically requested (and approved) by homeowners in 1979, to protect the existing single and two-family homes vulnerable to higher-density development under the R-2 zoning that was in place at that time.
  - The existing single and two-family homes are consistent with the development density of other homes in the Forest Park Dr. area to the east and north.
  - Potential higher-density development would likely increase traffic on Forest Park Dr., which has a Local Street designation. There are no sidewalks or bike paths along this street, yet it is regularly used by pedestrians, joggers and bicyclists; more traffic would create a greater safety risk for these non-motorized users.

- Higher density housing should be avoided in this area, as these parcels fall under the “High Seismically Induced Ground Failure Hazard” in the Hazard Mitigation and Resiliency Map (CC-6).
- Even though the West Anchorage District Plan Land Use Map (page 73 of that plan) designates these parcels along Forest Park Dr. as “Low/Medium Intensity (>8-15 units per gross acre), which is consistent with a Compact Mixed Residential - Low designation, **TCC sees development of the 2040 LUP as an opportunity to override that inappropriate designation — and ensure that the parcels directly west of Forest Park Dr. in the Turnagain area have the proper designation of “Neighborhood – Single Family and Two Family” on the finalized 2040 Land Use Plan Map.**

*Please see additional rationale for TCC’s designation request in comments submitted October 31, 2016, by Marnie and Jon Issacs, long-time residents who live in this area along Forest Park Dr. (Their comments are attached to our comments as well.)*

**Parcel Designation Along La Honda Dr.:** In hindsight, the parcels along La Honda Dr. (west of Forest Park Dr.) should probably not have been built on — or built at a lower density — due to their location within the “High Seismically Induced Ground Failure Hazard” in the Hazard Mitigation and Resiliency Map (CC-6) and the Fish Creek floodplain. But because they are already developed at a higher-than-single/two-family density, TCC’s designation request for “Neighborhood – Single and Two Family” does not include these parcels.

#### 2040 LUP Map — Designation of the Mobile Home Park along Hillcrest Dr.

- **TCC UNCERTAIN RE: DESIGNATION OF MOBILE HOME PARK ON HILLCREAST DR. AS “NEIGHBORHOOD – COMPACT MIXED RESIDENTIAL – LOW”**

Again, TCC thanks Commissioner Spring for bringing this particular item to our attention at the October 17<sup>th</sup> hearing. After review of this land use designation proposal, TCC submits the following for consideration by the Planning & Zoning Commission, as we have mixed feelings about this proposal:

- Unlike TCC’s strong position stated above with regard to supporting a change to the WADP Land Use Map, TCC is uncertain whether this would be a wise change for this area of the Turnagain residential neighborhood.
  - First and foremost, has the owner of the mobile home park land been contacted by the Planning Dept. regarding this proposed land use designation change — and, if so, what was the response?
  - As the “Areas of Growth and Change” map (page 19 of the Draft Plan) indicates, the proposed land use designation for the mobile home park parcel along Hillcrest Dr. would not only change the use currently allowed by existing zoning, but would also change the land use designation in the West Anchorage District Plan (page 73 of that plan), which is “Low Density – Attached and Detached” (< 5-8 units per gross acre).
  - The residential density provided by the mobile home park, which has been in this location for many years, has provided relatively low density, compatible homes adjacent to the surrounding residential areas north, west and south of the development (West High School is to the east).
  - The proposed designation of “Compact Mixed Residential – Low” would allow a higher density development of 8 to 15 units per gross acre. This increased density would likely created more traffic on Hillcrest Dr., which is a high-use street for both vehicle traffic and student pedestrian and bicyclers to the West/Romig campus. While the TCC Safe Routes To Schools Committee identified the need for a sidewalk along the south side of Hillcrest Dr. from Forest Park Dr. to the campus (and TCC has included this project in its CIP list), currently, no sidewalk or bike path exists.
  - While mobile home parks may not provide an ideal housing option for many Anchorage residents, the remaining mobile home parks in our city have been providing affordable

housing for many years. Neighbors who reside in mobile home parks may not be able to afford other forms of housing, such as apartments. And most apartments provide little or no yard for pets, gardens, storage, etc., which the mobile home park on Hillcrest Dr. does offer its residents.

Once again, TCC appreciates the opportunity to provide additional comments on the Anchorage 2040 Land Use Plan Public Hearing Draft. This comment addendum — along with our previously submitted comments — reflect long-held positions and proposals we hope will be incorporated into this important land use document for our city. TCC hopes that our input — and our continuing dialogue with the Municipal Planning Dept. — result in a positive outcome for the Turnagain neighborhood and our community.

Sincerely,

Anna Brawley & Cathy Gleason  
Turnagain Community Council Land Use, License & Permit Review Committee Co-chairs

CC: Turnagain Community Council President Jonathan Tarrant  
Turnagain Community Council Treasurer Gloria Manni  
Turnagain Community Council Board Member-at large Kennis Brady

Attachment:  
10-31-2016 Memorandum from Marnie and Jon Issacs

## MEMORANDUM

**TO:** Mr. Tom Davis, Senior Planner  
Municipality of Anchorage

Commissioners, Planning and Zoning Commission  
Municipality of Anchorage

**FROM:** Marnie and Jon Isaacs  
2418 Forest Park Drive

**RE:** Public Comments  
Draft Anchorage 2040 Land Use Plan

**DATE:** October 31, 2016

We have reviewed the draft Anchorage 2040 Land Use Plan and offer the following comments. These comments are restricted to the proposed land use designations contained on the map found on page 19 of the draft and only address the proposed changes as they apply to the west side of Forest Park Drive.

**BACKGROUND:** We have lived at the current address since 1978, and have been pleased to be part of this diverse and integrated neighborhood. The proposed changes presented on the land use map appear to recommend a land use designation of Compact Mixed Residential Low for a section of Forest Park Drive. This would allow “single family, attached single family and small lot housing. Townhouse and smaller multifamily are also considered as long as the areas scale and density are maintained.” This designation would likely be vigorously opposed by residents in the area.

In 1979 homeowners along the west side of Forest Park Drive requested and received approval of a re-zone from R-2 to lower density R-2D to protect the residential character of the neighborhood’s single family homes and duplexes. The older housing stock on some lots was vulnerable to high density re-development, including ours. The area’s homeowners believed the protection offered by R-2D zoning over time would allow improvements and/or replacement of these older homes with newer single family or duplex structures while also protecting the area’s quiet neighborhood characteristics. An additional consideration was avoiding an increase in traffic volume associated with higher density development in an area used by joggers, bicyclists and pedestrians. Since that time, new single family homes have been constructed in this specific area and substantial improvements have been made to existing single family and duplex residences, enhancing the Forest Park Drive neighborhood as a desirable area to live.



**BASIS FOR ARGUMENT:** The proposed land use designation of Compact Mixed Residential Low is inappropriate on the west side of Forest Park Drive specifically because:

- Higher density residential is not compatible with this residential area;
  - Existing inventory is 1-2 stories, not three
  - Existing inventory is largely single family/duplex, anything larger would overwhelm the “area’s scale”;
  - There are no vacant lots or abandoned buildings in this area so higher density would require destruction of current housing.
- The lots in this area are narrow, long and drop off steeply to the Fish Creek floodplain which limits the actual square footage available for higher unit development.
  - The area is in seismic zone 4
  - Seeps and springs in the slope bordering Fish Creek create unstable soils
  - The designated floodplain boundary prohibits development and location of the required parking areas.
- Higher density residential development will add traffic and create unsafe access/egress conditions

Due to the extremely compressed public comment period for citizens to review the final draft of this plan, not all of the area’s property owners could be contacted. The attached petition reflects unanimous opposition by those homeowners that could be contacted, including nearby homeowners accessing Forest Park Drive from Huntington Park.

**CONCLUSION:** We request the designation of Compact Mixed Residential Low in the Draft 2040 Land Use Plan be removed from the Forest Park Drive properties and that they remain designated for Single Family and Two Family structures. This would be in keeping with the area’s existing land use and maintain the quality and character of the neighborhood.

## Land Use Plan Map

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**From:** paulrstang@gmail.com  
**Sent:** Friday, October 7, 2016 12:21 AM  
**To:** Land Use Plan Map  
**Cc:** Mayor Berkowitz; cschutte@anchoragedowntown.org  
**Subject:** Comment on the Land Use Plan Map from the UACC  
**Attachments:** Comment to Anchorage P&Z.docx; ATT00001.txt

Please consider the attached comment from the University Area Community Council.

October 6, 2016

The University Area Community Council (UACC) has reviewed the Anchorage Bowl Land Use Plan Map. While we are generally supportive, we have a major concern - housing.

We believe that the Muni's Plan does not have adequate provisions to assure that housing is given a high priority in real estate development in the UMED area.

The Muni needs to take the lead in assuring more housing capacity, especially as a mix of commercial development and housing. Rezoning must be done in conformance with the Land Use Plan Map. For instance, requests for rezoning from R-3 to R-O seem too often leads to new office space, but no associated housing. This results in more vehicular traffic, more parking lots and more commuting. If associated housing were a part of a commercial office development, people could walk or bike to work, diminishing the need for parking and commuting, making for more environmentally sound neighborhoods. This is a strong trend in most cities, but unfortunately not in Anchorage. The Muni should take steps to promote developments that contain a combination of office space and housing at every opportunity.

The UACC would support a change to commercial use zoning if the development includes at least a minimum number of dwelling units per acre attached to the new zoning designation.

The UACC requests a response to the above comment.

Thank you.

Paul Stang,  
President,  
University Area Community Council

## **General Public**

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## Land Use Plan Map

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**From:** Seth Andersen <arete.seth@gmail.com>  
**Sent:** Wednesday, November 2, 2016 12:44 AM  
**To:** Land Use Plan Map  
**Subject:** 2040 plan comments

Good Evening.

Great job in following through on LUPM changes and the 2040 plan!

A few comments for your consideration:

a. There is an area north of DeArmoun Road between Mainsail and Arboretum that is currently zoned R6 but is subdivided similar to R1 lot sizes. R6 requires minimum 1 acre and 2 acre parcels for single family and duplex respectively. The referenced neighborhood is developed as single family and duplex residences with subdivided lot sizes typically between 10,500 and 16,500 SF (a few larger but none conforming to R6 min). My suggestion is to change the LUMP designation to R1 use/density. The reason for the suggested change is because there are still vacant lots in this neighborhood and some lots are undergoing additions or demo and reconstruction. because the lot sizes are non-conforming and are so small they can not conform to R6 setbacks, each property owner has to apply for variances. It would be great if the LUPM and zoning could be updated to match the existing built/subdivided condition to facilitate and simplify future permitting and development.

b. This is maybe a T21 comment but the 2040 plan could setup support by including in the Actions Checklist- Current trends and markets put value on commercial amenities in neighborhoods. The only residential district that allows commercial is Urban Residential High and the amount of commercial at 5% is pretty small to be useful unless it is a large development. In the 2040 plan can you set the stage for allowing higher percentage or a different criteria? one option would be to encourage by allowing x sf of commercial per block or per acre. If the area of commercial on any one block is already used up there can be no more created? R3 neighborhoods could similarly benefit from neighborhood amenities, maybe smaller ratio of commercial per block than R4 is appropriate. B1A has proven to be a very effective zoning to create neighborhood authentic neighborhoods but we have no way to make any more B1A or similar uses (rezone criteria of min 1.75 acres). Maybe something similar to 21.40.140 in the old T21 code for commercial in R4 and R3?

c. great to see support for urban neighborhoods by including potential density and height increases near to town centers - Identifying specific design criteria for eligibility will probably be specific to each location and important to include on the actions checklist.

d. Page 13, 5th paragraph - where you talk about encouraging infill, cottage type housing mention unit lot subdivision which is currently being considered?

e. Page 13 - Consider adding a LUP 4.\_ policy to allow and encourage neighborhood commercial amenities?

- f. Page 14, 4th paragraph - discusses place-making under the infrastructure investment topic. This seems odd and out of context. I think peacemaking is important and maybe goals 2, 3 or 4 is a better place for the discussion. Maybe Place-making should be its own goal since it applies across the spectrum of uses to make desirable places, industrial, commercial residential, park etc. Seems odd in the infrastructure section.
- g. Page 14, LUP 5.4 alternate funding - use a MOA or ACDA fund to finance utility upgrades at low low interest rates from bonds?
- h. Page 14, Goal 6 - add encourage obvious and enhanced ped/bike trail connections from existing green belts into neighborhoods not currently connected. i.e. fairview or the spenard & 36 mixed use area are islands from a trail/greenway perspective. linear trails and greenways are proving very effective a making desirable places.
- i. Page 15 - add a LUP 6.\_ that encourages addressing the unknown transportation plans at gamble/ingra, a/c, and 3rd avenue with the state of alaska. The vague and unknown about what will happen to roads in these areas will continue to discourage any investment in the area.
- j. Page 16, Goal 6 - This is tricky because existing neighborhood/character throughout anchorage is typically under-built for its existing zoning and allowed uses. Just building up to the allowed development standards will change the existing character. Maybe encourage neighborhood specific plans to identify forms, features and uses they value rather than intensity, density and height. This goal is very contradictory to most of the other goals.
- k. Page 16, Goal 8 - This goal should have a higher priority or status. In Anchorage and other cities greenways and trails have proven very transformative. Add a LUP 8.\_ encourage and prioritize greenway trail extensions into reinvestment focus areas and isolated neighborhoods. Should also encourage and prioritize very obvious, visible and intuitive trail/greenway connections from neighborhoods to city centers. i.e. obvious line of sight pedestrian corridor from downtown to parkstrip or costal trail or ship creek. Not only very nice for neighborhoods but also for visitors and tourists.
- l. Page 25 - relationship of infill to existing neighborhoods, refer to comment 10 above.
- m. Page 26 - for large lot, single-family and two-family, and Compact mixed residential - low, if you are considering smaller lots and increased density maybe one of the "characters" of allowing smaller lots or higher densities is smaller sized houses so the neighborhood character is maintained.
- n. Page 28, compact mixed residential - low. Consider an additional "character" *to provide greater housing opportunities, allow a trade for additional density or additional principal structure for small houses (limited square footage and height)*. This could apply to areas further from town centers and in combination with proper design criteria, could provide more compatible housing types than a by-right development. This should be considered for the single-family and two-family, and compact mixed residential - medium areas also.

- o. Page 29, compact mixed residential - medium and urban residential - high, consider adding neighborhood supportive commercial amenities as a character.
- p. Page 29, Based on existing T21 development and dimensional standards, R4, in certain areas, should be included in compact mixed residential - medium. Lots less than 14,000 sf, near to city centers or transitions can't be developed to the desired character under the current R3 development standards. The 2040 plan should either acknowledge R3 development standards on small lots doesn't allow R3 type development or include R4 in this designation.
- q. Page 28-30, residential low, medium and high - under the "zoning" it says .... in certain areas. It is not clear what certain areas refers to. would be helpful to clarify or state the purpose/intent to avoid future user confusion.
- r. Page 34, Corridors - I think a corridor section for "urban villages" should be added. There is a big difference between a main street, such as mountain view and spenard compared to an urban village street (inner neighborhood commercial) which might be closer to what the area around Fire Island in south addition, government hill commercial malls, and East Fairview might look like with some enhancements. Every neighborhood probably has a section or neighborhood street that has existing commercial that could become neighborhood centers with the right direction.
- s. Page 45, Greenway Supportive Development - This section is great. I think it is very important that proposed GSD's are connected to existing trails and greenways and not isolated segments. For example, the fish creek GSD is great but if there is not an obvious, safe and easily accessible connection to exiting or enhanced trails it won't be used.
- t. Page 53, Financing and Taxing - MOA could consider low rate loans for utility improvements backed by bonds. MOA or ACDA could offer low interest money for equity portions of developments so developers return on cost gets closer to industry acceptable returns. Could be especially useful in situations where developers have options in other cities with better returns.
- u. Page 60, goal 2 - action item to identify RFA guidance plans with community/neighborhood coordination?
- v. Page 61, Actions checklist - add action to amend T21 to allow density increases in certain zones (low and medium densities) with associated max house size and height.
- w. Actions checklist - add action to modify T1 to change allowed SF for neighborhood supporting commercial in R3 and R4 (current 5% or 1,500 SF max isn't very realistic or useful)
- x. Actions checklist is awesome!



## Land Use Plan Map

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**From:** Teresa Arnold <teresa.arnold@me.com>  
**Sent:** Friday, October 21, 2016 9:24 AM  
**To:** Land Use Plan Map  
**Subject:** Re: Public comment

Good morning, Jody! And, thank you for getting back with me. I would like to state my opposition to the current land use plan, specifically how it effects South Addition. South Addition is a historic neighborhood, with a charm, walkability, and unique aesthetics that comes with such a neighborhood. If housing is crammed into this area, parking will absolutely become an issue. I have driven by the proposed Weidner apartment complex, approximate location - 14th and C, and parking is already a big issue! I'm not certain why this is the plan for South Addition/Downtown when there appears to be plenty of space in South Anchorage. In a nutshell, I am opposed to 3+ story housing in South Addition.

Respectfully,

Teresa

Sent from my iPad

## Land Use Plan Map

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**From:** Mara Carnahan <maracarnahan@hotmail.com>  
**Sent:** Tuesday, November 1, 2016 3:14 PM  
**To:** Land Use Plan Map  
**Subject:** LUP Comments

Honorable Planning and Zoning Commissioners:

I urge you to take the time to carefully and thoroughly read the proposed 2040 Land Use Plan and the community's responses to this draft. As this document will guide our growth for decades, it is imperative we consider it thoroughly.

As a resident of South Addition, I was heartened to see the plan reference the importance of careful infill and redevelopment. My neighborhood is historic and beloved by its residents. South Addition is experiencing growth and redevelopment, and it is imperative that this development be carefully planned to integrate with the existing neighborhood. We need to protect the sunlight, setbacks, alleys, sidewalks and mature landscaping that make South Addition such a wonderful place to live.

The scale and height of new development must be carefully guided to protect the unique and historic character of our neighborhood. We can increase density in South Addition without compromising the characteristics of the neighborhood that are so beloved.

**I was particularly distressed to read on page 28 (5th bullet under Character) and 29 (4th bullet under character), bullet points that appear to give a blanket increase in density and possible fourth stories in areas within 1/4 and 1/2 mile of a city center.** Those points will impact almost all of South Addition as well as Fairview and Government Hill. These bullets could be interpreted as canceling out the careful planning done by the planning department and neighborhood plans.

**Please remove these two bulleted statements from the the Land Use Plan.** They are unnecessary as the plan already outlines ways to encourage increased density near the city center, and citizens have dedicated hundreds of hours to craft neighborhood plans to specifically outline how they would like to see development occur within their individual neighborhoods. The above mentioned bullets on page 28 and 29 of the plan appear to nullify all of that citizen effort, and could lead to conflict between existing residents and new development. New development and infill of a higher density is already occurring without these two blanket bullet statements.

In addition, it is critical that the downtown core see increased residential density, not only because people would love to live, work and play in the same area, but because it is critical to the health of downtown to have a vibrant residential component in its core. Downtown will be buoyed by residents who shop, eat and recreate outside of the normal workday hours and who provide a year-round customer base to downtown businesses. Taller, more dense residential units must be located in the downtown core, not in South Addition.

Thank you for your time and consideration.

Respectfully,  
Mara Carnahan  
South Addition Resident

October 31<sup>st</sup>, 2016

Re: Anchorage 2040 Land Use Plan

To Whom It May Concern:

It has come to my attention that the Municipality of Anchorage is proposing a change in its Land Use Plan that could very negatively impact the land values and community character of the Forest Park Drive Neighborhood.

I have been a real estate Broker in Anchorage since 1980. I am presently the Broker/Owner of RE/MAX Dynamic Properties, one of the leading real estate company in the State of Alaska. Additionally, I have been a property developer in Anchorage and the Valley since early 1980. My personal residence is located in the Huntington Park Subdivision, near the Forest Park Drive area in question. Recently, I invested considerably in improvements to a property I owned at 2512 Forest Park Drive, now a single family home. I recently sold that property and am convinced that the current R-2D zoning protected my investment as well as the current owner's property value.

The 2040 plan proposes a change towards higher density land use. I am concerned that this change would encourage developers to invest in this area with the intent to construct multi-family units. Presently, this neighborhood consists of a good mix of a variety of housing categories; higher density would add traffic, parking issues already existing, and mostly would impact property values for the homes already in the area.

The Southern area of Forest Park was re-zoned in 1979 from R-2 to R-2D to protect the neighborhood from high density development. Since then, the older homes have steadily been updated/remodeled or replaced in some cases, which was the intent of the re-zoning. As a resident of Huntington Park, I would like to see the process of positive neighborhood evolution continue, with Forest Park remaining a quiet neighborhood with mainly single family homes and duplexes.

I would like to request that the final Anchorage 2040 Land Use Plan remove the proposed higher density land use designation for Forest Park Drive to allow this neighborhood to remain as it is today, zoned R-2D.

Thank you in advance for your consideration.

Sincerely Yours,

  
Jackie Danner  
[jdanner@gci.net](mailto:jdanner@gci.net)  
907.242.7611

## Land Use Plan Map

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**From:** Dael Devenport <dael.devenport@gmail.com>  
**Sent:** Tuesday, November 1, 2016 5:25 PM  
**To:** Land Use Plan Map  
**Subject:** Height and Density Increases

The administration is fast tracking the latest draft Land Use Plan (LUP) leaving little time for neighborhoods to learn about and communicate major zoning changes.

There needs to be a public process to adopt "additional urban design and neighborhood compatibility standards" and community councils need to adopt Neighborhood or District Plans that address height and density in established neighborhoods prior to revising height and density requirements.

It is essential that these "additional urban design and neighborhood compatibility standards" are in place before developers are allowed to add height or density beyond what Anchorage's zoning districts currently call for.

Thank you,

Dael Devenport

*With compassion for all beings*

## Land Use Plan Map

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**From:** Janie Dusel <jdusel@awr-eng.com>  
**Sent:** Friday, October 14, 2016 3:36 PM  
**To:** Land Use Plan Map  
**Subject:** Comments on Draft Land Use Plan Map  
**Attachments:** 87-14.pdf

Hello,

I'm writing with comments regarding the draft Anchorage Land Use Plan Maps, as viewed from your online map gallery. Below are my comments:

- In south Anchorage, there is an undeveloped area west of Prator Road that is shown incorrectly on all of your maps. This area plat (see attached plat 87-14) shows two large tracts (Tracts A and B) that are platted as "Open Space Reserve." The LUPM shows only one of these tracts as open space. The other (Tract A) is shown as buildable land on the Buildable Land Supply map and is not shown as open space on the Parks and Open Space map. This should be corrected. Developing this tract as residential (which is what is shown on the LUPM) would require a re-plat of the area.
- I was able to see the above-described error because I am familiar with this area. However, the mapping could contain many other errors like this one, that would not be easily identified by the general public. The MOA should carefully review the mapping along with plats of undeveloped areas to ensure that other mistakes are corrected before the mapping is finalized.
- The online format of the maps is GREAT! Very user-friendly. Is there a reason the website says to use google chrome? I used Firefox and it seemed to work well.
- I found the Existing Housing Stock Inventory map to be confusing. It wasn't immediately clear that the Planned Residential Development colors were indicating *total* residences, not number per acre. Also, the above-refereed "Open Space" tracts from Plat 87-14 should not be shown as residential on this map.
- On several of the maps, I think the different colors are hard to distinguish. (For example, the many shades of yellow and green.) Is there a way to make the colors more distinguishable?

Thank you so much for your work on this great project!

Best,

Janie Dusel







**RECEIVED**

**NOV - 1 2016**

**PLANNING DEPARTMENT**

**November 1, 2016**

**Tom Davis, Senior Planner  
Jon Cecil, Senior Planner  
Jody Seitz, Associate Planner**

**Commissioners, Planning & Zoning Commission**

**RE: Draft Anchorage 2040 Land Use Plan; Forest Park Drive**

**Attached please find comments from residents of the Forest Park Drive neighborhood concerning the proposed land use change for a portion of Forest Park Drive to "Neighborhood Compact Mixed Residential Low".**

**There is strong opposition to this proposed change and residents request the land use designation remain "Single Family & Duplex". This neighborhood is an older, established area of mixed residential use. Higher density development on the steep, narrow lots would need to be located in the front third to -half of the lots creating a wall-like effect. Eventually this would destroy the woodland character and quality of the area known as Forest Park.**

**The residents of this area request the current designation "Neighborhood Mixed Residential Low" be amended to "Single Family & Duplex" in the final Anchorage 2040 Land Use Plan to be brought before the Anchorage Assembly.**

**Thank you.**

**Property Owners, Forest Park Drive**

## NEIGHBORHOOD PETITION

### OPPOSITION TO PROPOSED LAND USE RECLASSIFICATION FOR FOREST PARK DRIVE

#### Draft Anchorage 2040 Land Use Plan

We the undersigned are residents of the Forest Park Drive neighborhood between Arcadia Drive and Northern Lights Boulevard. The draft Anchorage 2040 Land Use Plan proposes to change the area's land use designation on the west side of Forest Park to higher density from the current R-2D which is single family/duplex. The proposal in the plan would allow:

*"single family, attached single family and small lot housing. Townhouses and smaller multifamily are also considered as long as the area's scale and density is maintained."*

If this language is allowed to remain in the Plan the character of our neighborhood would likely change significantly in the coming years with the addition of higher density multi-unit buildings. We petitioned the Assembly in 1979 to designate the area R-2D to protect the neighborhood. We request the proposed land use change be deleted from the Anchorage 2040 Land Use Plan. We further request this portion of Forest Park Drive remain R-2D to protect the quality of this established and desirable neighborhood.

Maruie: Jan Isaacs      2418 Forest Park Dr.

Richard Weet / Michelle McArthur      2442 Forest Park Dr.

Paul E. Barnett      2226 Arlington Dr. N.

Tatiana      2200 Arlington Dr N.

Edward & Sarah Hattness 2215 Arlington Dr. 99517

Patricia 2253 Forest Park Dr.

Myrna M. Maynard 2237 Forest Park Dr. 99517

Kenneth Maynard 2237 Forest Park Dr. 99517

Chris McConnell 2410/2412 Forest Park Dr. 99517

Jessie Banas 2410/2412 Forest Park Dr Anchorage - 99517

Stanislava Cooper 2255 Forest Park Dr. Anchorage AK 99517

~~Stanislava~~ M.S. Cooper 2255 Forest Park Dr. Anchorage AK 99517

Gene Mueller 2434 Forest Park Dr. 99517

Walter For 2402 Forest Park Dr  
~~Stan~~ MARTIN & STORRY BUSTIE ANCH, AK 99517

Frank & Jackie Danner 2206 Belair Dr. 99517

Frank A. Danner 2206 Belair Dr 99517

October 31<sup>st</sup>, 2016

Re: Anchorage 2040 Land Use Plan

To Whom It May Concern:

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The 2040 plan proposes a change towards higher density land use. I am concerned that this change would encourage developers to invest in this area with the intent to construct multi-family units. Presently, this neighborhood consists of a good mix of a variety of housing categories; higher density would add traffic, parking issues already existing, and mostly would impact property values for the homes already in the area.

The Southern area of Forest Park was re-zoned in 1979 from R-2 to R-2D to protect the neighborhood from high density development. Since then, the older homes have steadily been updated/remodeled or replaced in some cases, which was the intent of the re-zoning. As a resident of Huntington Park, I would like to see the process of positive neighborhood evolution continue, with Forest Park remaining a quiet neighborhood with mainly single family homes and duplexes.

I would like to request that the final Anchorage 2040 Land Use Plan remove the proposed higher density land use designation for Forest Park Drive to allow this neighborhood to remain as it is today, zoned R-2D.

Thank you in advance for your consideration.

Sincerely Yours,

  
Jackie Danner  
[jdanner@gci.net](mailto:jdanner@gci.net)  
907.242.7611

## MEMORANDUM

**TO:** Mr. Tom Davis, Senior Planner  
Municipality of Anchorage

Commissioners, Planning and Zoning Commission  
Municipality of Anchorage

**FROM:** Marnie and Jon Isaacs  
2418 Forest Park Drive

*Jon & Marnie Isaacs*

**RE:** Public Comments  
Draft Anchorage 2040 Land Use Plan

**DATE:** October 31, 2016

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**BACKGROUND:** We have lived at the current address since 1978, and have been pleased to be part of this diverse and integrated neighborhood. The proposed changes presented on the land use map appear to recommend a land use designation of Compact Mixed Residential Low for a section of Forest Park Drive. This would allow "single family, attached single family and small lot housing. Townhouse and smaller multifamily are also considered as long as the areas scale and density are maintained." This designation would likely be vigorously opposed by residents in the area.

In 1979 homeowners along the west side of Forest Park Drive requested and received approval of a re-zone from R-2 to lower density R-2D to protect the residential character of the neighborhood's single family homes and duplexes. The older housing stock on some lots was vulnerable to high density re-development, including ours. The area's homeowners believed the protection offered by R-2D zoning over time would allow improvements and/or replacement of these older homes with newer single family or duplex structures while also protecting the area's quiet neighborhood characteristics. An additional consideration was avoiding an increase in traffic volume associated with higher density development in an area used by joggers, bicyclists and pedestrians. Since that time, new single family homes have been constructed in this specific area and substantial improvements have been made to existing single family and duplex residences, enhancing the Forest Park Drive neighborhood as a desirable area to live.

**BASIS FOR ARGUMENT:** The proposed land use designation of Compact Mixed Residential Low is inappropriate on the west side of Forest Park Drive specifically because:

- Higher density residential is not compatible with this residential area;
  - Existing inventory is 1-2 stories, not three
  - Existing inventory is largely single family/duplex, anything larger would overwhelm the “area’s scale”;
  - There are no vacant lots or abandoned buildings in this area so higher density would require destruction of current housing.
- The lots in this area are narrow, long and drop off steeply to the Fish Creek floodplain which limits the actual square footage available for higher unit development.
  - The area is in seismic zone 4
  - Seeps and springs in the slope bordering Fish Creek create unstable soils
  - The designated floodplain boundary prohibits development and location of the required parking areas.
- Higher density residential development will add traffic and create unsafe access/egress conditions

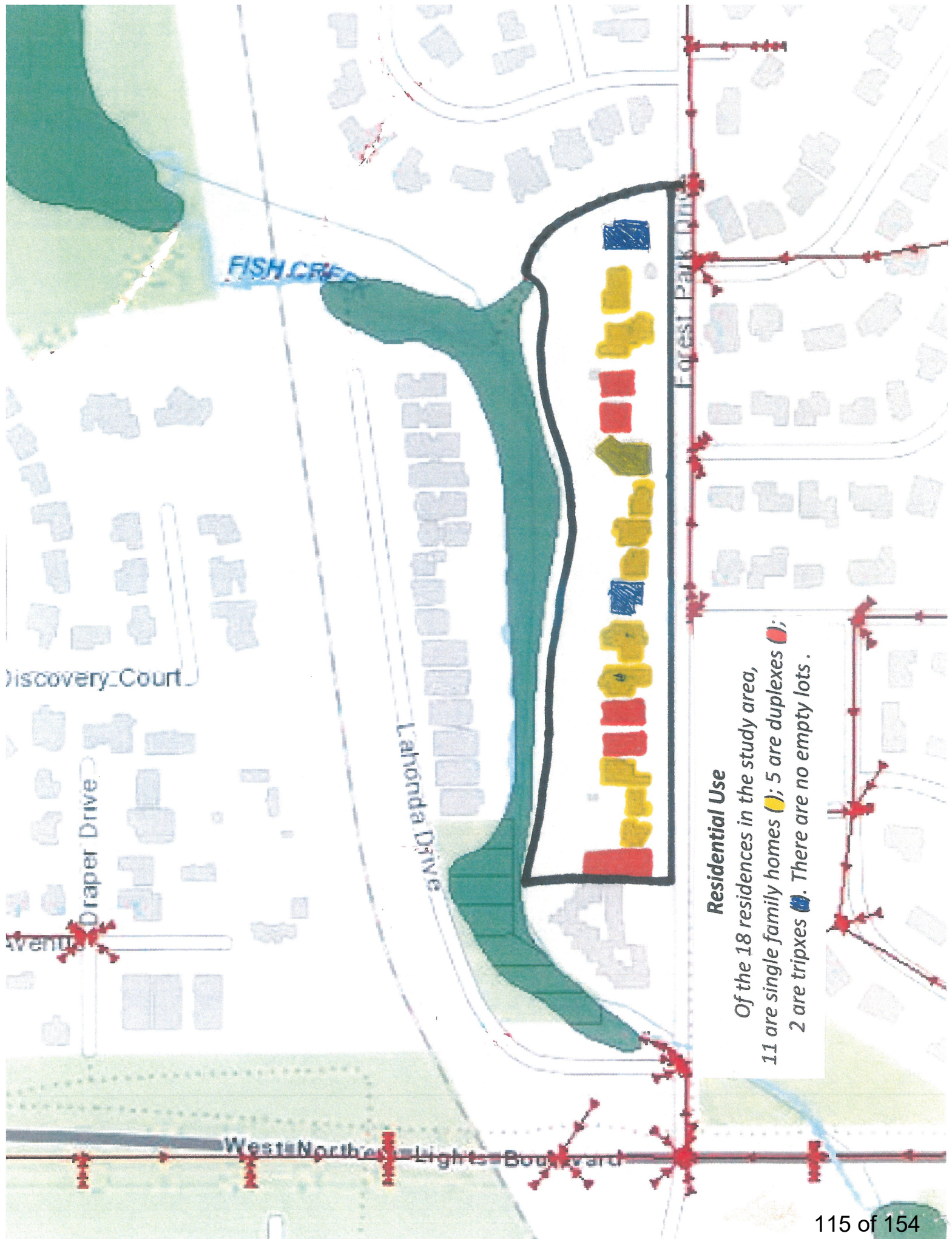
Due to the extremely compressed public comment period for citizens to review the final draft of this plan, not all of the area’s property owners could be contacted. The attached petition reflects unanimous opposition by those homeowners that could be contacted, including nearby homeowners accessing Forest Park Drive from Huntington Park.

**CONCLUSION:** We request the designation of Compact Mixed Residential Low in the Draft 2040 Land Use Plan be removed from the Forest Park Drive properties and that the area remain designated for Single Family and Two Family structures. This would be in keeping with the area’s existing mixed residential land use and maintain the quality and character of the neighborhood.

Attachments:

- Current residential use of the Forest Park Drive area under review





**Residential Use**

Of the 18 residences in the study area,  
11 are single family homes (yellow); 5 are duplexes (red);  
2 are triplexes (blue). There are no empty lots.



Jordan and Susan Marshall  
2336 Forest Park Drive  
Anchorage, Alaska 99517

Messrs. Tom Davis, Jon Cecil and Ms. Jody Seitz  
Long-Range Planning Division  
Planning Department  
P.O. Box 196650  
Anchorage, AK 99519-6650

**Subject: Draft Anchorage 2040 Land Use Plan – West Anchorage District Plan (WADP) – Turnagain/Spenard Land Use Detail**

To Whom It May Concern:

The Draft Anchorage 2040 Land Use Plan for West Anchorage, Turnagain/Spenard proposes to change a stretch of the southern west side of Forest Park to higher density land use designation. There are several reasons this is problematic.

First, the current R-2D, which is single family/duplex, is currently consistent on both sides of the street and further north up Forest Park. What could possibly be the justification for selecting one side of the street, and only the southern half of Forest Park, for higher density housing? This is an established neighborhood. Singling out one section arbitrarily is oddly discriminatory.

Second, among the goals of the Draft Anchorage 2040 Land Use Plan is to “encourage redevelopment of underutilized land.” However, the plan appears to overlook the fact that more than half the land on the parcels along this length of Forest Park Drive is unsuitable for construction. The back half of the properties are comprised of wetland and bluff. To suggest that these properties can accommodate Residential (Low-Medium Intensity) construction is to suggest it is possible to put 6 to 10 units on footprints smaller than ½-acre.

Third, another goal of the Draft Anchorage 2040 Land Use Plan is to “maintain the density and character of established residential areas.” How does one designate this length of Forest Park Drive as higher density while at the same time state in the same document, “[higher density is achievable] as long as the area’s scale and density is maintained.” Higher density is not compatible with maintaining current density. This illogical juxtaposition of definitions is both troubling and ambiguous, and should be rectified before any new designations along this length of road are approved.

Thank you for your consideration.

Regards,

Jordan and Susan Marshall  
Property Owners, Taxpayers

*E-mailed by  
Marshall's to MOA*

## Land Use Plan Map

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**From:** J Pennelope Goforth <cybrrcat@gmail.com>  
**Sent:** Sunday, October 30, 2016 5:12 PM  
**To:** Land Use Plan Map  
**Cc:** Kurt Marsch; lynnepaulson@gmail.com  
**Subject:** Comment on Land Use Plan in South Addition

To Whom It May Concern:

As a resident (F & 11th and before that 10th & Barrow) of the area on and off for 16 years I would like to see a lot more time for public comment on this plan. I only heard about some of the issues that relate to this neighborhood two days ago.

My comments are specifically:

1. Draft LUP p. 29: I like our neighborhood without huge multi-story buildings which change the character totally. We are mainly single family dwellings or duplex/4 plex and I like it that way. You can see the sky and sometimes even the aurora. Four stories high means more traffic, more crime, more people, and will change the look and feel of our community. I say NO to higher buildings. Build higher multi-dwellings out around 3rd or 4th beyond Cordova. Lots of room out there with derelict buildings already.
2. Draft LUP p. 28: Ditto. I don't want to see more density of the kind multi-dwellings at 4 stories and above will bring. One of the charms of the area is the fact that many properties have lovely gardens and open lawns that give the area a nice feel and make it family friendly. Again, there are many other places within a half mile as mentioned above where derelict buildings and houses already exist and could be better utilized as opposed to tearing down livable properties in South Addition to build taller and bigger developments.
3. Draft LUP p. 62: Yes, protect us from these incursions! I join my neighbors in calling for calling first for a public process to adopt "additional urban design and neighborhood compatibility standards" and bring in the SACC and hold public hearings and do the democratic thing and take a vote before skidding any of these plans past the residents without adequate notice.
4. I'd also like the LUP to include protections from crime. One possibility is giving property owners rebates and or reimbursements for installing crime-preventing lighting on their properties. It isn't very pricey (less than \$100 in many cases for several lights) and a few more lights in the alleys and streets have been proven to reduce crime.

Thank you for considering the voice of the local residents!

Cordially yours,

J. Pennelope Goforth

"Hello wind! Have you kissed my son's cheek? Have you brought a message from him? Is he happy out there? I know he is! What's inside his mama is inside of him, I've seen it in his eyes. Aningaa that exquisite corruption, that love of the sea! "

*-Piama Oleyer*

<http://seacatexplorations.com/>

SeaCat Explorations:

Adventures in Alaska's Maritime History

POB 240165

Anchorage, AK 99524-0165

Tel: 907.227.7837

## Land Use Plan Map

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**From:** John Havelock <jehavelock@yahoo.com>  
**Sent:** Friday, October 28, 2016 5:19 PM  
**To:** Land Use Plan Map  
**Subject:** Objection

We (Mona and I), object to the allowance of 4th stories within a quartermile of downtown. South Addition is largely a single family neighborhood and many houses have bits of view which will disappear. It is a neighborhood made up largely of single story or two story homes. Let's keep it that way. John and Mona Havelock

**Davis, Tom G.**

---

**From:** Dianne Holmes <dianneholmes@alaska.net>  
**Sent:** Wednesday, October 5, 2016 2:04 PM  
**To:** Seitz, Jody L  
**Cc:** Davis, Tom G.  
**Subject:** LUPM comments and corrections needed

Jody,

I am now looking at the maps on the map gallery page and have the following questions and comments that I hope you will include in your I/R:

1. Existing Residential density LU-2, show a lot of blue parcels which the legend says is "public institutional use." I wasn't aware of this and wonder what it means.
2. The legend on LU-2 says the blue hatched areas are "UCIOA or MCH Lot" What do these codes stand for?
3. The Area Specific Plans map does not include the Potter Valley Land Use Analysis Study (PVLUA) which was adopted as an element of the Comp Plan in 1999.  
Because the HDP has not been fleshed out with details to handle its goals/policies, and because the PVLUA does have specifics that cover certain critical parcels (held by HLB), it is important to include the PVLUA with the HDP in this map.
- 4 The BL-3 Buildable Land Supply map shows Section 36 as being "Designated Future Parkland." Please note that the park has already been dedicated. Please delineate as a park.
5. BL-3 has repeated the mistake from prior maps in the Potter Valley area for the boundary of areas that will not be receiving public water. Please see map 5.8 in the HDP and the text of p. 5-33. Correct the base map and all subsequent maps that reflect this mistake. Public water will not be available east of the new sewer boundary.
- 6 BL-3 Buildable Land Supply shows (when blown up), a series of trails across SE Anchorage and across private property. This GIS project some years ago erroneously included these 'social trails' on base maps and they should NOT be shown. No social trails on private property should ever be reflected on MOA maps. Only designated trails in parks and greenbelts should be shown. Remove these trails from the base map--particularly east of Pickett St and NE from there. Also remove social trails south of Little Rabbit Cr to Sandpiper and south of Paine Rd. Ensure that other maps in the LUPM series do not reflect these social trails--particularly the Area Specific Plans map among possible others.
7. Implementation Actions Map shows blue hatching for "Special Study Areas."  
Neglected are the three special study areas from the HDP for SE Anchorage.  
Please include these areas--see HDP map 4.1.
8. Parks and Open Space (CI-6) reflects that Sec 36 park (southern half) is designated for open space use. The Master Plan for Sec 36 states that this area (and the rest of the park) will be developed with trails. Please reflect on the map that Sec 36 is a Community Use Park and that it is a dedicated park.
9. Parks and Open Space (CI-6) reflects an orange colored arch across Potter Cr. I believe this is a platted walkway easement held by the MOA, not private land. Please recheck your other maps and other documents.

10. Zoning map does not reflect that Sec 36 is a dedicated park.

11. Zoning map colors imply multi-family or two-family residential area for lower Potter Creek area and in the area between Villages Scenic Pkway and Miller Dr. This must be a mistake. Please reconfirm and correct.

12. The colors on most of the map legends are very difficult to discern. They are too much alike to figure out what they mean.

13. Community natural assets map shows a red-lined area within another red-lined area in the vicinity of Our Own Lane and the Old Rabbit Creek Park Greenbelt.

What does the interior red line mean in relation to the outer line?

14. Replace the prior legend comment, "See the HDP text) on all pertinent maps (including the LUPM) where residential zoning and density is displayed. This important comment was placed on earlier versions after community councils requested this change. Please bring back this note. The maps are too hard to understand because of similar colors and the size of the maps does not allow for specific information about density/zoning. It is disheartening to find that once council comments have been addressed, that they then are changed. This makes a lot more work for councils who have to re-invent the wheel and read every single line of the document again.

## Land Use Plan Map

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**From:** Genevieve Holubik <frogstop@gci.net>  
**Sent:** Monday, October 31, 2016 1:18 PM  
**To:** Land Use Plan Map  
**Subject:** comments on draft Land Use Plan

While I do not think of “density” as a dirty word, recognizing it as one of the defining characteristics of a city, and know that it can be achieved and result in a high quality of life for neighborhood and city residents, I also know that density achieved with “site condo” characteristics is WRONG! Access roads too narrow for fire and police protection, buses, and snow removal, and parking too limited in length and width and number of spaces so that it also limits access and forces residents to park on public streets outside their “condo” area puts the problem on all of us while developers go away with higher profits at our expense. Height is another characteristic of city that can promote quality of life or lead to its degradation, especially in latitudes such as Alaska’s where daylight is limited and not generally from directly overhead resulting in long and strong shadows and shading. Covering all open space with parking is not an answer, especially given our icy surfaces which provide unsafe footing for both autos and people.

Anchorage needs urban design standards that address our weather realities in ways to make this a city we can all be proud to call our city, and neighborhood compatibility standards that result in all neighborhoods being places we are all proud to call home. And Anchorage needs these standards in place before a Land Use Plan is finalized. We do to allow for innovation in design and financing that results in high quality homes at all price points and community, not just higher profits and more of the same old same old. Too many people that I have met as they come to this town have said as their first remarks - “this town is ugly, good you’ve got the mountains to look at” or “where’s your architecture?” or “they wouldn’t let me build this where I come from”. We can and must do better than we have.

Thank you for your time and attention. This is not an easy task you - we - have. We can do it.

Genevieve V Holubik  
1700 Nunaka Dr  
Anchorage, AK 99504

907-337-0703  
frogstop@gci.net

## MEMORANDUM

**TO:** Mr. Tom Davis, Senior Planner  
Municipality of Anchorage

Commissioners, Planning and Zoning Commission  
Municipality of Anchorage

**FROM:** Marnie and Jon Isaacs  
2418 Forest Park Drive

*Jon & Marnie Isaacs*

**RE:** Public Comments  
Draft Anchorage 2040 Land Use Plan

**DATE:** October 31, 2016

We have reviewed the draft Anchorage 2040 Land Use Plan and offer the following comments. These comments are restricted to the proposed land use designations contained on the map found on page 19 of the draft and only address the proposed changes as they apply to the west side of Forest Park Drive.

**BACKGROUND:** We have lived at the current address since 1978, and have been pleased to be part of this diverse and integrated neighborhood. The proposed changes presented on the land use map appear to recommend a land use designation of Compact Mixed Residential Low for a section of Forest Park Drive. This would allow "single family, attached single family and small lot housing. Townhouse and smaller multifamily are also considered as long as the areas scale and density are maintained." This designation would likely be vigorously opposed by residents in the area.

In 1979 homeowners along the west side of Forest Park Drive requested and received approval of a re-zone from R-2 to lower density R-2D to protect the residential character of the neighborhood's single family homes and duplexes. The older housing stock on some lots was vulnerable to high density re-development, including ours. The area's homeowners believed the protection offered by R-2D zoning over time would allow improvements and/or replacement of these older homes with newer single family or duplex structures while also protecting the area's quiet neighborhood characteristics. An additional consideration was avoiding an increase in traffic volume associated with higher density development in an area used by joggers, bicyclists and pedestrians. Since that time, new single family homes have been constructed in this specific area and substantial improvements have been made to existing single family and duplex residences, enhancing the Forest Park Drive neighborhood as a desirable area to live.



**BASIS FOR ARGUMENT:** The proposed land use designation of Compact Mixed Residential Low is inappropriate on the west side of Forest Park Drive specifically because:

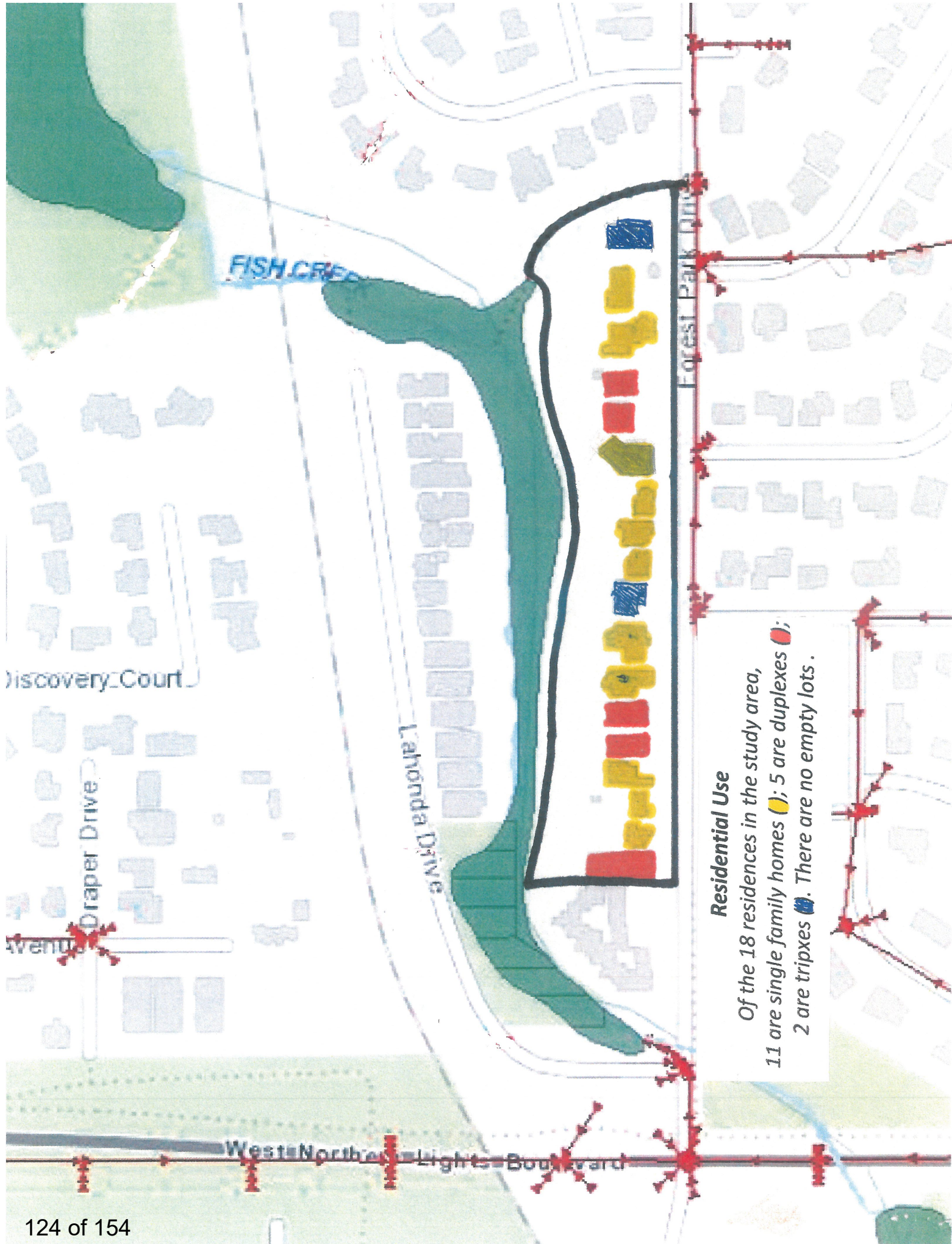
- Higher density residential is not compatible with this residential area;
  - Existing inventory is 1-2 stories, not three
  - Existing inventory is largely single family/duplex, anything larger would overwhelm the “area’s scale”;
  - There are no vacant lots or abandoned buildings in this area so higher density would require destruction of current housing.
- The lots in this area are narrow, long and drop off steeply to the Fish Creek floodplain which limits the actual square footage available for higher unit development.
  - The area is in seismic zone 4
  - Seeps and springs in the slope bordering Fish Creek create unstable soils
  - The designated floodplain boundary prohibits development and location of the required parking areas.
- Higher density residential development will add traffic and create unsafe access/egress conditions

Due to the extremely compressed public comment period for citizens to review the final draft of this plan, not all of the area’s property owners could be contacted. The attached petition reflects unanimous opposition by those homeowners that could be contacted, including nearby homeowners accessing Forest Park Drive from Huntington Park.

**CONCLUSION:** We request the designation of Compact Mixed Residential Low in the Draft 2040 Land Use Plan be removed from the Forest Park Drive properties and that the area remain designated for Single Family and Two Family structures. This would be in keeping with the area’s existing mixed residential land use and maintain the quality and character of the neighborhood.

Attachments:

- Current residential use of the Forest Park Drive area under review



## Land Use Plan Map

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**From:** Jacquelyn Korpi <jrkorpi@fastmail.com>  
**Sent:** Monday, October 31, 2016 9:32 PM  
**To:** Land Use Plan Map  
**Subject:** 2040 Land Use Plan - South Addition

To Whom It May Concern,

"Fast-tracking" the 2040 Land Use Plan leaves Anchorage residents little time to learn of, review, and/or respond to proposed zoning changes affecting their neighborhoods.

The idea to increase height and density in South Addition is particularly detrimental. These are among the oldest city streets in Anchorage and should be, as much as possible, preserved in their existing dimensions. This community is well-proportioned for its size, the neighborhood is not equipped for major traffic increase and the city is already unable to provide law enforcement for the existing population.

These plans certainly favor mercenary developers over locals who have lived here decades and sometimes lifetimes. I strongly urge the planning committee to reconsider these proposals and to extend the window for comments.

Jacquelyn Korpi

## Land Use Plan Map

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**From:** M.G. Langdon <mgerardl@hotmail.com>  
**Sent:** Monday, October 31, 2016 7:32 PM  
**To:** Land Use Plan Map  
**Subject:** 'by right' height & density increases near Town and City Centers.

Dear Planning & Zoning committee members:

I have been a resident of the Bootlegger Cove area for the past 13 years. I am writing because I am concerned about some of the Anchorage 2040 land use proposals and about the notion of fast tracking the latest draft.

I would like to make the following two points for your consideration.

- 1) I am concerned with the concept of fast tracking any government legislation. That terminology and process smacks of trying to pull a fast one on the unsuspecting, and getting something through the legislative process surreptitiously. I also cannot understand why land use planning proposals would ever need to be fast tracked; especially now at the beginning of winter, and in the state and local environment of a downturned economy.
- 2) I am concerned about the following proposal: “Areas within a quarter mile walking distance of Town Centers and City Centers may allow up to a fourth story.” 9/25/16 Draft LUP p. 29”. I do not want to see the max height restriction in Bootlegger Cove increased beyond what it is currently (I believe it is at 35’ currently). As my education did not include learning the language of municipal codes, it is difficult for me to decipher the intricacies of the proposals, though I will continue to study them. I have attended public forums several months ago with colorful maps about the current view and future thoughts about how Anchorage could (?will) develop. I found the information to be broad brush, thus difficult to discern from the map if where I live could be impacted by the change in height proposal. However, as best I can tell from the colorful muni map my neighborhood would be impacted by the above proposal. Even if I misread the map, I do want to give voice to my view. I urge PZC not to increase height restrictions as proposed. There are likely others in different neighborhoods with similar concerns. We all deserve time to review concrete, user-friendly proposals, and to be meaningfully heard.

I have also communicated my thoughts to the mayor’s office as well as my assemblyman.

Thank you for your consideration.

Sincerely yours,

Mary G. Langdon, M.D.



29 October, 2016

Jordan and Susan Marshall  
2336 Forest Park Drive  
Anchorage, Alaska 99517

Messrs. Tom Davis, Jon Cecil and Ms. Jody Seitz  
Long-Range Planning Division  
Planning Department  
P.O. Box 196650  
Anchorage, AK 99519-6650

**Subject: Draft Anchorage 2040 Land Use Plan – West Anchorage District Plan (WADP) –  
Turnagain/Spenard Land Use Detail**

To Whom It May Concern:

The Draft Anchorage 2040 Land Use Plan for West Anchorage, Turnagain/Spenard proposes to change a stretch of the southern west side of Forest Park to higher density land use designation. There are several reasons this is problematic.

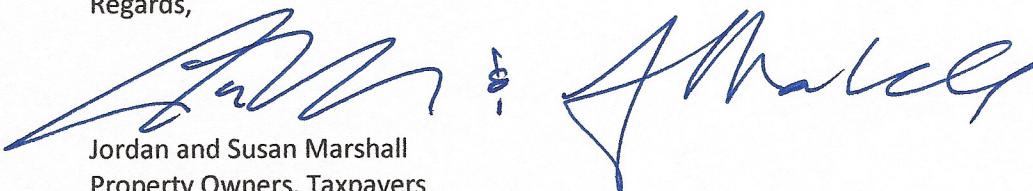
First, the current R-2D, which is single family/duplex, is currently consistent on both sides of the street and further north up Forest Park. What could possibly be the justification for selecting one side of the street, and only the southern half of Forest Park, for higher density housing? This is an established neighborhood. Singling out one section arbitrarily is oddly discriminatory.

Second, among the goals of the Draft Anchorage 2040 Land Use Plan is to “encourage redevelopment of underutilized land.” However, the plan appears to overlook the fact that more than half the land on the parcels along this length of Forest Park Drive is unsuitable for construction. The back half of the properties are comprised of wetland and bluff. To suggest that these properties can accommodate Residential (Low-Medium Intensity) construction is to suggest it is possible to put 6 to 10 units on footprints smaller than ½-acre.

Third, another goal of the Draft Anchorage 2040 Land Use Plan is to “maintain the density and character of established residential areas.” How does one designate this length of Forest Park Drive as higher density while at the same time state in the same document, “[higher density is achievable] as long as the area’s scale and density is maintained.” Higher density is not compatible with maintaining current density. This illogical juxtaposition of definitions is both troubling and ambiguous, and should be rectified before any new designations along this length of road are approved.

Thank you for your consideration.

Regards,

The block contains two handwritten signatures in blue ink. The signature on the left is more stylized and cursive, while the one on the right is more legible and appears to be 'J. Marshall'. There is a small blue mark between the two signatures.

Jordan and Susan Marshall  
Property Owners, Taxpayers

**RECEIVED**

October 26, 2016

OCT 28 2016

PLANNING DEPARTMENT

Long-Range Planning Division  
Planning Department  
P.O. Box 196650  
Anchorage, AK 99519-6650

and via email: [landuseplanmap@muni.org](mailto:landuseplanmap@muni.org)

Re: Anchorage 2040 Land Use Plan (2040 LUP)

Subj: Error in Map LU-2

Dear Planners,

Please correct the error in the Existing Residential Density Map (LU-2), which incorrectly identifies our private R-6 Residential lot as Public Institutional Use.

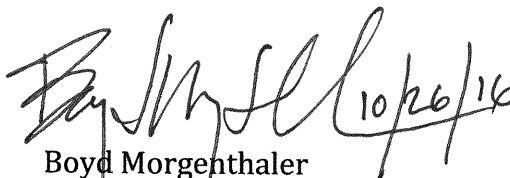
Our property is Lot 2, Block 8 Skyway Park Estates, parcel 019-201-09-000. This is private land in active use and we have no intention of converting it to public land; nor has any such conversion from private to public use ever been advanced to us.

On Existing Residential Density Map (LU-2), our property is shaded blue, indicating Public Institutional Use. We trust that this is a simple graphics error. The correct shading should be gray, indicating vacant land.

Please correct this mistake before issuing the final Anchorage 2040 Land Use Plan document.

In the event that the Municipality has a different intent in this matter please contact us in writing immediately.

Sincerely,



Boyd Morgenthaler  
1180 Shore Drive  
Anchorage, AK 99515

907-249-6523  
[Morgenthaler@gci.net](mailto:Morgenthaler@gci.net)

October 16, 2016

Planning and Zoning Commissioners  
Hal Hart, Director, Planning Department  
Tom Davis, Senior Planner

RE: comments on public review draft of 2040 Land Use Plan

Please consider the following revisions to the draft Land Use Plan map. I apologize for discrepancies in the formatting: I'm traveling.

General comments:

1. Transportation land use. Denser land use development MUST be accompanied by a concerted shift in the transportation system. MOA's and AMAT's current emphasis on more lanes and more interchanges does not support compact land use, does not reduce vehicular emissions, and does not benefit non-driving residents. Where is the analysis of the percent of Anchorage land that is occupied by parking lots, private parking areas, and roadways? How does Anchorage to other cities in our ratio of transportation acreage to all acreage?
2. Watershed and riparian lands. The LUP maps should portray riparian/watershed resources. The Actions Checklist should promote protection of riparian corridors and wetlands as part of future land use. Southeast Anchorage, especially, relies on watershed function because of onsite wells and septic systems. HLB should NOT enter the wetlands mitigation bank business; HLB has the unilateral and much- faster ability to protect municipal wetlands through conservation easements or dedication of parks and watersheds, and the LUP should direct HLB to do so.

GOALS

Page 10

Goal 1 is vague and incomprehensible. It refers to a collective vision for the future, but this isn't specifically laid out in this text. Revise Goal 1 so that it specifically refers to the land use pattern, which is the purpose of the LUP.

Goal 1. Anchorage achieves residential and commercial growth in a pattern that [WHICH] improves transportation efficiency, community resiliency and citizens' quality of life [BY SUPPORTING THEIR VISION FOR THE FUTURE].

Anchorage's Growth Strategy, Goal 1, Page 11

Rezoning must be compatible with Neighborhood/District Plans. LUP 1.4 gives greater authority to the LUP. The smaller scale of Neighborhood/District Plans is intended to resolve and minimize land use conflicts, and therefore the LUP should not be given override authority. Reword LUP 1.4 so that the area-specific plans are the first authority for re-zoning decisions. Policy 4 of the 2020 Comp Plan states that the "Rezoning Map shall ultimately be amended to be consistent with the adopted Neighborhood and District Plan Maps."

Page 13

LUP 4.1 is vague. Reword it:

LUP 4.1 Provide sufficient areas to meet the diverse housing needs of Anchorage's citizens, where the residential neighborhood character and cohesion is defined and preserved [INTEGRITY IS PROTECTED FROM ENCROACHING ACTIVITIES]. 'Encroachment' has specific legal meanings. 'Integrity' is vague. 'Neighborhood character' is a common term, and is supported in the 2020 Comp Plan.

Comments on draft LUP - Nancy Pease  
10-16-16



Page 16

Goal 8 is incomplete. It doesn't note the watershed and habitat values of parks and open spaces—which have inherent value, beyond real estate value. None of the other goals mention habitat or watershed protection. That is a glaring omission in a city that is proud of its natural setting and Big Wild Life. Add those values.

Goal 8. Anchorage maintains, improves, and strategically expands parks, greenbelts, riparian corridors, and trail corridors to protect natural hydrology and habitat, and enhance land values, public access, neighborhoods, and mixed-use centers.

Land Use Designations, Page 26

Large Lot Residential, Density: "Where delineated in the HDP, this designation also includes subdivisions with half-acre or larger sized lots with flexibility for slightly smaller size lot, at densities up to three units per gross acre." Delete 2nd half of sentence which would allow 3 DUA densities. If designated at ½-acre, maintain that minimum.

Strategy 10: Systematic Monitoring and Amendment of this Plan, Page 57

Amendment of the Land Use Plan should include public input.

Refer specifically to "amendment via public process" in this paragraph.

Page 60

Goal 1-1 Add green infrastructure to the inventory database

Actions Checklist III: Centers and Corridors

Page 50 (of draft)

Add a new Action III-8: Require minimum FAR for commercial -zoned lands in Centers and Corridors. This is a parallel intention to requiring minimum residential densities in certain zones. Currently, commercial centers are allowed to build sprawling, inefficient, one-story buildings, such as Huffman Business Park.

Page 62

Goal 4-7 Add specific language that "small-lot housing will be approved as part of a Planned Unit Development, Planned Re-development, or Conservation Subdivision to ensure that common open space, circulation, and parking are sufficient." Add specific maximums for Floor-Area Ratio (FAR) to deter monster houses on small lots.

Page 63

In infill areas and areas of proposed higher density, the quality of life and work environment will depend on accessible open space. Action Section 8 should have a new Action item for no-net loss of park lands, similar to no-net loss of residential lands (4-13); and a new Action item for revisions to Title 21 to protect--not reduce--common open space. Recent revisions to T21 have chipped away at common open space and landscaping.

Action 5-3, Develop an updatable asset inventory . . . designated for growth, Page 63

In the proposed asset inventory of Anchorage's infrastructure, include green infrastructure: riparian corridors; wetlands and other natural hydrology features that provide water recharge and water filtration; important natural habitat connections. Without this data prominently shown on maps, there will be more unilateral actions like the moose fence that DOTPF erected along Minnesota Blvd.

Comments on draft LUP - Nancy Pease  
10-16-16

Action 7-5: Adopt a Hillside Conservation Subdivision Ordinance, Page 64

Add the words: " following the criteria and the Built-Green Infrastructure in the HDP." The HDP has specific density bonuses and these should be respected.

Action/Section 7 is mis-named. It should be called Commercial Lands Prioritization, not Industrial Lands Prioritization.

This section sanctions rezoning that will deplete and dilute the industrial land base. These actions seem contradictory to earlier chapters that state the importance of an industrial lands bank.

Action 7-1. Do not allow a Targeted Area Rezoning of the TSAIA land on the west end of Raspberry Road adjacent to Kincaid Park and neighborhoods. The airport and the former Kulis Nat'l Guard base offer other developable land with better road access and fewer land use conflicts.

Action 7-2 and 7-3. Do not rezone industrial lands to commercial use along south C Street and North C Street. These re-zones create sprawl: especially on South C Street. South Anchorage already has Dimond Center, O'Malley Center, and Abbott Center in close proximity to the South C Street area. Target & Cabellas have already usurped industrial land--stop right there.

Goal 8-1 The creek corridors and wetlands that have potential for restoration or public acquisition should be shown on the asset inventory and on Map 2 (Natural Community Assets).

Action 8-8: Determine which municipal parks are not . . . full dedication status, Page 65

The phrase "potential nomination to full dedicated [park] status" indicates that all parks may not be dedicated. Remove the word "potential" and state that undedicated parks will be dedicated.

Action 9-1

Change this action to specify that HLB will apply conservation easements to municipally-owned wetlands that provide public benefits or maintain the natural hydrologic functions of re-charge, water quality, and wildlife habitats. HLB can protect wetlands WITHOUT a wetland mitigation bank. The effort to collect funding for protect municipal land simply diverts funding that could protect private wetlands and yield public benefits.

Action IX-3. This is a vague directive on stream setback ordinances. Specify that setbacks should be expanded to 50-feet or greater throughout the Municipality. I hope the intent is not to weaken stream setbacks.

Add a new Action IX-4. Amend T21 to create incentives in future subdivisions and redevelopment areas to create open space tracts along riparian corridors and wetlands. Tracts, whether transferred to the MOA or held in common ownership, offer more protection than setbacks on private parcels. T21 recognizes a similar situation with transportation corridors: ROWs are favored over easements.

Thank you for your consideration.

Signed, Nancy Pease  
19300 Villages Scenic Parkway

Comments on draft LUP - Nancy Pease  
10-16-16

## Land Use Plan Map

---

**From:** sramseyoffice@gmail.com on behalf of Sandra Ramsey <sramsey@alaska.net>  
**Sent:** Monday, October 31, 2016 11:35 PM  
**To:** Land Use Plan Map  
**Subject:** Comments on Draft LUP

RE: Draft Anchorage 2040 Land Use plan

To Whom It May Concern:

My name is Sandra Ramsey. I've been an Anchorage resident for 49 years, a South Addition resident for 27 years.

I have a BS in Interior Design and Housing from Drexel University, Philadelphia, PA and a MAT from Alaska Methodist University, Anchorage AK. For the past 34 years my profession has involved designing livable spaces.

My comments pertain to the downtown area and South Addition.

Item 2.2, page 28

One reason South Addition is desirable is because of the individual open spaces surrounding older houses; lawns, flowers and trees. Adding density to this area doesn't contribute to desirability. Years ago, in downtown - north of the Park Strip, there were many multi occupant, small, housing opportunities. Many of these catered to young, vibrant occupants who gave our city a can do atmosphere. Almost all have been demolished instead of being re built or remodeled, changing the dynamics and atmosphere of downtown. Often, downtown has ugly parking lots in their place. I assume the land owners are waiting to build tall commercial buildings; in some cases they've been waiting 30 years. Maybe it's time for a public/private partnership to develop parcels north of the Park Strip for smaller size (under 1000 square feet), more dense housing with roof top gardens. Existing national polls show young professionals and retired citizens welcome and support low maintenance housing within walking distance of grocery, bakery and department stores, parks, arts centers and restaurants.

Item 2.2, page 29

4 story structures will damage the look and livability of the South Addition. The Land Use planning Map (LUP) should to take into account our extreme sun angles throughout the year. Allowing taller buildings in an existing low rise residential area blocks winter sun from existing adjoining homes and public areas. This was addressed in planning that was done years ago - and should be continued. In South Addition, legal, newer 3 story homes are blocking winter sun from their northern neighbors; winter access to sun on the park strip is already being limited. As of mid-October, the new construction on 10<sup>th</sup> Avenue, between H and I streets, has blocked the sun on the Park Strip south sidewalk for half of that block. As the sun gets lower on the horizon and we have more snow and ice, that part of the sidewalk and park will be in shadow (cold and possibly very slippery) for 4 months of the year. Additional higher construction (blocked sun), in South Addition, will inhibit some residents from walking to local destinations during the winter and destroy one of the LUP reasons for choosing to live in this part of town.

#### Miscellaneous

There are many places in the 9/25/2016 Draft LUP that address the need to meet "compatibility" standards. I've been unable to find a definition of compatibility standards in the LUP document. If these standards do not exist, they should be developed and approved prior to the Draft LUP approval to eliminate confusion. If they exist, they should be easily identified.

Thank you

--

Sandra Ramsey Associates  
200 West 34th Ave. #110  
Anchorage, AK 99503

907-278-6916 - Voice  
907-278-6919 - Fax  
[sramsey@alaska.net](mailto:sramsey@alaska.net)

I am writing to update submit my comments on the latest draft of the Land Use Plan (LUP) with respect to height & density increases in South Addition.

Firstly, I am concerned that the administration is fast tracking the latest draft with little time for neighborhoods to learn about and communicate major zoning changes.

Specifically with respect to my neighborhood, South Addition, these include the following changes from the 9/25/16 Draft LUP :

1. "Areas within a quarter mile walking distance of Town Centers and City Centers may allow up to a fourth story." 9/25/16 Draft LUP p. 29

And,

2. "To provide greater housing opportunities, areas up to a half mile from designated City Centers may allow increased density. This is subject to compatibility standards for scale, design, lot coverage, setbacks, and alley driveway access." 9/25/16 Draft LUP p. 28

As a South Addition homeowner and resident for 26 years, I do not support either of these provisions. Increases in building height and density in south addition will further impact the unique character of our neighborhood and the noted historical significance of South Addition, An ongoing problem, increasing vehicular traffic, has not been addressed, but will be exacerbated by the proposed zoning changes. Many US cities support thriving single family neighborhoods in downtown areas and provide a model for building sustainable neighborhoods without the loss of character and quality of life that the proposed zoning would incur. South Addition is a desirable neighborhood with mixed economic demographics that attracts families, retirees, professionals and vibrant diversity. I do not support any zoning changes that will detract from this unique character.

Janine Schoellhorn

1302 G St,  
Kjschoellhorn@gmail.com

## Land Use Plan Map

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**From:** John Thurber <john@alaskatravel.com>  
**Sent:** Monday, October 31, 2016 3:25 PM  
**To:** Land Use Plan Map  
**Subject:** Comment on the 2040 Draft Land Use Plan dated Sept 25, 2016

Dear Land Use Planners,

As a resident of South Addition, I am concerned about the specific portion of the Draft 2040 Land Use Plan that allows a fourth story to be added to buildings within areas of South Addition. This is the specific section that I object to:

“ Areas within a quarter mile walking distance of Town Centers and City Centers may allow up to a fourth story” 9/25/16 Draft Land Use Plan page 29

This variance will allow building with four stories to be developed in the South Addition Neighborhood that will significantly undermine the character of South Addition. Four story buildings are not reflective of compatible infill or redevelopment in South Addition. Four story buildings will not improve the quality of life for the residents of South Addition.

I am requesting that the Four Story variance be removed from Compact Mixed Residential – Medium Land Use Designation in the 2040 Land Use Plan.

Sincerely,

John Thurber  
746 West 16<sup>th</sup> Avenue  
Anchorage, AK 99501

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John Thurber  
Alaska Tour & Travel/The Park Connection  
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<http://www.facebook.com/AlaskaTourAndTravel>

## Land Use Plan Map

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**From:** Fred Traber <fredtraber@gmail.com>  
**Sent:** Sunday, October 30, 2016 2:36 PM  
**To:** Land Use Plan Map  
**Subject:** Comments on the 2040 LUP

### **Comments from Fred Traber on the draft *Anchorage 2040 Land Use Plan (2040 LUP)*, submitted October 30, 2016**

Anchorage Planning Director Hal Hart introduces the 2040 LUP, in part, with this comment: “To ensure efficient and equitable growth within our limited geographical area, Anchorage will need to maximize land use efficiencies while protecting and enhancing our valued neighborhood characteristics and natural resources.”

As a property owner in the unique and fragile area known as Bootlegger’s Cove (South Addition), I am focused on his words “protecting” and “enhancing”. Since I am not a land use specialist, I found the 2040 LUP a complicated read and challenging to apply to my specific neighborhood.

However, I do recognize the importance of *a public process*. Property owners are taxpayers and we must be afforded the opportunity to be part of any government process which affects us. I suggest that a plan which may well influence the value of my property and the quality of my neighborhood needs to have a public process built-in.

With that in mind, I reviewed the 2040 LUP. I looked for ways where I would be able to help “protect” and “enhance” Bootleggers Cove. I searched the 86 page document for common key words which would suggest the provision for a public process in the 2040 LUP. Here are my results:

Key Word	Occurrences in the 2040 LUP
Public Notice	0
Hearing	0
Notice	0
Community Involvement	0
Advertise	0
Community Council	0

***I am surprised to find no mention of any public process in the Plan.***

In my experience, the public process is key to livability. While sometimes cumbersome, it is critical to all concerned. Three years ago, we had a problem with transient camps in our neighborhood in trees and brush on Alaska Railroad property. We offered to pay for tree and brush removal. The Railroad agreed



to consider our permit application, but required a public hearing by the South Addition Community Council prior to Railroad approval. It took extra time, but neighbors were kept informed.

I urge revision of the Anchorage 2040 Land Use Plan to specifically include detailed requirements for public notice and hearings.

Fred Traber

804 P Street

Anchorage, AK 99501

## Land Use Plan Map

---

**From:** Fred Traber <fredtraber@gmail.com>  
**Sent:** Monday, October 31, 2016 9:40 AM  
**To:** Land Use Plan Map  
**Subject:** Re: Comments on the 2040 LUP

Thanks, Jody.

And just to make clear, my comments are directed at the fact that the *plan itself* does not have require public notice, hearings, notices, community involvement, advertising or community council input to implement the plan.

Your office may have included the public in creation of the plan, but, I am concerned that I and the rest of my neighbors and community council will be adequately noticed and when it comes time for an adjoining neighbor of mine to build a high-density, five-story building with no parking provisions. I see no provision in the 2040 LUP to require the prospective building to notify anyone of his intentions.

Fred Traber

On Mon, Oct 31, 2016 at 10:14 AM, Land Use Plan Map <[LandUsePlanMap@muni.org](mailto:LandUsePlanMap@muni.org)> wrote:

Good Morning Mr. Traber:

Thank-you for sharing your thoughts with us. We will incorporate these into the Issue/Response that goes to the PZC for its deliberations. We will also be posting online the Public Involvement Plan which will hopefully reassure you that there has been significant public involvement in this plan. That should be online by the end of this week, if not sooner.

Thank-you again for your comments.

Jody

## Land Use Plan Map

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**From:** Kathryn Veltre <veltre@gci.net>  
**Sent:** Tuesday, November 1, 2016 4:52 PM  
**To:** Land Use Plan Map  
**Subject:** Building heights and increased density

As residents of South Addition, we read with alarm the suggested zoning changes that would allow four story buildings in our area. For those of us who live in this older section of Anchorage on small lots, the prospect of four stories going up next to us is alarming. The need for increased density in this area is understandable, but it makes more sense for the taller buildings to be downtown.

We are concerned that most of our neighbors have no idea that changes that would profoundly affect their quality of life are being considered. Are there any plans to inform them?

Thank you,  
Doug and Kathie Veltre

## Seitz, Jody L

---

**From:** Patrick SW <patricksw@ak.net>  
**Sent:** Wednesday, September 28, 2016 11:32 AM  
**To:** Seitz, Jody L  
**Subject:** Agricultural zoning

Jody,  
I have briefly reviewed the latest Land Use Plan version and I am still concerned about the lack of mention of agricultural uses. I have no idea what zoning classification an urban farm would fall under. For example, the 10 acre site off Northwood next to Fish Creek would be an excellent location for an urban farm or community gardens and is currently zoned high intensity residential. Would a farm be allowed under this classification? If not, which classification would it fall under? Industrial? Open Space?

If the plan as a whole represents our vision for Anchorage's future there needs to be a discussion of our basic need for locally grown food and ways we can encourage people to grow and where it is appropriate to grow. Given the success of the Mountain View community garden in empowering a diverse community to be involved in positive community development it is in our best interest to encourage these activities at the city level. Please include a discussion of farming and gardening uses into the plan.

Patrick Solana Walkinshaw  
907-230-3686

Sent from my iPad

**From:** Patrick SW <patricksw@ak.net>  
**Sent:** Thursday, October 27, 2016 1:13 PM  
**To:** Seitz, Jody L  
**Cc:** Davis, Tom G.  
**Subject:** Re: Agricultural zoning

The example for agricultural zoning I'm referring to is the BOETTCHER TR 3 ( Residential Property) Tax ID: 01024428 across from where W 45th ends at Northwood Dr. This 10 acre parcel is currently being developed as high density housing much to the chagrin of neighbors. There is an easement on the property for the soon to be installed Fish Creek trail extension. I think it is an ideal location for a community garden and urban farm. It would expand the greenway along Fish Creek and give local schools, the Spenard rec center and neighbors a place to spend time outdoors growing food and connecting to place.

The only place I see community gardens mentioned in the plan is under the description of Other Open Space. I think that agriculture uses should also be mentioned in Greenway-supported Development and there should be an action item to identify land that would be suitable for agriculture development to increase local food security and improve quality of life.

I believe a planning vision for Anchorage must include a discussion of food production as a foundational part of a healthy and livable community.

Thanks,  
Patrick

Sent from my iPad

> On Oct 21, 2016, at 3:29 PM, Seitz, Jody L <SeitzJL@ci.anchorage.ak.us> wrote:

>

> Dear Patrick:

>

> I have looked up the zoning for community gardens, hobby farms, and large domestic animal facilities. Title 21 has the following to say:

>

> \* Community Gardens are permitted (allowed) in the R-2M, R3, R-4, and R4A residential zones, as well as in the B-1A, B-1B, B-3, and RO districts.

>

> \* Commercial horticulture is a Conditional Use in the R-1, R-1A R-2A, R-2D, R-2M and PLI zoning districts. It is permitted (allowed) in the B-3, I-1, and I-2 districts.

>

> \* Large domestic animal facilities are conditional uses in the B-3, I-2, PR, and PLI districts. They are permitted in the I-1 district.

>

> \* Farmer's markets are permitted in the B1A, B1B, B-3, MC, I-1, I-2, and PLI districts.

> \* Commercial food production is permitted in the I-1, I-2, MI, and PLI districts. It is a conditional use in the B-3 district.

> \* Aquaculture is a conditional use in the MC, I-2, and PLI districts. It is permitted in the MI district.

>

> The area off of Northwood next to Fish Creek - could you please give me an intersection? Remember that the Land Use Plan map is not a zoning map. It indicates what uses are planned for the future, but doesn't dictate zoning.

>

> As you can tell from the above, community and commercial food production is allowed in a variety of zoning districts.

>

> Maybe you could suggest where you think that such land uses should be planned.

## Land Use Plan Map

---

**From:** Michelle Wilber <katmainomad@gmail.com>  
**Sent:** Friday, October 28, 2016 4:47 PM  
**To:** Land Use Plan Map  
**Subject:** I support the greater Height and Density in Land Use Plan

Hi,

I am writing to comment in support of greater height and density allowed in the Land Use Plan as below:

1. "Areas within a quarter mile walking distance of Town Centers and City Centers may allow up to a fourth story." 9/25/16 Draft LUP p. 29
2. "To provide greater housing opportunities, areas up to a half mile from designated City Centers may allow increased density. This is subject to compatibility standards for scale, design, lot coverage, setbacks, and alley driveway access." 9/25/16 Draft LUP p. 28

I believe that increased density within its core is key to helping Anchorage be a more livable (walkable/transitable etc) city. I also support mixed use, lower (ideally no) off street parking requirements, and other things that would help us have a more European-feel person-centric (as opposed to car-centric) feel - this would make us a much more vibrant place to live and visit, and in days of less oil revenue, visitor dollars are important. I am not a developer (although I do own a 4-plex and a lot in Spenard), so my comments are really just from the point of view of a resident and parent - wanting a more livable, healthy city - not sprawl.

Thanks!

-Michelle

**February 29, 2016**

**Community Discussion Draft Comments**

**(Comments unintentionally left out of previous compilation  
of the Community Discussion Draft)**



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August 5, 2016

Long-Range Planning Division  
Planning Department  
P.O. Box 196650  
Anchorage, AK 99519-6650

**CAPITAL PROJECTS**

**TEL 907.265.3095**

**FAX 907.265.2638**

RE: Anchorage Bowl Land Use Plan

To whom it may concern:

As you are likely aware, the Alaska Railroad (ARRC) continues the development of regularly scheduled, year-round passenger service from Anchorage throughout the state of Alaska. State, municipal and railroad planning documents all reference ARRC's steps toward providing commuter rail service in the Anchorage bowl, connecting to the Mat-Su valley and Girdwood. While the mapping provided in the draft Anchorage Land Use Plan correctly identifies the ARRC's corridor as a transportation corridor, we feel that it needs further designation as a "Transit Supportive Development Corridor" to accurately reflect the efforts of the ARRC and others to initiate commuter rail service in the future.

If you have any further questions in this matter, please feel free to contact me at your convenience.

Sincerely,

Brian A. Lindamood, PE, SE  
Director, Capital Projects

cc: David Greenhalgh  
Wendy Lindskoog

## **South Addition Community Council Resolution Requesting Changes to the Proposed Land Use Plan Map, April 21, 2016**

**IT IS HEREBY RESOLVED**, the residents of the **South Addition Community Council (SACC)** request the following changes to the proposed Anchorage Bowl Land Use Plan Map 2016 (LUPM):

Whereas, South Addition is presently zoned consistent with the community values held by the residents of SACC, which include low to medium density development, historic homes, sidewalks, alleys, mature trees and walkability;

Whereas, the scale and height of structures are critical factors that define South Addition as a highly valued, historic neighborhood, all future development should be compatible with the current character and scale of the South Addition neighborhood;

Whereas, South Addition residents find the narrative with the current land use map confusing, particularly when compared with current zoning, and find it difficult to understand the implications of proposed designations on the Land Use Plan Map.

**Now, therefore, SACC opposes the proposed increase to a high intensity urban neighborhood as outlined on the current land use plan map in the areas between:**

1. L to I Street, 10<sup>th</sup> Avenue – SACC supports height limitations not to exceed 35 feet to protect the sunlight onto the Delaney Park Strip year-round;
2. L to I Street, 11<sup>th</sup> to 13<sup>th</sup> Avenue, and on the southeast and northeast corners of I Street and 11<sup>th</sup> Avenue – SACC supports height limitations not to exceed 45 feet;
3. C to A Street, 10<sup>th</sup> to 12<sup>th</sup> Avenue – SACC opposes High Intensity development in this area and instead resolves that this area be designated Compact Mixed Use Housing consistent the area between A and Cordova Streets, and also consistent with the use and values in this historic neighborhood;
4. C to A Street, 13<sup>th</sup> to 14<sup>th</sup> Avenue – SACC supports this area to stay multi-family zoning, with a height limitation of 30 feet;
5. C to A Street, 14<sup>th</sup> to 15<sup>th</sup> Avenue – SACC support residential mixed-use development in this area with building heights limited to 30 feet;
6. A to Cordova Street, 10<sup>th</sup> to 11<sup>th</sup> Avenue – SACC supports the proposed change to compact mixed use, consistent with the historic district designation of this pocket neighborhood;

7. A to Cordova Street, 13<sup>th</sup> to 15<sup>th</sup> Avenue – SACC proposes this area be designated Medium Intensity Residential development with neighborhood conveniences and a height limit of 35 feet. SACC opposes High Intensity or Residential Mixed Use in this area; it is only a short distance from the Gambell Street business area that is currently underdeveloped.

Passed this day, April 21, 2016 by a vote of 14 for, 1 against, and 1 abstention.

Jeffrey Manfull, President

Handwritten signature of Jeffrey Manfull in cursive script, written over a horizontal line.

Anna Bryant, Recording Secretary

Handwritten signature of Anna Bryant in cursive script, written over a horizontal line.

## **South Addition Community Council Resolution Requesting Changes to Proposed Land Use Plan Map regarding: Transportation**

**IT IS FURTHER RESOLVED**, South Addition Community Council (SACC) requests the Municipality address important transportation issues associated with development in the proposed Anchorage Bowl Land Use Plan Map 2016 (LUPM):

Whereas, the SACC neighborhood very much values its safe and walkable character, at the same time the neighborhood is divided by four high speed arterials (A, C, I, and L Streets) that are dangerous and deter people who want to walk, bike or catch a bus;

Whereas, A and C Streets are located near or adjacent to a playground and elementary schools;

Whereas, there is history of Anchorage school children being hit by cars and killed on high-speed arterials adjacent to playgrounds on both Lake Otis and Tudor roads;


Now, therefore, SACC resolves that the Municipality should:

1. Implement strategies that encourage shifting resident's trips via automobile to transit, biking and walking, and discourage drive-alone trips into the City Center.
2. Before adding higher density residential development ensure bus service operates every 15 or 20 minutes along A, C, I, and L Streets.
3. Implement a safe pedestrian crossing for children and adults at the intersection of 12<sup>th</sup> Avenue and C Street.
4. Reduce vehicle speeds on the four arterials north of Fireweed to 25 mph through effective street design and aggressive speed enforcement.
5. Ensure neighborhood streetscape standards before approving new construction, including curb and gutter, paved alleys, separated sidewalks with landscaped buffers from the street.
6. Make the following changes to LUPM narrative, in "Actions" at page 53:
  - a. VI-2a - Ensure neighborhood streetscape standards before approving high intensity residential construction, including curb and gutter construction, paved alleys, separated sidewalks, landscaped buffers.
  - b. VI-6a - Develop an implementation plan to promote transit, walking and biking, and discourage drive alone travel into the City Center.

- c. VI-8a - Protect neighborhoods planned for significant redevelopment into multifamily and high intensity residential by ensuring transit service every 20 minutes supported by safe and convenient walking and bicycle infrastructure with the redevelopment.

Passed this day, April 21, 2016 by a vote of 14 for, 1 against, and 1 abstention.

Jeffrey Manfull, President

Handwritten signature of Jeffrey Manfull in cursive script, written over a horizontal line.

Anna Bryant, Recording Secretary

Handwritten signature of Anna Bryant in cursive script, written over a horizontal line.

## **South Addition Community Council Principles Supporting Resolution**

### **I. Important Elements of the Anchorage Bowl Land Use Plan's Intent**

A primary intent of Anchorage Bowl Land Use Plan is to recognize the importance of growth intensity, continuity and compatibility of community development. The Anchorage Bowl Land Use Plan Map Narrative (LUPM) explains that the new land use plan offers “guidance when developing other plans and making land use and development decisions, public infrastructure investments, and evaluating proposed zoning changes, in coordination with other elements of the Comprehensive Plan”.

The Anchorage Bowl Land Use Plan Map narrative makes it clear that in order to build a community that meets our development needs, a seamless sense of continuity between unique and valuable districts and neighborhoods must exist. To achieve that end, we must respect the character, value and potential that each sub-district contributes to the whole. The following excerpts from the LUPM Narrative outline the guidance for how a seamless sense of continuity between unique and valuable districts and neighborhoods will be created.

#### **Community Goals Driving the MOA Land Use Map:**

##### **Section 1.3 Community Goals Driving this Plan: Compatible Development Goal**

“Development that respects the scale and character of existing neighborhoods, contributes to neighborhoods of lasting value and vitality, and is supported by investment in local amenities and services.” (p. 10)

##### **Section 1.4 Coordination with other Plans**

“Anchorage 2020 called for Neighborhood or District Plans to help achieve Comprehensive Plan policies, and respond to specific issues that arise in particular parts of the community... Together, the Anchorage Bowl Land Use Plan Map and area-specific plans guide future growth and development to achieve citywide and neighborhood goals, and maintain or improve the essential character of Anchorage’s communities.” (p. 3)

##### **Section 1.9 Anchorage’s Growth Strategy**

“A strategy is a long-term engagement, implemented through actions, which involve partnerships among multiple organizations and people in the community—relationships that continue and evolve over time to meet the community’s goals and needs.” (p. 7)



### **Section 1.9 Anchorage's Growth Strategy, Strategy 8. Compatible Use**

The Land Use Plan Map takes into consideration compatibility of uses. This refers to types of uses as well as the physical characteristics of buildings and density of dwelling units, noise, appearance, and traffic. The size, or bulk of buildings, building design, the shadowing and wind effects of tall buildings can impact neighboring structures and lots. Compatibility issues are generally addressed through more specific area, neighborhood or district plans, transportation plans, and through zoning. (p. 10)

## **II. Key Considerations to Compatible Development in South Addition**

South Addition is an irreplaceable, established, valued, historic neighborhood that has been and is still being created with unique nature and scale and close proximity to downtown.

1. The physical characteristics and scale makes it a sought-after place to live for people of all ages. The neighborhood is defined by sidewalks yards, gardens, alleys and tree lined streets, as well as a mix of single-family and medium density historical and contemporary residential architecture.
2. It is an interesting blend of variety of housing -- a mixed stock of mostly one or two stories single family homes, duplexes and fourplexes. It also includes a number of three story larger apartments and condominiums that maintain the nature and scale of the neighborhood. There are few four-story buildings.
3. South Addition offers an intimate and welcoming scale for walking and biking with streetscapes that encourage residents to watch the street they live on, and enjoy safe and healthy community engagement with their neighbors.
4. The scale, sidewalks and green landscape nature of South Addition are extremely important to the city as a whole and should be maintained and supported. As more higher-density housing is developed in the downtown core (as recommended in the Downtown Plan) South Addition will serve as the nearby, lower density, safe, walkable neighborhood that offers needed intimate character and scale supporting good quality urban living.
5. The larger Anchorage community appreciates and enjoys South Addition. It is the home of citywide public areas including Delaney Park Strip and Westchester Lagoon, and many public walking and racing areas. Downtown workers and visitors walk in South Addition for exercise and pleasure. However the high speed on A, C, L, & I Street thoroughfares create an uninviting safety hazard for pedestrians and bikers who use or live in the neighborhood.

6. The Downtown Plan calls for more high-rise and High Intensity housing in the urban core. South Addition should not compete with Downtown for high-rise/High Intensity development. South Addition serves as the nearby, low to moderate density, safe, walkable neighborhood that offers needed intimate character and scale supporting good quality urban living.

7. The South Addition neighborhood plays a valuable role in protecting downtown's important viewshed. From the new Dena'ina Convention Center and most of the major downtown high-rise buildings, South Addition's low heights and plentiful landscaping allow clear views to the south and east of our growing and beautiful city framed by the Chugach Mountains and Cook Inlet.

### **III. South Addition Community Plan Process is Underway**

South Addition is currently undertaking the development of a neighborhood plan. The plan will provide a specific guide to define and promote development that is compatible with the neighborhood. The planning process recognizes that the continuity of character and quality of life from the eastern to western edges of South Addition are very important. It will address development considerations such as the physical bulk, size and characteristics of buildings, setbacks, density of dwelling units, noise, appearance and traffic as well as viewsheds, shadowing and wind effects of taller buildings.

### **IV. South Addition is Unique, Requiring Its Own Development Solutions**

South Addition is a unique and historic neighborhood. Consequently its plan will likely propose development solutions that are different from other areas in Anchorage but common for highly valued historic neighborhoods in cities across the country.

For example, the plan may propose an overlay district accompanied by an infill housing ordinance as a tool to ensure the traditional character of the community is preserved while also ensuring an efficient use of existing development sites. Infill housing ordinances provide the structure for development to take place in the context of the valued qualities of the existing, developed neighborhoods. A variety of compatible housing types are allowed while the ordinance helps guide new infill construction and area redevelopment in a manner that mixes land use densities while reinforcing the scale and physical characteristics of the established neighborhood.

### **V. Anchorage Ordinance 2015-100 Significantly Changed the LUPM's High Intensity**

The approval of MOA AO 100.2015 changed the significance of the High Intensity land designation in the Land use Plan Map by allowing the right to build six story buildings in areas designated as High Intensity regardless of the area's existing zoning that requires significantly smaller building heights. In 2010's Provisionally Adopted Title 21, R4 was limited to three to four storied (35 to 45 foot tall) buildings. Now the coupling of AO 2015-100 with the Land Use Map designation of High Intensity can destabilize existing neighborhood by allowing randomly constructed six story, or 70 feet tall buildings, in existing R4 neighborhoods that are soft mixes of single family houses across from low, two or three story apartments. Land Use Plan Map designations of High Intensity R4 zoning now fundamentally threaten the physical characteristics of South Addition.

Great caution must be taken to not allow the combination of the Land Use Plan Map High Intensity designation and AO 2015-100 to erode the effectiveness of other municipal plans. The Downtown Plan calls for High Intensity urban housing. SACC agrees High Intensity housing needs to be built downtown in order to fill in and redevelop our urban core.

High intensity development should be built on lands already zoned for it, where landowners will welcome it:, such as Downtown and certain areas in Fairview. Building to high densities in a medium density neighborhood damages the neighborhood while delaying High Intensity development where it is already zoned and welcomed.

#### **VI. Transportation Issues related to the LUPM.**

Before adding higher density residential development to South Addition, measures should be taken to ensure that streetscapes include curb and gutter, separated sidewalks and landscaping, as well as adequate bus service operating every 20 minutes along A, C, I and L Streets. Vehicle speeds on the four arterials north of Fireweed should be lowered to 25 mph through effective street design and aggressive speed enforcement.

Development should improve South Addition, and produce as high quality pedestrian environment east of C Street as is enjoyed west of C Street. A and C Streets function mostly to rush cars going to and from downtown, with narrow sidewalks right next to speeding cars. There are no protected pedestrian crossings on A or C between 9th and 15th Avenues, and the "Transit Supportive Development Corridor" on 15th has no bus service at all in South Addition. School children and bus riders should have basic pedestrian protection when crossing A and C.

Unfortunately, Metropolitan Transportation Plan (MTP) goals and strategies are heavily weighted to move cars, and have little intent to improve the neighborhoods they transect. Many South Addition residents enjoy walking and biking close to home, but use their cars if

going beyond the neighborhood and downtown because north and south bus service is infrequent, and A and C Streets are inhospitable and dangerous for pedestrians and bicycles.

Along with its usual road construction schedule, the MTP needs to incorporate a number of Anchorage 2020 policies and target transportation investments in areas slated for infill and redevelopment, including several from Anchorage 2020:

- "Design, construct, and maintain roadways or rights-of-way to accommodate pedestrians, bicyclists, transit users, the disabled, automobiles, and trucks where appropriate."
- Improve "Anchorage's overall land use efficiency and compatibility, traffic flow, transit use, pedestrian access, and appearance."
- Build "A pedestrian-oriented environment including expanded sidewalks, crosswalks, street furniture, and bus shelters and landscaping."
- Design "with a goal of reducing vehicle trips and distance for neighborhood residents and minimize traffic impacts on nearby residential areas."
- "Improve public transportation service between residential areas and employment, medical, educational and recreational centers."
- "Design, construct, and maintain roadways or rights-of-way to accommodate pedestrians, bicyclists, transit users, the disabled, automobiles, and trucks where appropriate."
- Place greater emphasis on pedestrian to transit linkages, minimizing individual and cumulative air quality impacts and impacts on neighborhoods.

Placing more emphasis on walking, biking and transit improvements in areas targeted for infill and redevelopment will come closer to achieving Anchorage 2020 goals to provide "a safe, energy efficient transportation system that is designed and maintained for year-round use and that respects the integrity of Anchorage's natural and northern environment," and offer "affordable, viable choices among various modes of transportation.

Unless Anchorage expands its transportation goals to promote transit, biking and walking, and discourage drive alone traffic, additional residential density will burden existing neighborhood streets with even more unwanted demand for parking and traffic.

# Anchorage Industrial Land Assessment Update: Volume I

## Employment Land Need & Policy Recommendations

Municipality of Anchorage

Project No. 2130406000



## Document Information

Prepared for	Municipality of Anchorage
Project Name	Industrial Land Needs Update
Project Number	2130406000
Date	May 14, 2015

Prepared for:

Municipality of Anchorage – Planning Division  
4700 Elmore Road, Anchorage, Alaska, 99519

Prepared by:



Cardno  
5415 SW Westgate Drive, Suite 100, Portland, Oregon, 97221



# ACKNOWLEDGEMENTS

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Stacey Dean, Anchorage Planning and Zoning Commission and Grayling Construction<sup>2</sup>  
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## Consulting Staff

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Jon Cecil, Long-Range Planning Section  
Sue Perry, Long-Range Planning Section  
Terry Lamberson, Public Works Department – Land Records Section GIS

---

<sup>1</sup> Attended the first meeting of the Industrial Land Assessment Advisory Committee.

<sup>2</sup> Attended the third meeting of the Industrial Land Assessment Advisory Committee.

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## Acronyms

AEDC	Anchorage Economic Development Corporation
ANS	Alaska North Slope
BEA	United States Bureau of Economic Analysis
CIRI	Cook Inlet Regional Inc.
DOL&WD	Alaska Department of Labor and Workforce Development
FAR	Floor Area Ratio
GDP	Gross Domestic Product
HLB	Heritage Land Bank
ISER	University of Alaska Anchorage Institute for Social & Economic Research
KAC	Knik Arm Crossing
Mat-Su	Matanuska-Susitna
MOA	Municipality of Anchorage
MSB	Matanuska-Susitna Borough
MSA	Metropolitan Statistical Area. The MSA is a combination of the Municipality of Anchorage (MOA) and the Matanuska-Susitna Borough (MSB).
NAICS	North American Industry Classification System
PLI	Public Lands & Institutions
PDR	Production-Distribution-Repair
SF	Square Feet
TWU	Transportation, Warehousing & Utilities
QCEW	Quarterly Census of Employment and Wages
WTI	West Texas Intermediate

# Executive Summary

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## 1.1 Introduction & Purpose

The Municipality of Anchorage (MOA) retained Cardno, Inc. to provide an updated assessment of industrial land sufficiency within the Anchorage Bowl and Chugiak-Eagle River areas. This report is the first of three volumes intended as an update to the 2009 Anchorage Industrial Land Assessment commissioned by the Municipality and the Anchorage Economic Development Corporation (AEDC). That report, published in 2009, is of sufficient vintage that revised analysis was deemed warranted given:

- The events of the Great Recession nationally and within the Anchorage MSA passed within the mean time;
- Assessments of both residential land and commercial land within the MOA were completed, documenting likely shortfalls of land capacity for both major uses;
- Significant differences between economic analysis and forecasting in the 2009 industrial assessment and other studies commissioned by the MOA and other regional entities;
- Progress on Knik Arm Crossing project planning and analysis;
- Legalization of recreational marijuana by Alaska voters in 2014 with uncertain industry impacts to industrial space usage and need in Anchorage; and
- Desire for a highly detailed industrial land supply assessment by or in coordination with Municipality of Anchorage Planning Division.

The MOA recognizes the importance of its industrial land inventory as a key asset in maintaining, growing, and diversifying the regional economy, particularly in light of turbulence in the oil industry. From an economic development and a land use planning perspective, particularly Anchorage as the economic hub of the state and its sizeable natural resource-based economy, industrial users are an essential core of the economy.

Vendors, service providers, administration, and customers of Anchorage industrial users drive much of the need for office uses in Anchorage. Industrial sectors also then ultimately drive much of the residential need to house the Anchorage industrial workforce and the workforce of other sectors such as retail with ties to or benefit from the health of industrial sector employers.

The specific purpose of the report, Volume I, is the following:

- Document the economic performance of the MOA, the Anchorage MSA, the State of Alaska, and the U.S. during and since the Great Recession as context for understanding updated industrial land demand in the future;
- Document the likely growth path for the local economic sectors concentrated in the MOA assuming contrasting scenarios of whether or not a Knik Arm Crossing is built;
- Identify resulting, updated industrial land demand and site needs to ensure adequate site and space capacity for growth over a twenty-year land-use planning period;

- Reconcile updated industrial land and site supply with expected industrial land needs to understand the true adequacy of industrial land capacity specifically for the MOA over the planning period; and
- Recommend policy options for supporting industrial economic development and achieving an adequate supply of industrial land within the Anchorage Bowl and the Chugiak-Eagle River areas of the Municipality.

This document addresses all of the above issues in coordination with Municipality of Anchorage Planning Division efforts to comprehensively inventory MOA industrial lands and uses. The results of that effort, *Volume II: Industrial Lands Inventory*, are utilized in this report. The reader is directed to that detailed analysis document for further reference of derivation of supply capacity in the MOA.

Additional land use planning context for this Industrial Land Assessment Update is also found in Volume II, Section 2, *Context*. The reader may specifically refer to “Why an industrial land inventory” subsection discussion on pages 11-16 of that volume.

This project also convened an industrial land assessment advisory committee, comprising members with expert knowledge of industrial facility needs, real estate, and planning and development (see page ii.). This technical advisory committee provided information and feedback at four meetings, regarding local industry trends and site needs; draft demand forecasts; land supply research methods, study areas, and acreage estimates; and the suggested policy options which appear in this report. Minutes from advisory committee meetings are included in Volume III of the Anchorage Industrial Land Assessment Update.

This study also benefited from hundreds of interactions with business people during the inventory, and from consultations with multiple public facility agencies and land holding entities including JBER, Eklutna, Inc., CIRI, and HLB, among others.

Finally, during late stages of the study process, crude oil prices experienced dramatic decreases well below pricing assumptions utilized by the State of Alaska for fiscal planning. Dramatically revised State revenue forecasting and great uncertainty about economic fallout both made it necessary to add a “Worst-Case” economic growth scenario for industrial land need analysis purposes.

## **1.2 Study Components**

To accomplish the above objectives of this analysis, analytical steps found in this document comprise the following:

- General Economic Trends Update
- Land Demand Forecast
- Land Need Reconciliation

*Volume II: Industrial Lands Inventory* comprises of a detailed Industrial Lands Inventory conducted by Municipality of Anchorage staff. The Industrial Lands Inventory is a separate but related volume to this document.



Volume III of the Anchorage Industrial Land Needs Update comprises a detailed land use database dictionary related to the Industrial Land Needs Update effort.

### **1.3 Study Area & Industrial Land Inventory**

The Industrial Lands Assessment encompasses the existing and potential future industrial land base of the Municipality, including vacant lands and lands currently in active use. The study area extent includes the industrial zoning districts, areas designated for industrial use in the Comprehensive Plan, non-industrial zoning district areas that have a concentration of industrial uses, and, lastly, undeveloped landholdings such as in the Eklutna vicinity which have been the subject of ongoing speculation about their future industrial potential. Its study area includes the Anchorage Bowl and Chugiak-Eagle River, as well Fire Island and Joint Base Elmendorf-Richardson. *Volume II: Industrial Lands Inventory* comprises the detailed study of the status of these lands, and informs this volume of the Industrial Lands Assessment.

### **1.4 Summary of Key Conclusions**

The following is a targeted summary of findings by industrial land topic focus.

#### How Much Industrial Land Will Be Utilized By MOA Economic Growth Through 2035?

- Reasonable estimates of normal economic growth and industrial land demand through 2035 range between 552 acres and 582 acres. Under the “Worst-Case” Scenario, the MOA would only see net new industrial land demand of less than 100 acres, mostly from sectors such as Education & Health Care Services and Retail not generally associated with traditional industrial activities.
- Assuming the Anchorage marijuana and marijuana-related industry proportionately resembles Denver, Colorado industry, an additional 42 gross acres to 54 gross acres will be needed to accommodate industry operations and/or other sector growth that would compete for limited space with the industry.

#### How Much Industrial Land is Available for MOA Area Economic Growth Through 2035?

- Greater MOA industrial land supply “High-Range” estimate is 419.0 acres of land in I-zoned districts and 347.5 additional acres zoned Public Lands & Institutions (PLI), Planned Community (PC), and Transition (T) districts. Under even more optimistic assumptions, Greater MOA industrial land supply is estimated at 988.5 acres including both land zoned for industrial use and PLI and T district lands.

#### Does the Greater MOA have sufficient industrial-zoned land to accommodate expected growth?

- Results of the analysis indicate that Anchorage Bowl and Chugiak-Eagle River combined supply of existing industrial land does not ensure sufficient capacity to accommodate employment gains under either Baseline growth scenario. 419.0 acres of industrial-zoned land – the “High-Range Estimate” – falls short of Baseline scenario demand by 109.6 to 134.4 acres through 2035 including current estimates of future marijuana-related industry growth.

**Figure ES-1 Anchorage Bowl & Chugiak-Eagle River Industrial Land Supply & Demand Reconciliation**

Growth Scenario	Industrial Land Supply Assumptions (Acres)					Industrial Land Demand & Net Surplus/(Deficit) (Acres)					
	I-1	+	I-2	=	Industrial Districts	All Districts	- PDR Sector Demand*	= PDR Net Supply	- Non-PDR Demand	= Total Net Supply	I-Zones Net Supply
Continued Non-Industrial Use of Industrial Land											
Baseline No Bridge	242.4		176.4		419.0	766.5	319.2	447.3	234.2	213.1	(134.4)
Baseline Bridge	242.4		176.4		419.0	766.5	304.3	462.2	224.4	237.9	(109.6)
Low Growth Bridge	242.4		176.4		419.0	766.5	45.4	721.1	83.1	637.9	290.4
Only Industrial Uses on Industrial Land											
Baseline No Bridge	348.4		235.1		583.6	988.5	319.2	669.3	234.2	435.1	30.2
Baseline Bridge	348.4		235.1		583.6	988.5	304.3	684.2	224.4	459.9	55.0
Low Growth Bridge	348.4		235.1		583.6	988.5	45.4	943.1	83.1	859.9	455.0

\*Note: Includes estimated, average marijuana industry-driven land demand of 47.6 acres. Excludes Airport, Railroad, & Marine Transportation land demand that would site on publicly-owned lands already accounted.

\*\*Note: Land under "All Districts" designation includes I-Zone lands as well as lands identified by the Municipality potentially available for industrial use but currently zoned PLI, T, and PC. "Total Net Supply" similarly denotes 20-year industrial land supply, including both I-Zone lands as well as lands presently zoned PLI, T, and PC, net of demand.

Source: Municipality of Anchorage and Cardno, Inc.

- Alternatively, aggressively assuming non-industrial utilization of industrial land is completely restricted in the future, the Anchorage Bowl and Chugiak-Eagle River combined inventory of 583.6 acres meets estimated twenty-year need with remaining capacity at 30.2 acres to 55.0 acres in 2035.
- Under the "Worst-Case" economic scenario, the addition of Chugiak-Eagle River industrial supply only further ensures sufficient capacity for meager industrial land need growth through 2035. Surplus capacity after twenty years is estimated at 290.0 acres to 455.0 acres of industrial-zoned land.

Under what economic scenarios if any is the current inventory of industrially-zoned land sufficient in the Greater MOA?

- The Anchorage Bowl and Chugiak-Eagle River combined have sufficient existing industrial-zoned under the "Worst Case" economic scenario. There is only sufficient industrial-zoned land in the MOA under Baseline growth scenarios if future non-industrial uses on industrial land are restricted.

Under what industrial supply availability assumptions if any does the Greater MOA study area have sufficient industrial land?

- The addition of PLI, PC, and T District lands in Chugiak-Eagle River does materially change industrial land insufficiency conclusions compared to Anchorage Bowl inventory alone. Assuming the lower capacity numbers – still considered "High-Range" overall – total industrial land supply of 766.5 acres is sufficient to meet total Baseline demand. Assuming

the most optimistic availability of land, capacity is certainly sufficient by a factor of 435.1 to 459.9 acres.

Does the Greater MOA study area have sufficient industrial land supply to accommodate core, Production-Distribution-Repair “PDR” employment growth?

- Construction, Mining, Manufacturing, Utilities, and Transportation are among those economic sectors classified as “Production-Distribution-Repair” or “PDR” sectors. These industries are the most typical industrial land users for essential business functions and employment.<sup>3</sup>
- Marijuana-related industry would also be classified as a “PDR” sector.
- The Anchorage Bowl and Chugiak-Eagle River combined have sufficient *total* industrial land capacity and industrial-zoned land alone to accommodate only “PDR” employment growth demand under all scenarios in this analysis.

In other words, Anchorage Bowl and Chugiak-Eagle River total supply capacity combined and estimated as described can be expected to quantitatively meet 20-year land demand under any economic scenario. Industrial-zoned land alone, however, does not sufficiently meet industrial land demand if non-industrial uses are continued to be allowed on industrial land at current rates. Additional land zoned PLI, PC and T would be needed to meet total need.

It should also be noted that most of the industrial land supply in Eagle River, Chugiak, Birchwood and Eklutna areas is not serviced by urban water or wastewater utilities. This reality would need to be remedied for some industrial uses to be considered feasible to locate there in the future. Urban services and other factors such as distance from regional transportation hubs (airport, rail, port), existing industrial clusters, and the largest market in the Bowl, to some degree diminish the Chugiak-Eagle River lands as a suitable replacement for Anchorage Bowl industrial lands, at least during this twenty-year planning horizon.

Key Municipality of Anchorage Policy Implications

The primary finding of this Industrial Land Assessment Update is that the current inventory of industrially-zoned land in the Municipality of Anchorage is insufficient to accommodate the next twenty years of economic growth. Furthermore, industrial land supply within the MOA faces market pressures to convert to other uses due to land scarcity for most other major uses, documented by other recent Municipality land use studies.

Municipal policies can be studied and adopted, however, that can in great measure remedy these and other industrial land inventory issues identified during the course of this study process.

Land supply and location, via primary land use regulatory authority at the Municipality, will of course be the most powerful tools available in achieving these goals. And as the results of *Volume II: Industrial Lands Inventory* indicate, the Municipality has some locational and supply quantity options between the Anchorage Bowl and the Chugiak-Eagle River geographies of policy study area.

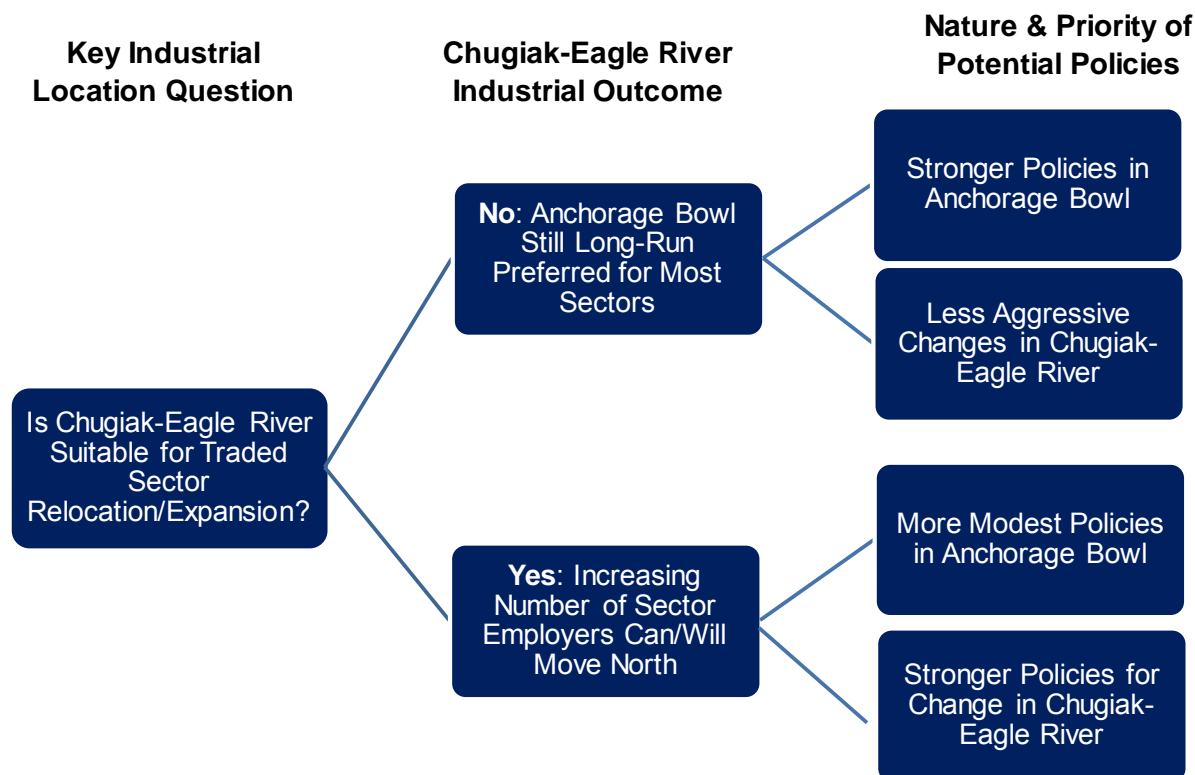
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<sup>3</sup> Additional definition and discussion of “PDR” economic sectors can be found in Section 3.2.3 of this volume.

The central question, therefore, in determining the best policies for future industrial land supply provision in the Municipality is the extent to which industrial development will continue to prefer the Anchorage Bowl and to what extent future industrial development growth will find Chugiak-Eagle River as the preferred location.

Figure ES-2 displays a schematic that illustrates this question of where industrial development will prefer to locate and how those preferences will affect the nature of types of policies appropriate for the Municipality to consider.

**Figure ES-2 Anchorage Bowl & Chugiak-Eagle River Industrial Location Preference & Policy**



The study process, including input and discussion from the Technical Advisory Committee, identified that the Anchorage Bowl will be the preferred industrial business location over the next twenty years and that policy direction as posed in Figure ES-2 should have the following resulting focus:

- Stronger policies for land use inventory, zoning, and economic development priorities within the Anchorage Bowl; and
- Less aggressive changes to policies regarding land use inventory, zoning, and economic development in Chugiak-Eagle River.

Resulting, recommended policies follow this direction and target both problems of declining industrial land supply as well as growing demand and pricing pressure from non-industrial uses. Concerted and coordinated implementation of policies addressing both limited industrial land supply and non-industrial demand pressure is highly recommended.

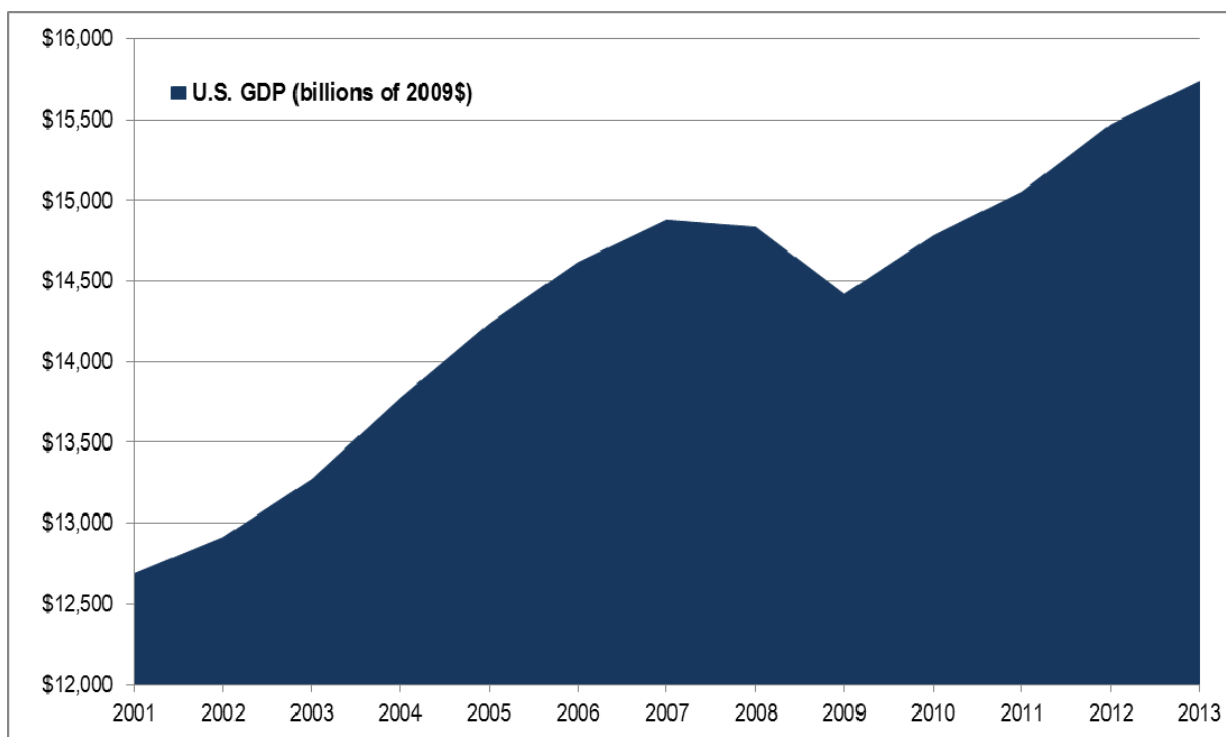
## 2 General Economic Trends Update

This section provides an update of key economic variables for the United States, the Anchorage MSA, and the Municipality of Anchorage economies since 2008. Previous forecasting of Anchorage industrial land need was completed under much economic uncertainty during the early stages of the severe recession.

### 2.1 U.S. Economic Trends

The national Great Recession, which began in earnest with severe turbulence and downturn in the Financial Services industry, is officially over. Although severe with many lingering effects in the national housing market and the national labor market, the U.S. economy has recorded three straight years of overall growth. As of 2011, U.S. real Gross Domestic Product (GDP) had returned to its pre-Great Recession peak that occurred in 2007. Figure 2-1 provides a graphic depiction of real, inflation-adjusted U.S. GDP trend since 2001.

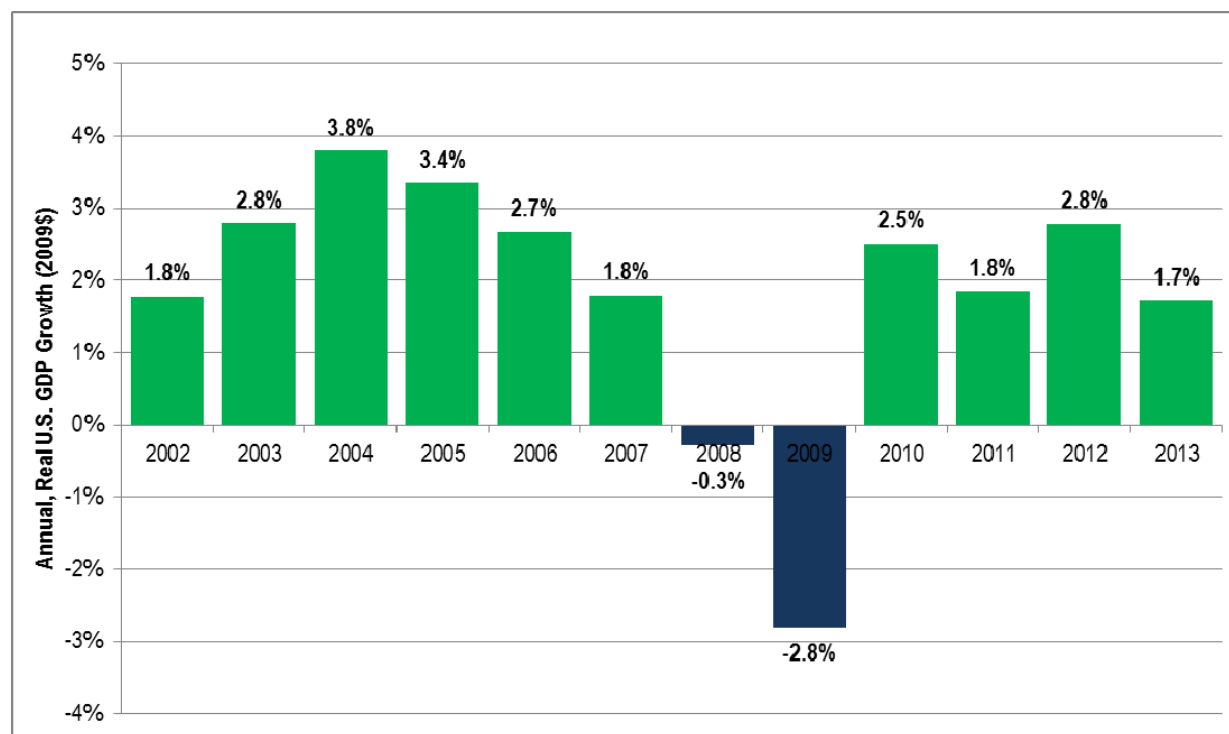
**Figure 2-1 U.S. Real Gross Domestic Product (GDP) Trend, 2001-2012**



SOURCE: U.S. Department of Commerce

At the worst of the Great Recession, the national economy withered by 2.8% in 2009. In 2008, when the financial industry seized into free-fall and national economic emergency, there was an overall 0.3% economic decline. The severe downturn and financial industry collapse occurred later in 2008 with meager growth and increasing downward pressure on the economy throughout the year. Figure 2-2 provides comparisons of annual, real U.S. GDP growth rates since 2002.

**Figure 2-2 Annual U.S. Real Gross Domestic Product (GDP) Growth, 2002-2012**



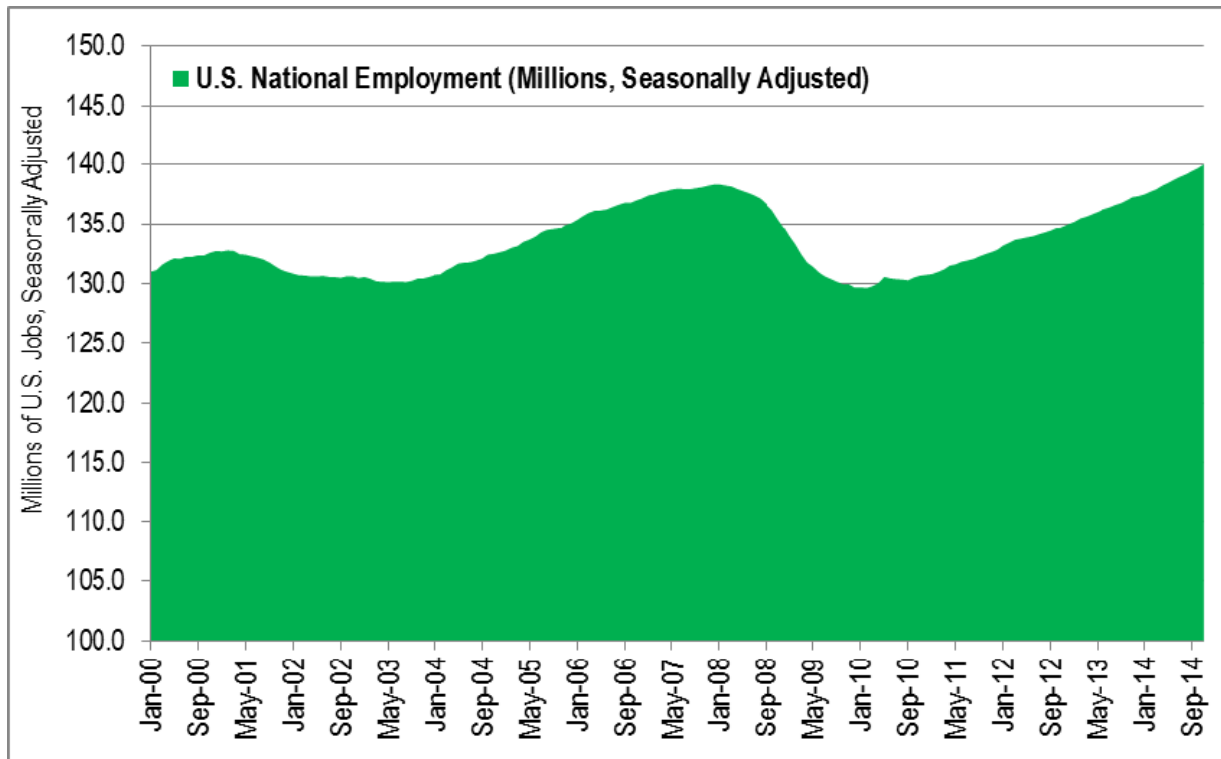
SOURCE: U.S. Department of Commerce

Preliminary data for 2014 indicates that the national economic recovery is technically entering its sixth year as the rebound started in later 2009. Significant economic turbulence due to U.S. federal budget politics and uncertainty, as well as international debt crises in Europe as part of broader international financial sector troubles, have been sizeable constraining factors on faster recovery.

Slow recovery has also occurred in the national housing market, with many metro areas only recently seeing stable housing values, increased access to credit, sales volumes, and resulting housing starts. Some economists credit the federal “Debt Ceiling” political showdown and turmoil created by federal debt limit uncertainty as greatly extending weakness in the national recovery as evidenced by the slowdown in 2011.

The remaining legacy of the Great Recession has been lackluster recovery of the U.S. labor market. As Figure 2-3 illustrates, despite national production already exceeding pre-Great Recession levels, U.S. employment has continued to lag behind. Only in January of 2014 did employment finally return to its pre-Great Recession peak recorded in March of 2008. Six years of anemic hiring by U.S. businesses, who instead have invested in productivity gains rather than hiring, have resulted in extended unemployment benefit expenses by state governments and long-term drag on public sector fiscal recovery.

**Figure 2-3 Monthly U.S. Employment Trend, 2002-2014 (Seasonally Adjusted)**



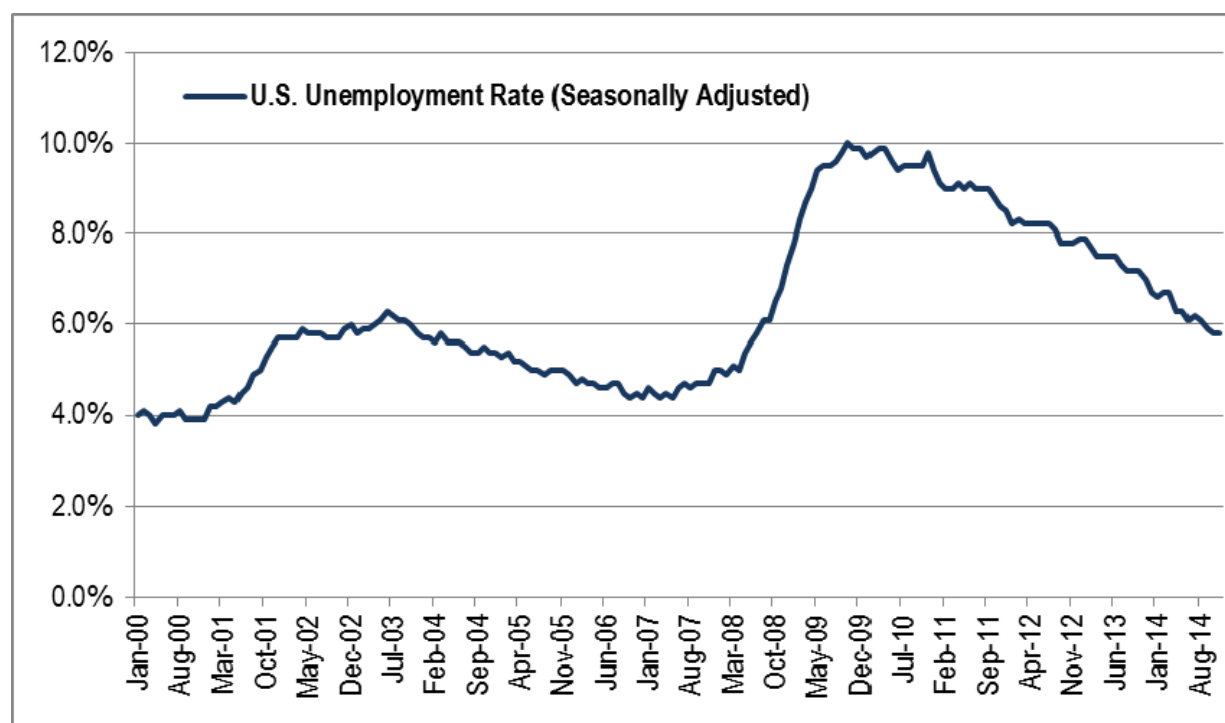
SOURCE: U.S. Bureau of Labor Statistics

Figure 2-4 displays the U.S. jobless rate from January 2000 to August 2014. At 6.5% in January of 2014, the national unemployment rate continues to exceed its peak level of 6.1% during the post-9/11 recession. According to the U.S. Bureau of Labor Statistics, however, total “underemployment” in the U.S. – those unemployed and looking for work, as well as discouraged workers, underutilized workforce given skills and experience, as well as part-time employment by virtue of no full-time position availability – peaked at roughly 17% in 2009 and remained above 12% for roughly four years until September of 2014.<sup>4</sup>

<sup>4</sup> <http://www.bls.gov/news.release/empsit.t15.htm>. (U-6 labor underutilization rate time series)



**Figure 2-4 Monthly U.S. Unemployment Rate, 2000-2014 (Seasonally Adjusted)**

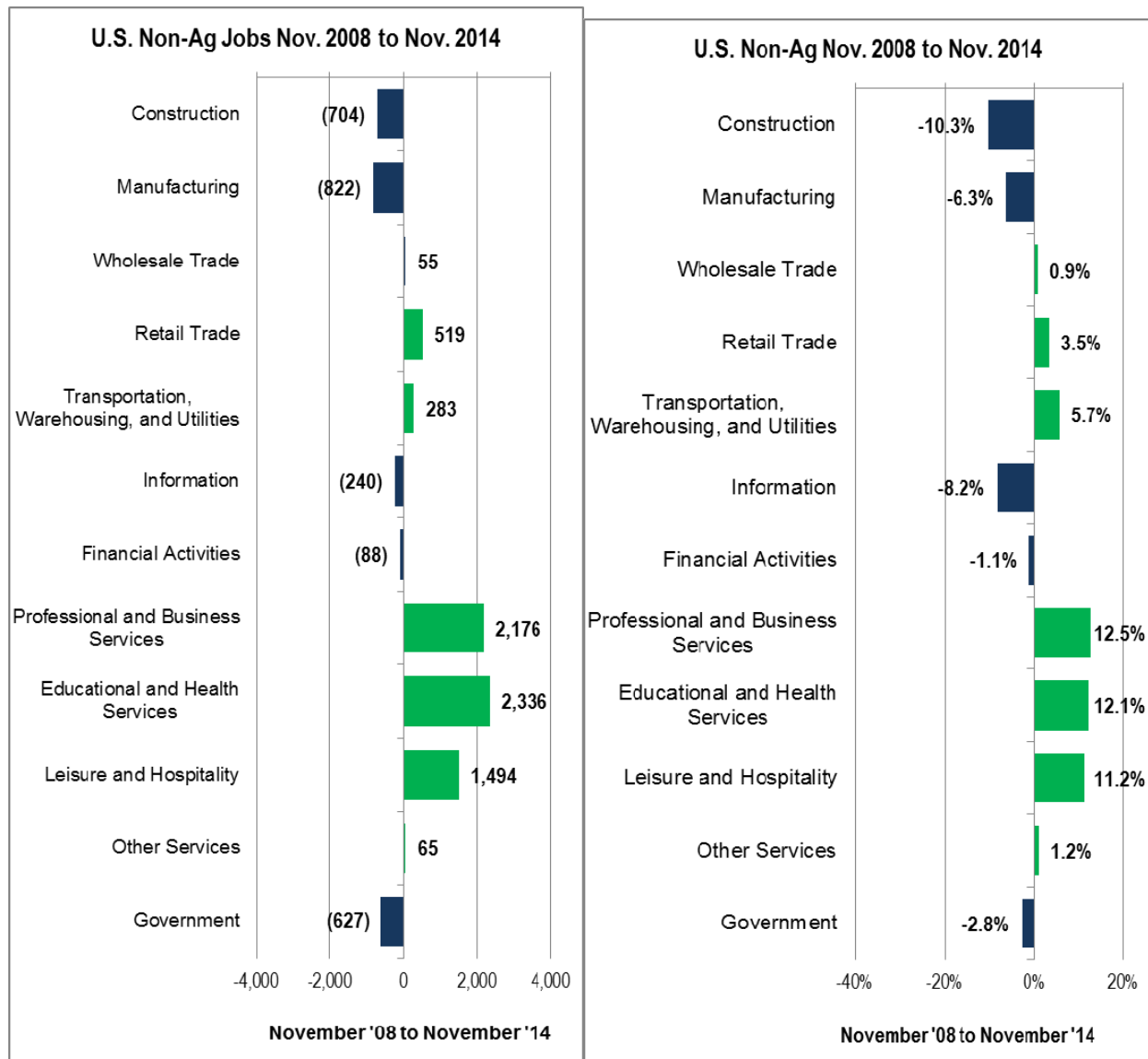


SOURCE: U.S. Bureau of Labor Statistics

Due to six years of tepid hiring growth nationwide, generally modest business investment volume, and continued growth in population and labor force, the Federal Reserve continues to maintain an expansionary policy of low interest rates in order to incent continued consumer spending, as well as reducing the cost of financing business capital investment and expansion.

Although disappointing, national hiring has not been lackluster in all industry sectors. Figure 2-5 provides a comparison of the twelve major non-agricultural industry categories by the North American Industry Classification System (NAICS).

**Figure 2-5 Sector Job Trend, January 2008 to January 2014 (Thousands, Seasonally Adjusted)**



SOURCE: U.S. Bureau of Labor Statistics

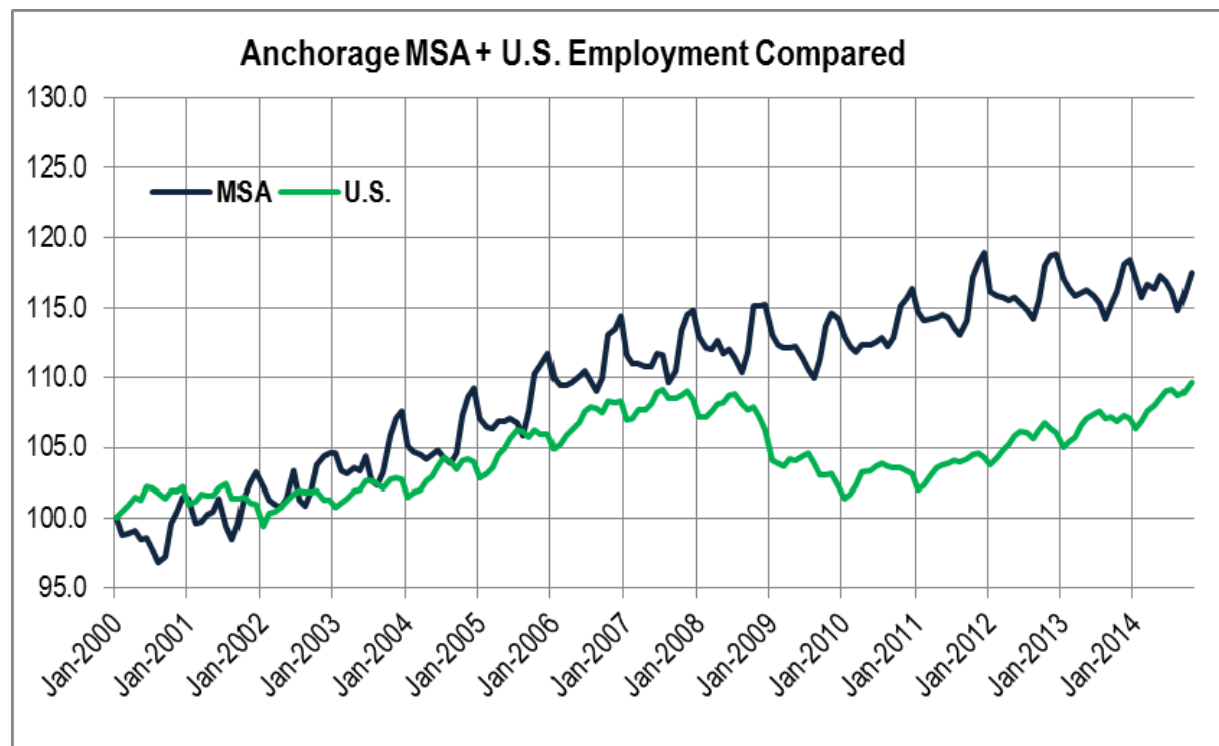
Education & Health Services has been the biggest bright spot through the Great Recession, adding over 2.3 million jobs over the past six years. The 12.1% sector employment growth rate, however, is bested by the 12.5% job growth rate in Professional & Business Services between November 2008 and November 2014. Leisure & Hospitality, Transportation, Warehousing, and Utilities, Retail Trade, Other Services, and Wholesale Trade also saw job gains from the end of 2008 – nearly the worst of the Great Recession – to November of 2014.

In terms of job losses, Manufacturing (822,000 jobs lost), Construction (704,000 jobs lost), and Government (627,000 jobs lost) have been worst performers since the worst of the Great Recession. Overall, as of 2014, five of the nation's twelve primary industries still had not fully recovered to pre-recession employment levels.

## 2.2 Anchorage MSA Economic Trends

The Anchorage and Mat-Su MSA economy continued its trend of exceeding the nation in terms of job growth through the middle of 2014 and since the benchmark year of 2000. Employment continues to grow in an upward trend within the MSA, however fluctuations consistently occur throughout each year, reflective of seasonal employment like fishing and tourism (MSA data is not seasonally adjusted). Figure 2-6 expresses annual, indexed employment for the Anchorage MSA as compared to the U.S. as a whole.

**Figure 2-6 Anchorage MSA & U.S.A Employment Trend Index (January 2000 = 100.0)**

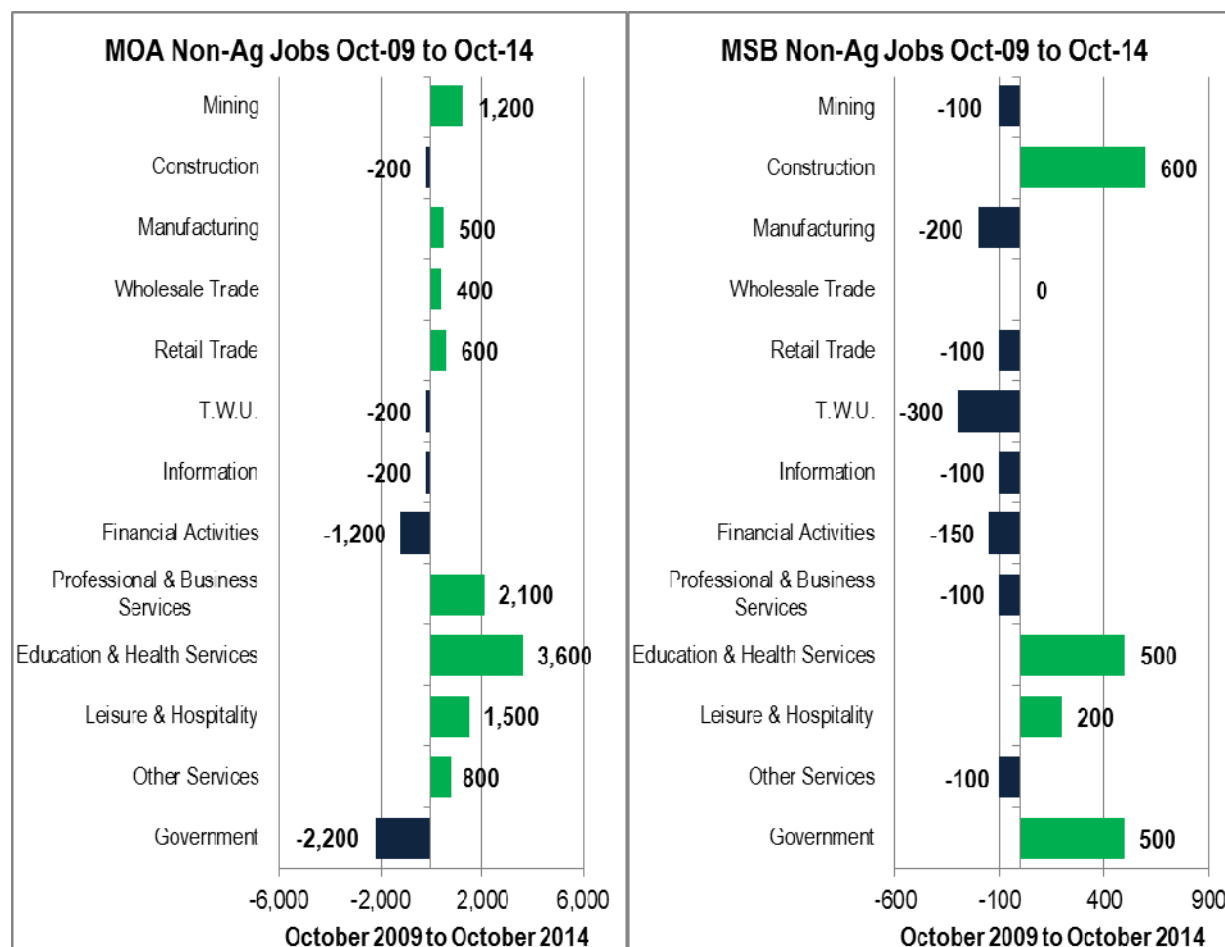


Source: Alaska Department of Labor and Workforce Development, US Bureau of Labor and Statistics

Recent Alaska Department of Labor & Workforce Development (AKDOL&WD) data for the Anchorage and Mat-Su economy include:

- The MSA added 2,242 jobs between October 2013 and October 2014. The expansion translates into a 1.2% annualized rate of growth.
- The MSA economy has consistently exceeded pre-Great Recession peak employment level at 166,000 jobs in December of 2007.
- Current total jobs in the region stand at 190,388 as of October 2014, the most recent month available. The MOA is presently estimated to have 149,418 jobs while the MSB is estimated to have 40,970 jobs.
- The Anchorage/Mat-Su MSA continues to have significantly greater seasonal fluctuation to job gains due to stronger ties to food production and tourism and seasonal impacts on various sectors.

**Figure 2-7 MOA & MSB Industry Job Level Changes (2009-2014)**



Source: Alaska Department of Labor and Workforce Development

Figure 2-7 displays nonfarm industry job gains between the nearly worst of the Great Recession in October of 2009 and October of 2014. Both the MOA and the MSB job performance are detailed in Figure 2-7.

In Anchorage:

- Education & Health Services (3,600 jobs) led by the U-Med District, followed by Professional & Business Services (2,100 jobs) driven by Native corporation entity growth, and Leisure & Hospitality (1,500 jobs) have had the most job gains since the Great Recession.
- Government, Financial Activities, Information, Construction, and Transportation, Warehousing & Utilities still have not regained jobs lost in Anchorage since the worst of the Great Recession.
- From October 2009 to October 2014, Anchorage added 6,700 jobs net new jobs among all sectors combined.
- In October of 2014, Anchorage had 158,500 nonfarm industry jobs according to AKDOL&WD.

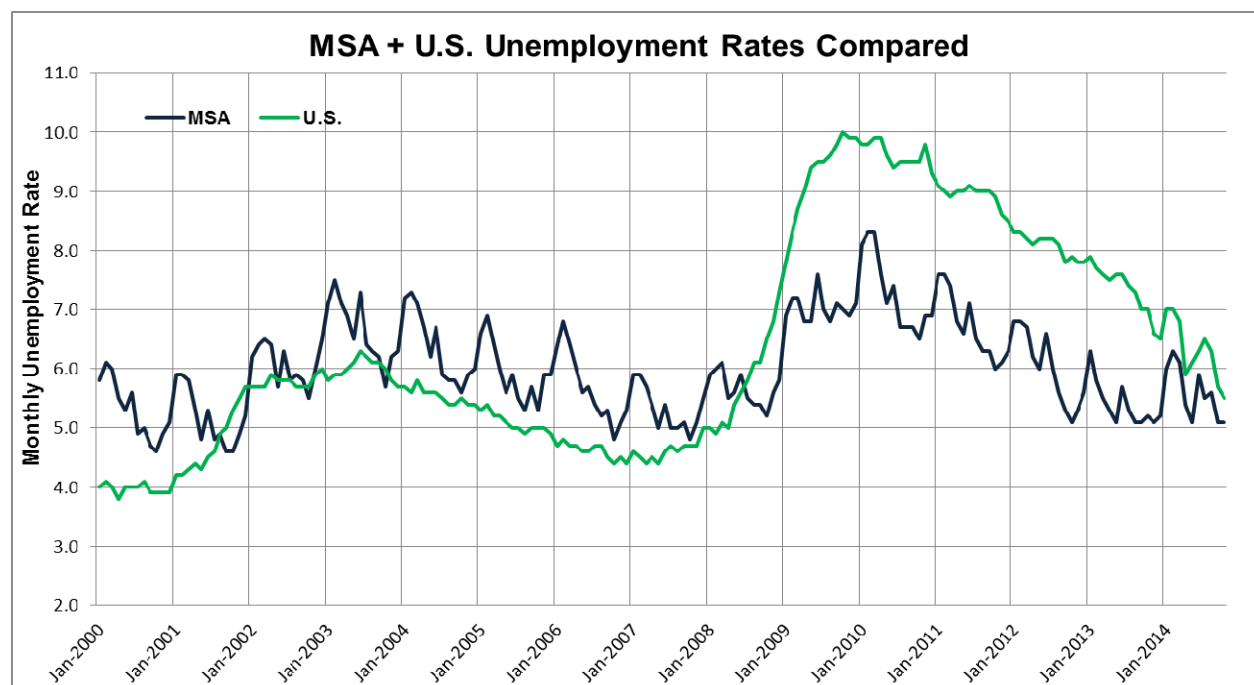
In the Mat-Su Borough:

- Construction (600 jobs), Education & Health Services (500 jobs), and Government (500 jobs) have led economic growth since the worst of the Great Recession.
- Eight key industry sectors have still not recovered all jobs lost since the worst of the Great Recession, with Transportation, Warehousing & Utilities (-300 jobs), Manufacturing (-200 jobs), and Financial Activities (-150 jobs) still demonstrating the largest jobs deficits compared to 2009.
- Between Octobers of 2009 and 2014, however, the MSB added 650 net new jobs among all sectors combined.
- There were 21,200 nonfarm industry jobs in the MSB in October of 2014 according to AKDOL&WD.

At its worst, the MSA unemployment rate reached a peak of 8.3% in early 2010. In early 2013, the regional jobless rate equaled the mid-2007 unemployment rate that occurred before the Great Recession.

From September 2009 to April of 2014, the region's unemployment rate has been well below the national jobless rate. The region's unemployment rate currently stands at 5.1%, its lowest level since 2009. The national jobless rate during the Great Recession reached 10% during the fall of 2009. The dramatic decrease in joblessness in the Anchorage and Mat-Su region through the beginning of 2014 would certainly indicate that the regional economy is expanding faster than active job-seekers to fill positions. However, as Figure 2-8 indicates, the unemployment trend has flattened during much of 2014.

**Figure 2-8 Anchorage MSA & U.S. Unemployment Rate Trend, 2000-2013**

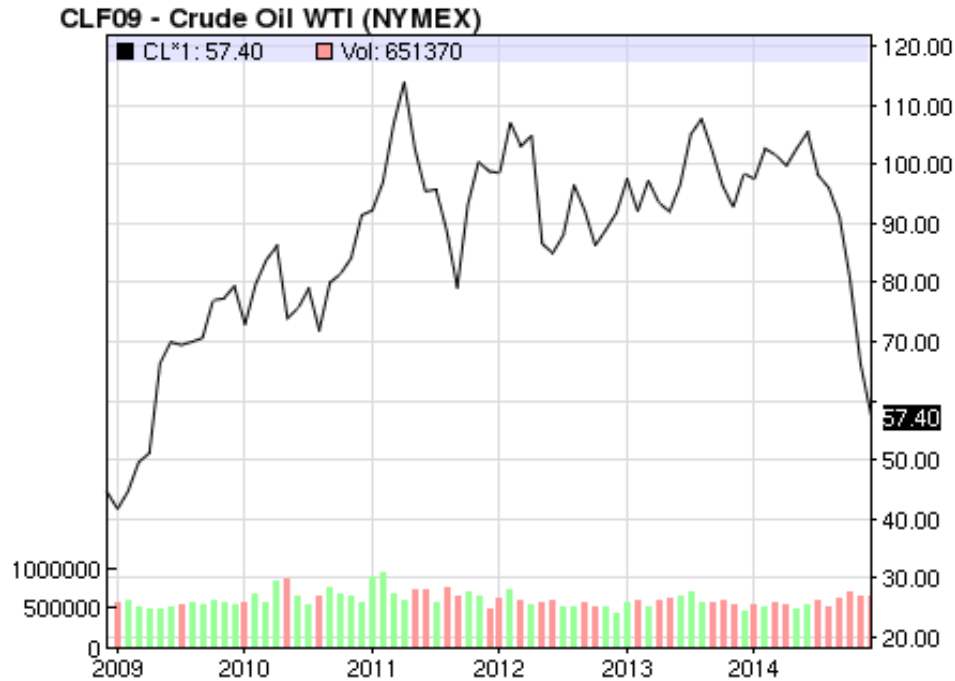


Source: Alaska Department of Labor and Workforce Development, US Bureau of Labor and Statistics

Local economic slowing has certainly been affected by dramatic reductions in the price of crude oil, as is the case for the benchmark West Texas Intermediate (WTI) Crude Oil Prices displayed in Figure 2-9. Although oil prices, specifically Alaska North Slope (ANS) West Coast prices and WTI have trended upward since 2009, the second half of 2014 has marked dramatic decreases

from \$105 per barrel to roughly \$60 per barrel late in 2014. By mid-January, the price per barrel dropped to \$46. As Anchorage continues to be the statewide hub of major resource extraction firms, including petroleum, the price drop-off appears to be having a definite curbing effect on oilfield investment and growth in 2014.

**Figure 2-9 West Texas Intermediate Crude Oil Price per Barrel, 2009-2014**



Source: Nasdaq.com (<http://www.nasdaq.com/markets/crude-oil.aspx?timeframe=6y>)

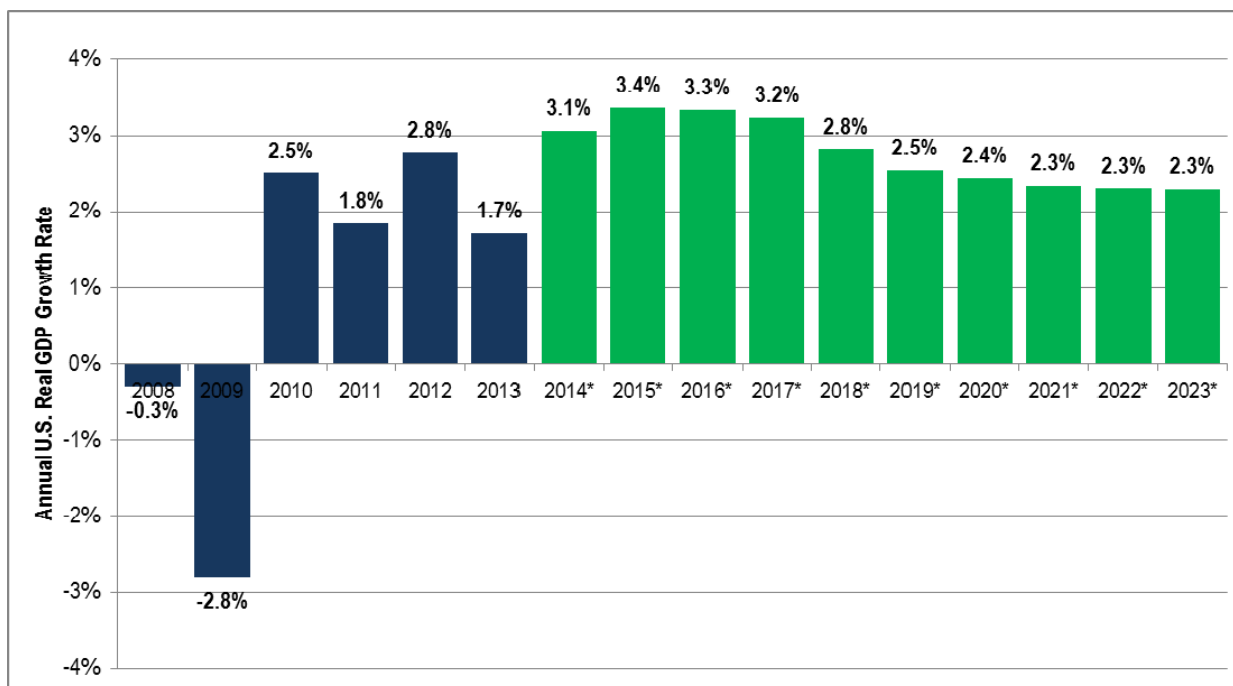
Given the uncertainty of the duration of low international oil prices, as will be discussed in the next section, the economic outlook for Anchorage is certainly muddled compared to just six months ago. For this reason, for purposes of industrial land demand analysis, a Low Growth Scenario for the Anchorage economy will be modeled for industry job growth potential and resulting industrial land needs through 2035.

## 2.3 Economic Outlook

### 2.3.1 National Outlook

Figure 2-10 provides a graphical summary of the most recent forecast of annual, U.S. real GDP though 2023 by the U.S. Office of Management and Budget (OMB).

**Figure 2-10 Forecasted U.S. Real GDP Annual Growth (2014-2023)**



\*Forecast values

Source: U.S. Office of Management and Budget (June 2014)

The most recent forecast, conservative in nature and the basis of planning the annual U.S. federal budget, is generally positive with annual economic growth averaging roughly 3.3% for three years beginning in 2015. Thereafter, the U.S. economy is anticipated to grow by 2.3% to 2.8% annually thereafter assuming no significant economic shocks.

### 2.3.2 State of Alaska Outlook

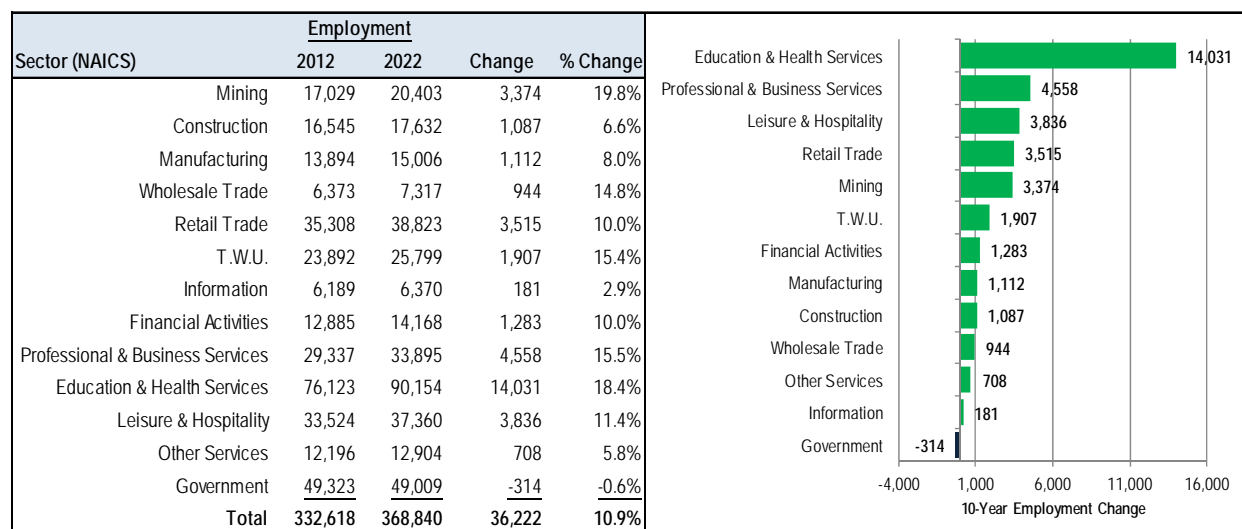
In October of 2014, AKDOL&WD released its ten-year industry employment forecast for the State of Alaska. By October, oil price drops had been sustained, though not as dramatically as over the following six weeks. The resulting forecast of statewide nonfarm industry employment is found in Figure 2-11.

- Overall, Alaska industry employment is projected to grow by 1.09% annually through 2022, adding a total of 36,222 jobs.
- Continued major investment in mining operations in the Interior are credited with boosting the Mining sector for sizeable job growth (8,874 jobs) despite potentially weak Petroleum extraction employment in that industry classification.



- Overall, ten-year statewide economic job growth is expected to be concentrated in Education & Health Services (14,081 new jobs), followed by Professional & Business Services (4,668 new jobs) and Leisure & Hospitality (3,836 new jobs.)
- Only Government is expected to see a ten-year decline in statewide employment, losing 314 jobs over the duration.

**Figure 2-11 Forecasted Alaska Nonfarm Industry Employment (2012-2022)**



Source: AKDOL&WD, October 2014 (<http://laborstats.alaska.gov/trends/oct14art1.pdf>)

Depending upon the ultimate duration of low oil prices, the above forecast may be rendered optimistic with extended oil price weakness, or reasonable if price levels fluctuate over the short-term and normal growth activity resumes. Additional discussion of the implications of oil price uncertainty in Anchorage is reserved for the following subsection.

## 2.4 Municipality of Anchorage Employment Forecasts

For the industrial land use planning period of 2015 to 2035, previous discussions provide the following context for how the MOA economy can be expected to grow:

- *National Economy:* Nationwide, the economy is expected to grow in excess of 3% for four years with gradually moderating growth rates annually thereafter. Low oil prices have mixed impacts as energy firms certainly experience contraction, but lower energy and auto fuel prices provide a boon to businesses and households via higher non-fuel spending potential.
- *Alaska Economy:* Roughly 1.1% annual job growth statewide through 2022, though with likely short-term slower performance in Mining via petroleum exploration growth curtailed and Government as the State of Alaska decides how to budget for annual services obligations given drastically different oil prices than projected earlier in 2014.

It is within the context of these two broader influencing factors that the Anchorage economy will perform during the 2015-2035 planning period for industrial land need.

For purposes of this study, however, a third factor affecting Anchorage industrial sector employment, land need, and regional urbanization pattern is the Knik Arm Crossing bridge

project planned by the Alaska Department of Transportation & Public Facilities. The roughly 1.7 mile bridge would extend from the vicinity of Government Hill and the Port of Anchorage across the Knik Arm to Point Mackenzie near Port Mackenzie. The potential project and its implications for the Anchorage economy and future urbanization within the Municipality are reserved for later in this report.

#### **2.4.1      Scenarios Defined**

Three distinct growth scenarios were estimated to best capture different economic outcomes given expected national and statewide economic performance, as well as near-term economic uncertainty about oil prices and the potential impacts of a Knik Arm Crossing, which would open up thousands of acres of undeveloped land in the Point Mackenzie within a 5-10 minute drive from Anchorage.

To formulate three economic growth scenarios for the Municipality of Anchorage, Cardno utilizes recent economic analysis and forecasting it conducted with Anchorage firm Agnew::Beck Consulting for the December 2014 *Knik Arm Crossing Independent Socioeconomic Review & Forecast*.<sup>5</sup>

The basis of the Knik Arm Crossing employment forecast for the Anchorage MSA was as follows:

- Detailed review of all past socioeconomic forecasts for the Anchorage MSA with focus on previous forecasts that explicitly included the Knik Arm Crossing. This process identified the 2009 employment forecast conducted by the UAA Institute of Social & Economic Research (ISER) for the Highway to Highway (H2H) project as the best basis for new regional economic forecasting.<sup>6</sup>
- Updated employment and population forecasts for the Anchorage MSA, comprising the Municipality and Mat-Su Borough, with new economic data since the 2009 ISER forecast. The new forecast resulted in slightly lower overall job growth and population growth projections compared to the 2009 ISER study.
- Literature review of studies identifying the long-term, permanent economic impact of major transportation infrastructure investment. Impacts were found to vary, but due to the geographic isolation of the MSA, unlike most MSAs throughout the U.S., growth impacts of the KAC were assumed to be measurable and beneficial, but not significant in magnitude overall.

The resulting forecast of economic and population growth with a Knik Arm Crossing resulted in modestly higher overall growth compared to the growth without a KAC. Geographic distribution of regional growth varied significantly, however. Most growth redistribution was found to occur within the Mat-Su Borough, from growth that would have located 45 minutes or more north of Anchorage in the Palmer & Wasilla area to the Point Mackenzie area, no more than 15 to 20 minutes from Anchorage.

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<sup>5</sup> <http://knikarmbridge.com/wp-content/uploads/2014/03/KAC-TR-Appendix-A.pdf>

<sup>6</sup> Economic and Demographic Projections for Alaska and Greater Anchorage Study, 2010-2035," Scott Goldsmith, Ph.D. of ISER, University of Alaska Anchorage, 2009.

Some Anchorage growth was found to move across the KAC to Point MacKenzie, but as the Technical Advisory Committee of this study process identified, the KAC study found the Anchorage Bowl to continue to be the preferred location for most employers. Anchorage growth was geographically allocated based on transportation modeling conducted by Anchorage Metropolitan Area Transportation Solutions (AMATS), specifically found in the 2035 Metropolitan Transportation Plan (MTP).<sup>7</sup>

The resulting three MOA economic growth scenarios are described as follows:

- **“Baseline No KAC Bridge” Scenario:** The MOA adds jobs at an average rate of 1.08% annually. Individual sectors grow at similar relative pace as recently projected by AKDOL&WD Statewide.
- **“Baseline KAC Bridge” Scenario:** MOA employment grows by an average rate of 1.05% annually. Individual sectors grow at similar relative pace as recently projected by AKDOL&WD Statewide.
- **“Low Growth KAC Bridge” Scenario:** The MOA adds jobs at an average rate of 0.66% annually, representing a “worst case” economic scenario for the Municipality. Individual sectors perform similarly relative to the Statewide forecast.

As will be discussed later in this subsection, it was found in the December 2014 *Knik Arm Crossing Independent Socioeconomic Review & Forecast* that a Knik Arm Crossing would likely not pose significant impacts to Anchorage industry sectors, but would more greatly act as a pressure valve for Anchorage housing demand and undersupply of residential unit capacity in the Anchorage Bowl. Therefore, ultimately, the “No KAC Bridge” and “KAC Bridge” scenarios are found to not be dramatically different.

As past economic performance in Anchorage displayed in Table 2-1 indicates, the growth scenarios modeled in this analysis are relatively conservative compared to the last twenty years of growth. Both the State of Alaska and the U.S. Bureau of Economic Analysis record Anchorage employment growing by between 1.4% annually and 1.5% annually since 1990.

**Table 2-1 MOA Historical Employment Growth Statistics**

		Historic Average Annual Employment Growth Rate		
Year Published	Report & Measure	1990-2000	2000-2009	1990-2009
2013	Alaska Dept. of Labor - Quarterly Census Employment & Wages	---	1.5%	---
2012	Bureau of Economic Analysis - Total Nonfarm Full-Time and Part-Time (Excludes Sole Proprietors)	1.4%	1.5%	1.5%

<sup>7</sup> [http://www.muni.org/Departments/OCPD/Planning/AMATS/Pages/1\\_MTP.aspx](http://www.muni.org/Departments/OCPD/Planning/AMATS/Pages/1_MTP.aspx)

## 2.4.2 **MOA Employment Forecast Results**

### 2.4.2.1 **Baseline No KAC Bridge Scenario**

Results of the twenty-year MOA employment forecast, from 2015 to 2035, are found in Figure 2-12.

Provided sufficient industrial land is available to realize the Baseline No Bridge scenario:

- The MOA has the ability to grow from 158,200 jobs in 2015 to 196,400 jobs by 2035.
- Net job growth potential between 2015 and 2035 is estimated at 38,200 new jobs, led by Education & Health Services (10,600 jobs) and Professional & Business Services (7,300 jobs).
- Mining, Construction, Manufacturing, Wholesale Trade, and Transportation, Warehousing and Utilities are expected to add 6,500 jobs through 2035.

**Figure 2-12 Baseline No Bridge Scenario Employment Growth Forecast, MOA**

Baseline No KAC Bridge Scenario Employment Sector	Total Employment					Δ
	2015	2020	2025	2030	2035	'15-'35
Mining	3,400	3,800	3,800	3,900	3,900	500
Construction	8,500	9,400	9,500	9,600	9,800	1,300
Manufacturing	2,400	2,600	2,700	2,700	2,800	400
Wholesale Trade	4,500	5,400	5,600	5,700	5,900	1,400
Retail Trade	17,600	19,900	20,500	21,100	21,900	4,300
Transportation, Warehousing & Utilities	11,800	13,400	13,800	14,100	14,700	2,900
Information	3,800	4,200	4,300	4,300	4,300	500
Financial Activities	8,700	9,500	9,800	10,000	10,100	1,400
Professional & Business Services	19,400	22,600	24,000	25,400	26,700	7,300
Education & Health Services	24,700	29,000	30,900	33,100	35,300	10,600
Leisure & Hospitality	16,700	19,400	20,400	21,500	22,400	5,700
Other Services	5,800	6,600	6,700	6,800	6,900	1,100
Government	30,900	31,100	31,300	31,500	31,700	800
<b>Total</b>	<b>158,200</b>	<b>176,900</b>	<b>183,300</b>	<b>189,700</b>	<b>196,400</b>	<b>38,200</b>

Source: Cardno, Inc., based on *Knik Arm Crossing Independent Socioeconomic Review & Forecast*, Cardno, Inc. and Agnew::Beck Consulting

### 2.4.2.2 **Baseline KAC Bridge Scenario**

Figure 2-13 provides the detailed employment forecast for the MOA assuming baseline or “medium growth” conditions and a Knik Arm Crossing is constructed beginning in 2017 with completion in 2019.

- The MOA is expected to grow from 158,200 jobs in 2015 to 195,300 jobs by 2035.
- Net job growth potential between 2015 and 2035 is estimated at 37,100 new jobs, led by Education & Health Services (10,400 jobs) and Professional & Business Services (7,100 jobs).
- Mining, Construction, Manufacturing, Wholesale Trade, and Transportation, Warehousing and Utilities are expected to add 6,300 jobs through 2035.

**Figure 2-13 Baseline Bridge Scenario Employment Growth Forecast, MOA**

Baseline KAC Bridge Scenario Employment Sector	Total Employment					Δ
	2015	2020	2025	2030	2035	'15-'35
Mining	3,400	3,800	3,800	3,900	3,900	500
Construction	8,500	9,400	9,500	9,600	9,700	1,200
Manufacturing	2,400	2,600	2,700	2,700	2,800	400
Wholesale Trade	4,500	5,400	5,600	5,700	5,900	1,400
Retail Trade	17,600	19,900	20,400	21,000	21,800	4,200
Transportation, Warehousing & Utilities	11,800	13,400	13,700	14,000	14,600	2,800
Information	3,800	4,200	4,300	4,300	4,300	500
Financial Activities	8,700	9,500	9,800	10,000	10,000	1,300
Professional & Business Services	19,400	22,600	23,900	25,300	26,500	7,100
Education & Health Services	24,700	29,000	30,800	33,000	35,100	10,400
Leisure & Hospitality	16,700	19,400	20,300	21,400	22,300	5,600
Other Services	5,800	6,600	6,700	6,800	6,900	1,100
Government	30,900	31,100	31,200	31,400	31,500	600
<b>Total</b>	<b>158,200</b>	<b>176,900</b>	<b>182,700</b>	<b>189,100</b>	<b>195,300</b>	<b>37,100</b>

Source: Cardno, Inc., based on *Knik Arm Crossing Independent Socioeconomic Review & Forecast*, Cardno, Inc. and Agnew::Beck Consulting

#### 2.4.2.2.1 Factors Contributing to Future Employment Retention in the MOA

The expectation that the MOA will not see significant job impacts from a Knik Arm Crossing is based on several key factors, some of which have been documented in recent MOA planning efforts. Below is a summary of the various industry sector factors that will affect continued competitive advantage for the MOA and limit the possibility of significant employment shifts with a Knik Arm Crossing.

#### Eklutna/Birchwood/Chugiak

Northern parts of the MOA along the Glenn Highway have begun to undergo land use and transportation planning development process, mostly private in nature. This is particularly true of the Eklutna area, some parts of which are further along as an industrial employment and residential area given landowner planning and interests. Development readiness of these areas will mean significant employment capture and retention for the MOA rather than an absolute shift. The topic will be discussed further later in this document.

#### MOA Industrial Land Supply Constraint

As will be discussed in greater detail later in this document, the MOA has limited room for all industrial businesses to expand based on past and new industrial land inventory efforts. In other words, construction of a Knik Arm Crossing mainly introduces a new set of MSB location options close to the Anchorage Bowl for firms already choosing the more distant Palmer-Wasilla “Core” of the MSB.

#### (Industrial) Business Cost Relocations

Opening of the Knik Arm Crossing will indeed open new business location options for various industrial-type businesses such as Manufacturing, Warehousing & Distribution, and Wholesale Trade. Site/land-constrained firms in Anchorage and firms not faced with such constraints in the

MSB might both find Point MacKenzie a compelling business relocation site or a new expansion site with the bridge.

Point MacKenzie should, however, be viewed as one of two strategic business locations emerging in the region including the Eklutna/North MOA area. Each have different competitive advantages that will appeal to different types of businesses, thus firm response to a Knik Arm Crossing cannot be viewed as a uniform, one-way employment shift over time.

- **Fee Simple Ownership vs. Long-Term Lease:** Businesses seeking industrial sites preferring to own land outright will likely find greater flexibility in the larger Point MacKenzie area. A combination of private and public interests own land in the Point MacKenzie area, thus land sales will likely be more common and easier for interested firms. Alternatively, firms preferring leased land for their location decisions may likely prefer the Eklutna area. Current land ownership is primarily by Eklutna, Inc., which has expressed that land sales have happened in special circumstances.<sup>8</sup>
- **Utility & Infrastructure Preferences:** Firms that require sooner water, wastewater, or other utilities or services may likely find the Eklutna/North MOA area preferable to Point MacKenzie, at least until such time that those specific utilities in sufficient capacity are extended feasibly.
- **Land Cost Sensitivity:** Because of the sheer size of the Point MacKenzie area, land availability with major transportation infrastructure via the Knik Arm Crossing will likely render Point MacKenzie advantageous from a land cost perspective. This will attract different potential firms, however, than the Eklutna/North MOA area. Firms that are sensitive to land costs are frequently those that use large sites with low intensity, such as equipment storage, construction yard uses, and some warehousing/distribution and transportation businesses. Other firms include those that need flexibility for future expansion and acquire significantly more land than immediately needed because of the low cost of acquisition and resulting low holding cost until time for improvement.
- **Central Location to the Region:** Eklutna/North MOA will be the strategically stronger location for various businesses that both heavily depend upon transportation infrastructure and serve both the MOA and MSB subregional economies. Arguably, until Knik Goose Bay (KGB) Road or another connection is improved significantly to the Parks Highway/Wasilla, the Glenn Highway will be the superior north-south freight transportation route for firms serving customers in both the high-growth Mat-Su economy and the far larger, but slower-growing Anchorage economy, and the Interior.
- **Office/Commercial Build-Out:** Industrial businesses that utilize more office facility build-out rather than higher unimproved land usage may find Eklutna/North MOA preferable. Such businesses are typically less sensitive to land costs and use smaller sites more intensively with structure and office uses. Furthermore, such businesses may prefer to be near existing and future planned commercial development along the Glenn Highway in the Eklutna/Birchwood area.

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<sup>8</sup> <http://www.eklutnainc.com/2013/corporate-lands/commercial.php>

- **Port, Airport, and Railroad Proximity:** Firms that rely significantly upon convenience and freight volume to and from Ted Stevens Anchorage International Airport and the Port of Anchorage, as well as Port MacKenzie and major new rail investment by the Alaska Railroad, will likely find Point MacKenzie location preferable to Eklutna/North MOA for future relocation and/or expansions site decisions.

### **MOA Commercial Land Supply Constraint**

The MOA has documented a shortage of sufficient commercial/retail land over the next twenty years.<sup>9</sup> Because retail development typically is the least sensitive to land costs – owing to retail paying premiums to be on highly visible, high traffic locations - it can put price pressure on industrial land supply and affect conversion to retail uses. But for that same reason, commercial development can also be far more economically suitable for higher-cost redevelopment of sites that were previously assigned other uses including industrial operations.

In other words, to the extent that the Knik Arm Crossing affects business relocation decisions from the MOA to the MSB, potential retail/commercial sites are opened up for retail/commercial uses that can feasibly locate on previously improved sites.

Second, also documented by the MOA, retail sales at MOA establishments are extraordinarily robust even for higher Alaska wages, further evidence of retail land supply constraint. Although some parts of Anchorage may be perceived as having predominantly retail or even “too much” retail, the quantity of existing retailers and services is actually constrained compared to the amount of money spent in Anchorage by residents, visitors, and businesses.

But as population growth trend changes with a Knik Arm Crossing, Anchorage retail/commercial businesses will on average experience slower sales growth from currently, abnormally high levels. While not true for every individual retail/commercial business, overall the sector in Anchorage has the ability to absorb some reduction in sales growth relative to extraordinary historical trend due greatly to land supply constraint. Again, decreases in overall retail/services business in Anchorage would not be expected as the MOA is projected to continue to grow in a stable manner, but at a slightly slower pace with a Knik Arm Crossing than without.

### **Commercial Concentration in Anchorage**

Although population shifts are expected with a Knik Arm Crossing, specifically higher growth in the MSB/Point MacKenzie and somewhat dampened population growth in the MOA, the high concentration locational investment by government, energy, natural resource, tourism, healthcare, and education sectors in downtown Anchorage and Midtown Anchorage will not change. This, in turn, makes Anchorage a continued central location for:

- Related and support commerce for existing employment concentrations;
- The continuing, large and growing residential base in Anchorage;
- Its role as jumping-off point for much of Alaska tourism; and

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<sup>9</sup> Anchorage Commercial Land Assessment, January 2012  
(<http://www.muni.org/Departments/OCPD/Planning/Publications/Pages/default.aspx>)

- The primary destination for retail and services patronization by Alaska residents from elsewhere in the State.

### 2.4.2.3 Low Growth KAC Bridge Scenario

During late stages of the study process, crude oil prices experienced dramatic decreases well below pricing assumptions utilized by the State of Alaska for fiscal planning. Dramatically revised State revenue forecasting and great uncertainty about economic fallout both made it necessary to add a “Worst-Case” economic growth scenario for industrial land need analysis purposes.

Figure 2-14 provides the detailed employment forecast for the MOA “low growth” conditions and a Knik Arm Crossing is constructed beginning in 2017 with completion in 2019. The “low growth” scenario assumes a “worst case” economic scenario, where annual employment growth in the MOA averages 0.66% - less than the “baseline” forecast of 1.05% and significantly slower than historical growth of 1.5% between 1990 and 2000.

**Figure 2-14 Low Growth Bridge Scenario Employment Growth Forecast, MOA**

Low Growth KAC Bridge Scenario		Total Employment					Δ
Employment Sector	2015	2020	2025	2030	2035	'15-'35	
Mining	3,400	3,700	3,600	3,600	3,500	100	
Construction	8,500	9,100	9,000	8,900	8,900	400	
Manufacturing	2,400	2,500	2,500	2,500	2,500	100	
Wholesale Trade	4,500	5,200	5,300	5,300	5,400	900	
Retail Trade	17,600	19,200	19,300	19,500	19,900	2,300	
Transportation, Warehousing & Utilities	11,800	12,900	13,000	13,100	13,300	1,500	
Information	3,800	4,000	4,100	4,000	3,900	100	
Financial Activities	8,700	9,200	9,200	9,300	9,200	500	
Professional & Business Services	19,400	21,800	22,600	23,500	24,200	4,800	
Education & Health Services	24,700	27,900	29,100	30,700	32,000	7,300	
Leisure & Hospitality	16,700	18,700	19,200	19,900	20,300	3,600	
Other Services	5,800	6,400	6,300	6,300	6,300	500	
Government	30,900	30,700	30,750	30,800	30,900	0	
<b>Total</b>	<b>158,200</b>	<b>171,300</b>	<b>173,950</b>	<b>177,400</b>	<b>180,300</b>	<b>22,100</b>	

Source: Cardno, Inc., based on *Knik Arm Crossing Independent Socioeconomic Review & Forecast*, Cardno, Inc. and Agnew::Beck Consulting

- The MOA is expected to grow from 158,200 jobs in 2015 to 180,300 jobs by 2035.
- Net job growth potential between 2015 and 2035 is estimated at 22,100 new jobs, led by Education & Health Services (7,300 jobs) and Professional & Business Services (4,800 jobs).
- Mining, Construction, Manufacturing, Wholesale Trade, and Transportation, Warehousing and Utilities are expected to add 3,000 jobs through 2035.

### 2.4.3 Comparison to 2009 Anchorage Industrial Land Assessment

Table 2-2 provides a comparison of employment forecasts found in this industrial lands assessment update as compared to the following:



- 2009 Industrial Land Assessment (EPS, Inc. for AEDC and MOA); and
- 2012 Commercial Land Assessment (Johnson Reid, LLC, Agnew::Beck, Blue Sky Consulting)

Overall, MOA employment forecasting in this updated industrial land assessment is most comparable to the employment forecast found in the 2012 Commercial Land Assessment. Annual job growth in that report, under the Base Scenario, projected 1,650 new jobs annually on average from 2010 to 2030.

Both Baseline scenario forecasts in this update expect roughly 1,900 new jobs annually through 2035, a slight uptick compared to the Commercial Land Assessment forecast. The increase can be attributed to better-than-expected MOA performance through the Great Recession in hindsight from 2014. The Commercial Land Assessment forecast was conducted in 2011 when there was far greater uncertainty about how Anchorage would economically perform given financial crises and continued economic trouble nationwide.

**Table 2-2 MOA Land Use Planning Employment Forecasts**

		Forecast Data Point Comparisons		
Year Published	Report & Growth Scenario	2015	2030	Annual Growth
2009	Industrial Land Assessment - Base Scenario	223,677	267,518	2,877
2009	Industrial Land Assessment – High Scenario	231,279	295,210	4,262
2012	Commercial Land Assessment – Base Scenario	156,900	182,600	1,650
2012	Commercial Land Assessment – High Scenario	161,700	203,000	2,635
2014	Industrial Land Assessment Update – No Bridge	158,200	189,700	1,910
2014	Industrial Land Assessment Update - Bridge	158,200	189,100	1,855

Source: Various studies listed.

Table 2-2 also displays a primary rationale for the industrial land assessment update. The 2009 study projected an average of nearly 2,900 new jobs in the MOA annually under the Base Scenario. The employment dataset utilized for forecasting, from private data firm Woods & Poole Economics, estimated an existing employment level in Anchorage significantly in excess of estimates produced by AKDOL&WD. Although the study assumes employment growth rates consistent with other studies of the Anchorage economy, applying standard growth rates to a high employment level results in optimistic employment gains.

Accordingly, forecasts of employment and industrial land need found in the 2009 Industrial Land Assessment are viewed as aggressive, primarily due their completion prior to the Great Recession and assumption of higher economic growth rates.

This industrial land assessment update is intended as a revisit to describe future industrial land demand given employment levels consistent with standard data sources, as well as based on economic performance of the MOA through and after the Great Recession.

## 3 Industrial Land Demand Forecast

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Section 3 outlines methodology and estimates of future demand for industrial land for the MOA through 2035. Demand for industrial land is calculated as a function of future potential employment within a geographic area according to the following general methodology:

1. *Estimate the share of future employment that will utilize industrial space and land;*
2. *Calculate amount of developed industrial space required for each future industrial job;*
3. *Estimate total industrial space demand as a function of future industrial employment and average space required per job;*
4. *Convert developed industrial space demand into industrial land demand utilizing building footprint, or floor area ratio (FAR) assumptions.*
5. *Separately analyze potential marijuana-related industry growth in Anchorage and translate findings into comparable industrial space and land demand.*

Task 5 requires a different methodology than tasks 1 through 4 due to the still-uncertain nature of future marijuana industry resulting from recreational use legalization in November of 2014. Details are discussed in Section 3.3.

The resulting industrial land demand analysis for the Municipality of Anchorage is discussed in this section. Unless otherwise specified, space and land usage assumptions are based on local industrial development patterns as identified by MOA staff in *Volume II: Industrial Land Inventory*. The detailed, updated industrial land supply analysis was conducted in parallel to this updated industrial land demand assessment.

### 3.1 Industrial Space Utilization Forecasts

#### 3.1.1 Key Assumptions

A series of industrial space utilization assumptions were required to quantify future demand for developed industrial space, and then industrial land demand.

##### 3.1.1.1 *Industrial Share of Total Jobs*

Figure 3-1 provides a summary of key industrial job and typical industrial building type assumptions for each major MOA industry sector category. The share of Anchorage industry sector jobs that utilize industrial space and land ranges from 10% for professional services-dominant sectors such as Government and Education & Health Services, to as high as 95% for traditional PDR industrial sectors such as Mining, Manufacturing, and Wholesale Trade.

Overall, 30% of Anchorage employment will prefer to or need to utilize industrial space types and land if it is available.

##### 3.1.1.2 *Distribution of Industrial Jobs by Building Type*

Although not all industrial jobs require built industrial space to house them, the vast majority of industrial jobs utilize land associated with some type of developed space on-site. This analysis utilizes three broad and distinct industrial structure and usage types that capture the majority of

industrial activity types described in detail in Section 2 of *Volume II: Industrial Lands Inventory*. Figure 3-1 provides assumptions about what percentage of industrial employment growth will occur in each broad category of use: Warehouse & Distribution, General Industrial, and Industrial Business Park.

**Figure 3-1 Industrial Employment & Space Distribution Assumptions, MOA**

Industrial Space Usage Employment Sector	Industrial % of Total Jobs	Distribution by Building Type		
		Warehouse/ Distrib.	General Industrial	Business Park
Mining	95%	0%	100%	0%
Construction	50%	10%	80%	10%
Manufacturing	95%	0%	50%	50%
Wholesale Trade	95%	70%	20%	10%
Retail Trade	15%	50%	0%	50%
Transportation, Warehousing & Utilities	70%	70%	10%	20%
Information	30%	0%	0%	100%
Financial Activities	20%	0%	0%	100%
Professional & Business Services	35%	0%	0%	100%
Education & Health Services	10%	50%	0%	50%
Leisure & Hospitality	15%	10%	0%	90%
Other Services	75%	10%	65%	25%
Government	10%	20%	20%	60%

Source: Cardno, Inc. based on Municipality of Anchorage Industrial Land Supply Analysis

### Warehouse & Distribution Space

Physically, Warehouse & Distribution uses feature little to no office finish, high ceilings for product warehousing, packing, unpacking, and transfer, significant truck access and turnaround. Structures are frequently open warehouses inside, with more modern structures having high ceilings for higher-capacity and height inventory storage. A minority share of office space build-out can occur on a second floor in part of the structure. Uses are transportation-intensive and must be located proximate to easy access to and from major road and highway networks.

Industry sector usage is concentrated in Wholesale Trade, Transportation, Warehousing & Distribution, as well as various storage uses for most other industry sectors.

**Figure 3-2 South Anchorage Warehouse & Distribution Use Example**



Source: Municipality of Anchorage

### **General Industrial**

In this analysis, General Industrial space and land usage is a broad category that captures various, on-site production and repair activities that require site and building specifications specifically suited to the user or users in question. Operations on-site will usually be some business function involving value-added activities such as manufacture, fabrication, alteration, etc.

**Figure 3-3 Anchorage General Industrial Use Example**



Source: Municipality of Anchorage

Structures typically have a small percentage of office finish, open structure floor plans for versatile manufacturing, storage, staging, or other business activity usage, high ceilings for product/warehousing or manufacture, and significant truck access and turnaround. Structures

may also be associated with outdoor storage areas, or “laydown yards,” depending upon the user in question.

Manufacturing, Wholesale Trade, Construction, Utilities, some Warehousing & Distribution, Other Services (predominantly Repair Services), and Government will also use General Industrial space and land.

Overall, General Industrial space and land usage will vary the most among industrial types as space and land utilization will vary significantly from the particular business of each specific business or user to user.

### **Business Park**

Business/Industrial Park space is usually distinguished from other industrial uses by higher office use build-out, higher quality building finish for customer service-oriented functions, and generally light industrial uses.

**Figure 3-4 Multi-tenant Industrial Business Park Use Example**



Source: Municipality of Anchorage

Structures will frequently have office or sometimes retail-like finish in front, sometimes high ceilings for product/warehousing or on-site manufacture, and truck doors in back usually. Industrial build-out is usually up to 50%, sometimes more, before the structure would be considered “office business park” due to predominantly office-related use. Industrial business park space will often serve as a low-cost alternative to traditional office space where ample parking for employees and customers is required.

From an industry perspective, Manufacturing (light), Professional & Business Services, and some Health Services (testing, etc.) will greatly utilize Business/Industrial Park space. Size of users varies most greatly in the Business Park category, as it is often developed as multi-tenant for flexible usage with higher finish for office and customer-service function.

### 3.1.1.3 Space Square Footage per Industrial Job

Figure 3-5 provides a summary of ultimate industrial space per job assumptions, in square feet, utilized in this analysis. Figures represent square footage of built structure per employee, not square footage of land per employee. Conversion of industrial space usage to land usage via a floor area ratio (FAR) is reserved for later in this subsection.

Based on detailed findings of current industrial usage in *Volume II: Industrial Lands Inventory*, as well as past analysis of industrial space usage found in the 2009 Anchorage Industrial Land Assessment, future industrial space demand is estimated to range from:

- As low as 345 square feet per employee (Mining); to
- As high as 1,620 square feet per employee in the Manufacturing industry sector.

The latter, high figure is somewhat unique to Anchorage given the need to house manufacturing activities indoors during the winter that would occur outdoors in other, warmer U.S. markets.

**Figure 3-5 Industrial Space Usage Per Job (Square Feet) Assumptions, MOA**

Industrial Space Usage Employment Sector	Square Feet per Job			Average Space per Job			
	Warehouse/ Distrib.	General Industrial	Business Park	Warehouse/ Distrib.	General Industrial	Business Park	Weighted Average
Mining	1,350	533	467	0	0	467	345
Construction	1,350	533	467	68	53	350	471
Manufacturing	2,000	1,300	1,000	1,000	520	100	1,620
Wholesale Trade	700	533	467	490	107	47	643
Retail Trade	1,350	533	467	675	0	234	909
Transportation, Warehousing & Utilities	2,000	533	467	1,400	53	93	1,547
Information	1,350	533	467	0	0	467	467
Financial Activities	1,350	533	467	0	0	467	467
Professional & Business Services	1,350	533	467	0	0	467	467
Education & Health Services	1,350	533	467	675	0	234	909
Leisure & Hospitality	1,350	533	467	135	0	420	555
Other Services	1,350	533	467	135	346	117	598
Government	1,350	533	467	270	107	280	657

Source: Cardno, Inc. based on Municipality of Anchorage Industrial Land Supply Analysis

### 3.1.2 Twenty-Year MOA Industrial Space Usage Forecasts

Given MOA employment forecast scenarios and previously discussed industrial space usage assumptions, 20-year industrial space demand projections are summarized as follows by MOA growth scenario. In addition to the above assumptions about space usage, it was assumed that 10% of total new space developed would have a 10% structural vacancy rate reflecting the tendency of a healthy industrial space market to have some vacancy in an equilibrium situation, i.e. without scarcity-induced lease rate escalation.

#### 3.1.2.1 Baseline “No KAC Bridge” Scenario

The baseline growth scenario would see an estimated demand for 9.95 million square feet of new industrial space over the next twenty years. Growth in new industrial space demand is



driven by an estimated addition of 11,315 new industrial-related jobs through 2035. Figure 3-6 provides detailed findings for this scenario.

**Figure 3-6 Baseline “No KAC Bridge” Scenario Industrial Space Demand, MOA**

Baseline No KAC Bridge Scenario Employment Sector	Jobs in Industrial Space		Avg. Space		Industrial Space Need (000s of sq. ft.)			
	2015	2035	'15-'35	Per Job	2015	2025	2035	'15-'35
Mining	3,230	3,705	475	345	1,225.8	1,370.0	1,406.0	180.2
Construction	4,250	4,900	650	471	2,202.2	2,461.2	2,539.0	336.8
Manufacturing	2,280	2,660	380	1,620	4,063.0	4,570.8	4,740.1	677.1
Wholesale Trade	4,275	5,605	1,330	643	3,025.1	3,764.6	3,966.3	941.2
Retail Trade	2,640	3,285	645	909	2,638.3	3,073.0	3,282.9	644.6
Transportation, Warehousing & Utilities	8,260	10,290	2,030	1,547	14,053.3	16,435.2	17,507.1	3,453.8
Information	1,140	1,290	150	467	585.6	662.7	662.7	77.1
Financial Activities	1,740	2,020	280	467	893.8	1,006.9	1,037.7	143.9
Professional & Business Services	6,790	9,345	2,555	467	3,488.0	4,315.1	4,800.5	1,312.5
Education & Health Services	2,470	3,530	1,060	909	2,468.4	3,088.0	3,527.7	1,059.3
Leisure & Hospitality	2,505	3,360	855	555	1,530.1	1,869.1	2,052.4	522.3
Other Services	4,350	5,175	825	598	2,862.4	3,306.6	3,405.3	542.9
Government	3,090	3,170	80	657	2,232.5	2,261.4	2,290.3	57.8
<b>Total</b>	<b>47,020</b>	<b>58,335</b>	<b>11,315</b>	<b>774</b>	<b>41,268.5</b>	<b>48,184.6</b>	<b>51,218.0</b>	<b>9,949.5</b>

Source: Cardno, Inc.

The Transportation, Warehousing, & Utilities sector is expected to continue to drive most developed space growth, driven by industry related to Ted Stevens Anchorage International Airport, the Port of Anchorage, and Anchorage’s continued role as transportation hub for the entire state.

Professional & Business Services is expected to be a distant second driver of industrial space development at 1.3 million square feet of new demand through 2035, followed by Education & Health Services (1.1 million square feet).

### 3.1.2.2 Baseline “KAC Bridge” Scenario

The baseline growth scenario assuming the construction of a Knik Arm Crossing before 2020 is associated with estimated demand for 9.7 million square feet of new industrial space over the next twenty years. Overall, that represents a 3% reduction in total new growth as a result of the Knik Arm Crossing.

Growth in new industrial space demand is driven by an estimated addition of 11,035 new industrial-related jobs through 2035. Figure 3-7 provides detailed findings for this scenario.



**Figure 3-7 Baseline “KAC Bridge” Scenario Industrial Space Demand, MOA**

Baseline KAC Bridge Scenario Employment Sector	Jobs in Industrial Space			Avg. Space	Industrial Space Need (000s of sq. ft.)			
	2015	2035	'15-'35	Per Job	2015	2025	2035	'15-'35
Mining	3,230	3,705	475	345	1,225.8	1,370.0	1,406.0	180.2
Construction	4,250	4,850	600	471	2,202.2	2,461.2	2,513.1	310.9
Manufacturing	2,280	2,660	380	1,620	4,063.0	4,570.8	4,740.1	677.1
Wholesale Trade	4,275	5,605	1,330	643	3,025.1	3,764.6	3,966.3	941.2
Retail Trade	2,640	3,270	630	909	2,638.3	3,058.0	3,267.9	629.6
Transportation, Warehousing & Utilities	8,260	10,220	1,960	1,547	14,053.3	16,316.1	17,388.0	3,334.7
Information	1,140	1,290	150	467	585.6	662.7	662.7	77.1
Financial Activities	1,740	2,000	260	467	893.8	1,006.9	1,027.4	133.6
Professional & Business Services	6,790	9,275	2,485	467	3,488.0	4,297.1	4,764.6	1,276.6
Education & Health Services	2,470	3,510	1,040	909	2,468.4	3,078.0	3,507.7	1,039.3
Leisure & Hospitality	2,505	3,345	840	555	1,530.1	1,860.0	2,043.2	513.1
Other Services	4,350	5,175	825	598	2,862.4	3,306.6	3,405.3	542.9
Government	3,090	3,150	60	657	2,232.5	2,254.1	2,275.8	43.3
<b>Total</b>	<b>47,020</b>	<b>58,055</b>	<b>11,035</b>	<b>774</b>	<b>41,268.5</b>	<b>48,006.1</b>	<b>50,968.1</b>	<b>9,699.6</b>

Source: Cardno, Inc.

Like the “No KAC Bridge” scenario, Transportation, Warehousing, & Utilities sector is expected to generate the most developed space growth. Professional & Business Services is again a distant second driver of industrial space development at 1.28 million square feet of new demand through 2035, followed by Education & Health Services (1.04 million square feet).

### 3.1.2.3 Low Growth “KAC Bridge” Scenario

Assuming the recent plummet in oil prices is sustained for a longer period and the regional economy experiences far more sluggish performance through 2035, new industrial space demand under this scenario is roughly half of the Baseline scenarios.

**Figure 3-8 Low Growth “KAC Bridge” Scenario Industrial Space Demand, MOA**

Low Growth KAC Bridge Scenario Employment Sector	Jobs in Industrial Space			Avg. Space	Industrial Space Need (000s of sq. ft.)			
	2015	2035	'15-'35	Per Job	2015	2025	2035	'15-'35
Mining	3,230	3,325	95	345	1,225.8	1,297.9	1,261.8	36.0
Construction	4,250	4,450	200	471	2,202.2	2,331.7	2,305.8	103.6
Manufacturing	2,280	2,375	95	1,620	4,063.0	4,232.3	4,232.3	169.3
Wholesale Trade	4,275	5,130	855	643	3,025.1	3,562.9	3,630.1	605.0
Retail Trade	2,640	2,985	345	909	2,638.3	2,893.1	2,983.1	344.8
Transportation, Warehousing & Utilities	8,260	9,310	1,050	1,547	14,053.3	15,482.5	15,839.8	1,786.5
Information	1,140	1,170	30	467	585.6	631.9	601.0	15.4
Financial Activities	1,740	1,840	100	467	893.8	945.2	945.2	51.4
Professional & Business Services	6,790	8,470	1,680	467	3,488.0	4,063.4	4,351.0	863.0
Education & Health Services	2,470	3,200	730	909	2,468.4	2,908.1	3,197.9	729.5
Leisure & Hospitality	2,505	3,045	540	555	1,530.1	1,759.2	1,860.0	329.9
Other Services	4,350	4,725	375	598	2,862.4	3,109.1	3,109.1	246.7
Government	3,090	3,090	0	657	2,232.5	2,221.6	2,232.5	0.0
<b>Total</b>	<b>47,020</b>	<b>53,115</b>	<b>6,095</b>	<b>774</b>	<b>41,268.5</b>	<b>45,438.9</b>	<b>46,549.6</b>	<b>5,281.1</b>

Source: Cardno, Inc.

The Low Growth scenario is associated with an estimated demand for 5.28 million square feet of new industrial space over the next twenty years. Growth in new industrial space demand is

driven by an estimated addition of 6,095 new industrial-related jobs through 2035. Figure 3-8 provides detailed findings for this scenario.

Demand for new industrial space types is significantly weaker under this scenario, with less than 100,000 square feet of new space demand from Mining, Information, Financial Activities, and Government sectors over the twenty-year planning period. Weakness in Government employment, driven by both diminished oil revenues at the state level and diminished population and economic growth, thus lower service demands, has negligible new employment and space demand within the MOA.

## 3.2 Industrial Land Demand Forecasts

### 3.2.1 Key Floor Area Ratio Assumptions

The primary factor for converting estimates of industrial space demand into industrial land demand is the floor area ratio (FAR), or the percentage of an industrial land site that is covered by the building footprint. Figure 3-9 displays the assumed FARs for each of the major industry sectors in the Municipality.

**Figure 3-9 Industrial Floor Area Ratio (FAR) Assumptions by Sector and Forecast Year, MOA**

Employment Sector	Assumed Floor Area Ratio (FAR)				
	2015	2020	2025	2030	2035
Mining	0.15	0.15	0.16	0.16	0.17
Construction	0.17	0.17	0.18	0.18	0.19
Manufacturing	0.32	0.33	0.34	0.34	0.35
Wholesale Trade	0.42	0.43	0.44	0.45	0.46
Retail Trade	0.30	0.31	0.32	0.32	0.33
Transportation, Warehousing & Utilities	0.17	0.17	0.18	0.18	0.19
Information	0.41	0.42	0.43	0.44	0.45
Financial Activities	0.23	0.24	0.24	0.25	0.25
Professional & Business Services	0.23	0.24	0.24	0.25	0.25
Education & Health Services	0.26	0.27	0.27	0.28	0.29
Leisure & Hospitality	0.22	0.23	0.23	0.24	0.24
Other Services	0.32	0.33	0.34	0.34	0.35
Government	0.24	0.25	0.25	0.26	0.26

Source: Cardno, Inc. based on Municipality of Anchorage Industrial Land Supply Analysis

FARs for 2015 are assumed to be consistent with average FARs for each sector as estimated in Table 21 of *Volume II: Industrial Lands Inventory*. Every five years thereafter, it is assumed that FARs increase by 2.5% reflecting higher land prices in the land constrained Anchorage Bowl and the likely tendency for employers to utilize land with higher intensity given land cost and potentially the cost of redevelopment or reuse of previously existing improvements.

Applying FARs to industrial space need yields a calculation of “net” industrial land demand, which comprises the building footprint, parking and access, and associated landscaping. However, true or “gross” industrial land need requires public facilities such as roads, sidewalks,

setbacks, and other land use and zoning code requirements in addition to the core economic use of the property. Accordingly, a 10% “gross up” factor was utilized.

### 3.2.2 Twenty-Year MOA Industrial Land Demand Forecasts

20-year industrial land demand projections are generally summarized as follows by MOA growth scenario.

#### 3.2.2.1 *Baseline “No KAC Bridge” Scenario*

Under this baseline scenario, the MOA would be expected to see demand for 581.7 acres of industrial land through 2035. Over two-thirds of that demand would be driven by Transportation, Warehousing and Utilities uses, again greatly anchored by the airport and port. Professional & Business Services is a distant second driver of new industrial land need over the next twenty years at 94.5 acres of new demand. Figure 3-10 provides detailed analysis results.

**Figure 3-10 Baseline “No KAC Bridge” Scenario Industrial Land Demand (Gross Acreage)**

Baseline No KAC Bridge Scenario Employment Sector	Industrial Space Need (000s of sq. ft.)			Predicted Land Need (Acres)			
	2015	2035	'15-'35	2015	2025	2035	'15-'35
Mining	1,225.8	1,406.0	180.2	206.4	219.5	214.4	8.1
Construction	2,202.2	2,539.0	336.8	327.1	348.0	341.7	14.6
Manufacturing	4,063.0	4,740.1	677.1	320.6	343.3	338.9	18.3
Wholesale Trade	3,025.1	3,966.3	941.2	181.9	215.4	216.0	34.2
Retail Trade	2,638.3	3,282.9	644.6	222.1	246.2	250.3	28.3
Transportation, Warehousing & Utilities	14,053.3	17,507.1	3,453.8	2,087.5	2,323.7	2,356.0	268.5
Information	585.6	662.7	77.1	36.1	38.8	37.0	0.9
Financial Activities	893.8	1,037.7	143.9	98.1	105.2	103.2	5.1
Professional & Business Services	3,488.0	4,800.5	1,312.5	383.0	450.9	477.5	94.5
Education & Health Services	2,468.4	3,527.7	1,059.3	239.7	285.5	310.4	70.7
Leisure & Hospitality	1,530.1	2,052.4	522.3	175.6	204.2	213.4	37.8
Other Services	2,862.4	3,405.3	542.9	225.9	248.4	243.5	17.6
Government	2,232.5	2,290.3	57.8	234.9	226.5	218.3	-16.6
<b>Total</b>	<b>41,268.5</b>	<b>51,218.0</b>	<b>9,949.5</b>	<b>4,738.9</b>	<b>5,255.7</b>	<b>5,320.7</b>	<b>581.7</b>

Source: Cardno, Inc.

Although the Government sector was estimated to see no new growth and no net loss in industrial space need, the sector is estimated to reduce its industrial land footprint by roughly 17 acres over the next twenty years under this scenario. The primary reason for the reduction is the assumption that future expansion, and retention of existing employment, would occur at higher intensity of use.

#### 3.2.2.2 *Baseline “KAC Bridge” Scenario*

Under this baseline scenario, the MOA would be expected to see demand for 552.4 acres of industrial land through 2035. Transportation, Warehousing and Utilities would still be the primary driver of new industrial land usage in Anchorage, followed by Professional & Business Services at a distant second (91.0 acres). Government industrial land usage is expected to decline slightly with the assumption that future new space in general is at higher intensity, and thus the portion of the sector that uses industrial facility types generally consolidates rather than expands. Figure 3-11 provides detailed analysis results.

**Figure 3-11 Baseline “KAC Bridge” Scenario Industrial Land Demand (Gross Acreage)**

Baseline KAC Bridge Scenario Employment Sector	Industrial Space Need (000s of sq. ft.)			Predicted Land Need (Acres)			
	2015	2035	'15-'35	2015	2025	2035	'15-'35
Mining	1,225.8	1,406.0	180.2	206.4	219.5	214.4	8.1
Construction	2,202.2	2,513.1	310.9	327.1	348.0	338.2	11.1
Manufacturing	4,063.0	4,740.1	677.1	320.6	343.3	338.9	18.3
Wholesale Trade	3,025.1	3,966.3	941.2	181.9	215.4	216.0	34.2
Retail Trade	2,638.3	3,267.9	629.6	222.1	245.0	249.2	27.1
Transportation, Warehousing & Utilities	14,053.3	17,388.0	3,334.7	2,087.5	2,306.9	2,340.0	252.4
Information	585.6	662.7	77.1	36.1	38.8	37.0	0.9
Financial Activities	893.8	1,027.4	133.6	98.1	105.2	102.2	4.1
Professional & Business Services	3,488.0	4,764.6	1,276.6	383.0	449.1	473.9	91.0
Education & Health Services	2,468.4	3,507.7	1,039.3	239.7	284.5	308.6	68.9
Leisure & Hospitality	1,530.1	2,043.2	513.1	175.6	203.2	212.5	36.8
Other Services	2,862.4	3,405.3	542.9	225.9	248.4	243.5	17.6
Government	2,232.5	2,275.8	43.3	234.9	225.7	216.9	-18.0
<b>Total</b>	<b>41,268.5</b>	<b>50,968.1</b>	<b>9,699.6</b>	<b>4,738.9</b>	<b>5,233.1</b>	<b>5,291.3</b>	<b>552.4</b>

Source: Cardno, Inc.

### 3.2.2.3 Low Growth “KAC Bridge” Scenario

Assuming sustained weakness in the Alaska and Anchorage economies due to longer-term low crude oil prices or other similarly unexpected economic shocks, the MOA is estimated to see as little as 93.5 acres of new industrial land demand through 2035. Figure 3-12 provides detailed analysis results.

**Figure 3-12 Low Growth “KAC Bridge” Scenario Industrial Land Demand (Gross Acreage)**

Low Growth KAC Bridge Scenario Employment Sector	Industrial Space Need (000s of sq. ft.)			Predicted Land Need (Acres)			
	2015	2035	'15-'35	2015	2025	2035	'15-'35
Mining	1,225.8	1,261.8	36.0	206.4	208.0	192.4	-13.9
Construction	2,202.2	2,305.8	103.6	327.1	329.7	310.3	-16.8
Manufacturing	4,063.0	4,232.3	169.3	320.6	317.9	302.6	-18.1
Wholesale Trade	3,025.1	3,630.1	605.0	181.9	203.9	197.7	15.8
Retail Trade	2,638.3	2,983.1	344.8	222.1	231.8	227.5	5.4
Transportation, Warehousing & Utilities	14,053.3	15,839.8	1,786.5	2,087.5	2,189.0	2,131.6	44.1
Information	585.6	601.0	15.4	36.1	37.0	33.5	-2.5
Financial Activities	893.8	945.2	51.4	98.1	98.8	94.0	-4.1
Professional & Business Services	3,488.0	4,351.0	863.0	383.0	424.6	432.8	49.8
Education & Health Services	2,468.4	3,197.9	729.5	239.7	268.8	281.4	41.6
Leisure & Hospitality	1,530.1	1,860.0	329.9	175.6	192.2	193.4	17.8
Other Services	2,862.4	3,109.1	246.7	225.9	233.5	222.3	-3.6
Government	2,232.5	2,232.5	0.0	234.9	222.5	212.8	-22.1
<b>Total</b>	<b>41,268.5</b>	<b>46,549.6</b>	<b>5,281.1</b>	<b>4,738.9</b>	<b>4,957.8</b>	<b>4,832.4</b>	<b>93.5</b>

Source: Cardno, Inc.

Although there is no net employment loss in any industry over the 20-year period under this low growth scenario, higher efficiency of industrial land usage and consolidation results in a declining industrial footprint in seven of the thirteen primary industry sectors. Government, Mining, and Construction have very similar consolidation projections at a roughly 13-20 acre footprint reduction within the MOA. Professional & Business Services leads among industry

sectors expanding industrial land footprint under the low growth scenario, followed by Transportation, Warehousing & Utilities and Education & Health Services.

### **3.2.3      Twenty-Year MOA Industrial Land Demand by Production, Distribution & Repair**

As part of the industrial land supply update, the Municipality of Anchorage further classified the different NAICS economic sectors based on the “PDR” or Production, Distribution, and Repair recommended methodology by the American Planning Association. Industry sectors most likely to utilize industrial land are thereby given a more formal description, particularly for informing land use policy. Additional discussion of industrial “PDR” uses in Anchorage is also found on pages 25-28 of *Volume II: Industrial Land Supply*.

Figures 3-13, 3-14, and 3-15 summarize projected industrial land demand within the MOA according to this methodology for the Baseline “No KAC Bridge,” Baseline “KAC Bridge,” and Low Growth “KAC Bridge” scenarios, respectively. All estimates of industrial land demand through the lens of PDR sectors, or core industrial sectors versus all sectors that utilize industrial land, are consistent with results expressed in the previous subsection. Results with PDR sector consideration should be viewed as having greater industry sector detail, particularly for the unique economy of the MOA.

#### **3.2.3.1      *Baseline “No KAC Bridge” Scenario***

Of total industrial land demand under this scenario, key “PDR” sectors – those that are classically considered industrial users or have industrial economic function – drive an estimated 348 acres of industrial land need through 2035. Industrial land need for those sectors comprises 60% of the total estimated for this growth scenario.

- Ground transportation and freight services is the single largest source of industrial land need over the next twenty years at roughly 166 acres.
- Airport, railroad, and marine transportation functions will require the second-largest new need for industrial land at 75.9 acres.
- Wholesale trade business is projected to be a distant third in terms of twenty-year industrial land need at 34.2 acres.

The remaining 40% of total industrial land demand through 2035, or 234.2 acres, will be driven by non-PDR sectors such as Retail and Education & Health Services. Estimates for these sectors should be viewed as industrial land demand for activities preferred to be in lower-cost and more flexibly spaced industrial facilities and land than on true office/commercial parcels.

But unlike PDR-defined sectors, who utilize industrial sites for core business functions, non-PDR sectors have greater flexibility between commercial land and industrial land for intended uses. This includes prevailing storage of inventory and containers on-site by major retailers among other examples in Anchorage, as well increased construction and usage of traditional office buildings for consolidated operations in the Professional & Business Services sector, which might otherwise have utilized lower-cost business park space for office employment function.

**Figure 3-13 Baseline “No KAC Bridge” Scenario Industrial Land Need by Key PDR Sectors**

Baseline No KAC Bridge Scenario		
Economic Sector	20-Year Demand	
Key PDR Industrial Land-Utilizing Sectors	Acres	% Share
Manufacturing and Natural Resource Production	26.3	4.5%
Manufacturing (except non-metal. Mineral prod.)	17.1	2.9%
Non-metallic Mineral Products and Quarrying	4.9	0.8%
Agriculture, Nurseries, and Tree Production	0.0	0.0%
Construction	14.6	2.5%
Vehicle and Equipment Repair	4.0	0.7%
Utilities - Power, Water, and Sewage	15.0	2.6%
Airport, Railroad, and Marine Transportation	75.9	13.0%
Warehousing and Ground Transportation	177.5	30.5%
Warehousing	11.8	2.0%
Ground Transportation and Freight Services	165.7	28.5%
Wholesale Trade	<u>34.2</u>	5.9%
<i>Key PDR Industrial Land-Utilizing Sectors Total</i>	<i>347.6</i>	
Other Sectors Utilizing Industrial Land		
Retail Trade	28.3	4.9%
Communications and Information	0.9	0.2%
Finance, Real Estate, Leasing, and Self-Storage	5.1	0.9%
Finance, Insurance, and Real Estate Services	0.6	0.1%
Leasing, Equipment Rental, and Self-Storage	4.4	0.8%
Business, Professional, and Technical Services	94.5	16.3%
Professional & Business Services	57.9	9.9%
Services to Buildings and Facilities	31.1	5.3%
Waste Management, Salvage, and Snow Disposal	5.5	1.0%
Education and Health Services	70.7	12.1%
Leisure and Accommodations	37.8	6.5%
Personal and Other Services (except Repair)	13.1	2.3%
Residences	0.4	0.1%
Government and Public Safety	<u>-16.6</u>	-2.9%
<i>Other Sectors Utilizing Industrial Land Total</i>	<i>234.2</i>	
<b>Grand Total All Sectors</b>	<b>581.7</b>	

Source: Cardno, Inc.

### 3.2.3.2 Baseline “KAC Bridge” Scenario

As with previous results, the presence of the Knik Arm Crossing by 2020 is not expected to significantly change industrial land demand among core industrial PDR sectors or non-PDR sectors. Industrial land demand under this scenario from key “PDR” sectors drives an estimated 328 acres of industrial land need through 2035. Ground transportation and freight services, airport, railroad, and marine transportation, and wholesale trade businesses are anticipated to similarly lead PDR-defined sector industrial land need over the next twenty years.

The remaining need, or 224 acres will be driven by non-PDR sectors, particularly Education & Health Services (68.9 acres), Professional & Business Services (55.7 acres), and Services to Buildings & Facilities (29.9 acres). Figure 3-14 provides detailed analysis results.

**Figure 3-14 Baseline “KAC Bridge” Scenario Industrial Land Need by Key Sectors**

Baseline KAC Bridge Scenario		
Economic Sector	20-Year Demand	
Key PDR Industrial Land-Utilizing Sectors	Acres	% Share
Manufacturing and Natural Resource Production	26.3	4.5%
Manufacturing (except non-metal. Mineral prod.)	17.1	2.9%
Non-metallic Mineral Products and Quarrying	4.9	0.8%
Agriculture, Nurseries, and Tree Production	0.0	0.0%
Construction	11.1	1.9%
Vehicle and Equipment Repair	4.0	0.7%
Utilities - Power, Water, and Sewage	14.1	2.4%
Airport, Railroad, and Marine Transportation	71.4	12.3%
Warehousing and Ground Transportation	166.9	28.7%
Warehousing	11.1	1.9%
Ground Transportation and Freight Services	155.8	26.8%
Wholesale Trade	<u>34.2</u>	5.9%
<b>Key PDR Industrial Land-Utilizing Sectors Total</b>	<b>328.0</b>	
Other Sectors Utilizing Industrial Land		
Retail Trade	27.1	4.7%
Communications and Information	0.9	0.2%
Finance, Real Estate, Leasing, and Self-Storage	4.1	0.7%
Finance, Insurance, and Real Estate Services	0.5	0.1%
Leasing, Equipment Rental, and Self-Storage	3.5	0.6%
Business, Professional, and Technical Services	91.0	15.6%
Professional & Business Services	55.7	9.6%
Services to Buildings and Facilities	29.9	5.1%
Waste Management, Salvage, and Snow Disposal	5.3	0.9%
Education and Health Services	68.9	11.8%
Leisure and Accommodations	36.8	6.3%
Personal and Other Services (except Repair)	13.1	2.3%
Residences	0.4	0.1%
Government and Public Safety	<u>-18.0</u>	-3.1%
<b>Other Sectors Utilizing Industrial Land Total</b>	<b>224.4</b>	
<b>Grand Total All Sectors</b>	<b>552.4</b>	

Source: Cardno, Inc.

### 3.2.3.3 Low Growth “KAC Bridge” Scenario

Dramatically slower economic growth, as modeled by the Low Growth “KAC Bridge” scenario, yield sizably different industrial land need estimates for key industrial PDR and non-PDR sectors. With sustained lower oil prices or any other longer-term economic shock that achieves sustained, poor economic performance in Anchorage, non-PDR industry sectors will drive the



vast majority of industrial land need during the planning period at 83.1 acres or 89% of the scenario total.

**Figure 3-15 Low Growth “KAC Bridge” Scenario Industrial Land Need by Key Sectors**

Low Growth KAC Bridge Scenario		
Economic Sector	20-Year Demand	
Key PDR Industrial Land-Utilizing Sectors	Acres	% Share
Manufacturing and Natural Resource Production	-32.0	-5.5%
Manufacturing (except non-metal. Mineral prod.)	-16.9	-2.9%
Non-metallic Mineral Products and Quarrying	-7.6	-1.3%
Agriculture, Nurseries, and Tree Production	0.0	0.0%
Construction	-16.8	-2.9%
Vehicle and Equipment Repair	-0.8	-0.1%
Utilities - Power, Water, and Sewage	2.5	0.4%
Airport, Railroad, and Marine Transportation	12.5	2.1%
Warehousing and Ground Transportation	29.2	5.0%
Warehousing	1.9	0.3%
Ground Transportation and Freight Services	27.2	4.7%
Wholesale Trade	<u>15.8</u>	2.7%
<b>Key PDR Industrial Land-Utilizing Sectors Total</b>	<b>10.3</b>	
Other Sectors Utilizing Industrial Land		
Retail Trade	5.4	0.9%
Communications and Information	-2.5	-0.4%
Finance, Real Estate, Leasing, and Self-Storage	-4.1	-0.7%
Finance, Insurance, and Real Estate Services	-0.5	-0.1%
Leasing, Equipment Rental, and Self-Storage	-3.6	-0.6%
Business, Professional, and Technical Services	49.8	8.6%
Professional & Business Services	30.5	5.2%
Services to Buildings and Facilities	16.4	2.8%
Waste Management, Salvage, and Snow Disposal	2.9	0.5%
Education and Health Services	41.6	7.2%
Leisure and Accommodations	17.8	3.1%
Personal and Other Services (except Repair)	-2.7	-0.5%
Residences	-0.1	0.0%
Government and Public Safety	<u>-22.1</u>	-3.8%
<b>Other Sectors Utilizing Industrial Land Total</b>	<b>83.1</b>	
<b>Grand Total All Sectors</b>	<b>93.5</b>	

Source: Cardno, Inc.

Such an outcome would largely be due to continued economic growth in the MOA, but a greater share of it would be from industries that support population rather than industrial activity, such as Retail, Business & Professional Services, and tourism.

With weaker economic performance statewide, population growth might be slower than more robust economic scenarios, but weaker economies elsewhere in the state will cause Anchorage



to act more like a population magnet from within Alaska to actual or perceived greater economic opportunity. Transition of existing population, due to aging and need for different services and greater volume of services particularly healthcare will continue to drive PDR sector growth regardless of key industrial sector business performance.

Core industrial, or PDR industry sectors are estimated to only require 10.3 new net acres of land under the “worst case” scenario. Although transportation-related sectors would be expected to grow though more modestly, Manufacturing, Construction, and Repair businesses would experience sufficient economic weakness to remain constant in current facility footprint or consolidate operations.

### 3.2.4 Industrial Acreage by Typical Business Site Sizes

A final expression of industrial land need for Municipality consideration regards typical site sizes needed by different businesses based on size of current and planned future operations. Many central city jurisdictions that are largely built out, such as Anchorage, are frequently left with industrial-zoned parcels that are smaller in size, irregular in shape, location, or would be difficult to assemble for a size of size and shape suitable for the plans of a specific business and its economic function.

Accordingly, Figure 3-16 details estimated 20-year need for industrial land by typical site sizes for individual businesses or business park types for multi-tenant development. The distribution of demand by acreage is based on U.S. Department of Commerce CenStats County Business Pattern data, which provides details of employer sizes by standard NAICS sectors to the five-digit level. Analysis implicitly assumes that the current distribution of business by employment count size will continue into the future. Here “Anchor” refers to a very sizeable, single industrial user that would be key to either an existing or new industry in Anchorage.

**Figure 3-16 MOA 20-Year Industrial Land Demand by Common Site/Employer Size**

	Demand Projections - Gross Acreage			
	Typical Acreage	Base No Bridge	Base w/Bridge	Low w/Bridge
Anchor or Large Park	50 or over	46.5	44.2	-
Large User or Mid Park	25.0 - 50.0	69.8	66.3	-
Medium User or Smaller Park	10.0 - 25.0	145.4	138.1	42.1
Expanding User	5.0 - 10.0	174.5	165.7	28.0
Small Business: Lower Intensity	2.0 - 5.0	69.8	66.3	11.2
Small Business: Higher Intensity	1.0 - 2.0	52.4	49.7	8.4
Very Small Business	< 1.0 Acre	23.3	22.1	3.7
<b>Totals</b>		<b>581.7</b>	<b>552.4</b>	<b>93.5</b>

Source: Cardno, Inc.

- Anchor User or Large Park (50+Acres):** Only one industrial site in this size range will be required under both Baseline scenarios at just under 50 acres with or without a Knik Arm Crossing. Assuming longer-term weaker economic performance under the third scenario, the MOA would not be expected to see demand for a site over 50 acres in size.

- **Large User or Mid Park (25 to 50 acres):** Roughly two or three sites would likely be required within the Municipality under both Baseline growth scenarios. In either case, a single business park with many users or a larger single, unique user could be expected. No site between 25 acres and 50 acres in size would likely be needed under longer-term economic weakness expressed by the third growth scenario.
- **Medium User or Smaller Park (10 to 25 acres):** Between five and fifteen sites between 10 and 25 acres will be needed under both Baseline growth scenarios. Under the low growth scenario, roughly two to three sites in this category will likely see development need through 2035.
- **Expanding User (5 to 10 acres):** Twenty to forty industrial sites will be demanded by firms under both Baseline growth scenarios through the MOA during the planning period. Although the category is labeled expanding users – denoting single users that acquire a site well in excess of existing operations to accommodate significant future growth – multiuser or tenant parks can certainly comprise part of size category land need. Under the low growth scenario, the MOA would be expected to need two to five sites.
- **Small Businesses: Lower Intensity (2 to 5 Acres):** The MOA will see demand for this site size category in the range of 14 to 35 sites under both Baseline growth scenarios for smaller firms that will frequently require a smaller building footprint and greater outdoor space need. With far slower economic growth, the MOA is expected to see demand of two to five sites for this demand category.
- **Small Businesses: Higher Intensity (1 to 2 Acres):** Under both Baseline scenarios, the MOA can expect new demand for such sites ranging from roughly 25 to 50 business locations through 2035. With far more sluggish economic growth, only four to eight new sites in this size category will be required by local industry.
- **Very Small Business (Less than 1 Acre):** Miscellaneous demand for various, small industrial sites is estimated to be a combined 22 to 23 acres under both Baseline scenarios. Most site demand will be close to one acre given decreasing site flexibility as parcel size decreases. Under the worst-case scenario, the MOA would see a combined demand for just under four acres for this size category.

### 3.3 Potential Anchorage Marijuana Industry Impacts

On November 4, 2014, a majority of Alaska voters approved Ballot Measure 2-13PSUM “An Act to Tax and Regulate the Production, Sale, and Use of Marijuana.” Most similarly to Colorado and Washington, the approved measure legalized private recreational possession and growing of marijuana, within certain limits, statewide.<sup>10</sup> Approval of the ballot measure occurred during the final stages of this Industrial Land Assessment update process. At the request of the Anchorage Assembly, the Industrial Land Assessment update has taken up consideration of the potential impacts to industrial space and land need within the Municipality due to potential legalized marijuana industry presence in Anchorage.

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<sup>10</sup> [http://ballotpedia.org/Alaska\\_Marijuana\\_Legalization,\\_Ballot\\_Measure\\_2\\_%282014%29](http://ballotpedia.org/Alaska_Marijuana_Legalization,_Ballot_Measure_2_%282014%29)

### **3.3.1      Industry Impact Methodology**

#### **3.3.1.1      *Industry Context***

Legalization of recreational use of marijuana in Alaska, and specifically Anchorage, poses new and unique industry growth that would require industrial space for various, licensed marijuana growing operations as well as manufacturing and distribution of regulated recreational marijuana and marijuana-related products.

Despite legalization in Alaska, as well as in Colorado, Washington, and Oregon, marijuana continues to be illegal at the federal level. This poses unique industry growth potential in a somewhat “self-contained” or geographically isolated manner within the jurisdiction of the State:

- Shipment and/or transport of marijuana plants, plant material, or products would make those products subject to Federal interstate commerce law, where marijuana is deemed an illegal/controlled substance.
- Financing of marijuana industry, including insurance, payroll, and other related services, by federally-chartered financial institutions is deemed illegal by the Federal government.<sup>11</sup>

Therefore, marijuana and marijuana-related products for use and consumption within Alaska will require most if not all aspects of product growth, harvest, manufacturing, and distribution to be located within the State of Alaska, or until such time as Federal law is changed pertaining to marijuana. And as the commercial, transportation, and population center for the state, Anchorage will be the likely location for a significant share of statewide marijuana growth, harvest, product manufacture, warehousing, and distribution.

#### **3.3.1.2      *Anchorage Industrial Space Demand: Denver, Colorado Case Study***

To understand the potential demand for industrial space and land within the Municipality of Anchorage from potential Alaska marijuana industry growth, a case study approach was adopted to identify a comparable situation to what may occur in Anchorage with growth of a statewide marijuana industry.

Denver, Colorado poses the most comparable and informative case study for Anchorage industry demand for industrial space and land. Recreational marijuana was legalized by Colorado voters in 2012, and it is the understanding of Cardno that Alaska’s Ballot Measure 2 was modeled on the Colorado marijuana legalization effort. Although Washington has also legalized recreational marijuana in somewhat similar fashion, implementation of marijuana regulations and authorization of retail establishments has not had as long of a time period and study as has Colorado.

#### **3.3.1.3      *Case Study Intent & Limitations***

At present time, much continues to be uncertain about industry formation and regulation within the State of Alaska and specifically within the Municipality of Anchorage. On May 9, 2015, Alaska House Bill 123 was signed into law by Governor Walker establishing a Marijuana Control

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<sup>11</sup> [http://www.nytimes.com/2015/02/08/business/marijuana-industry-in-colorado-eager-for-its-own-bank-waits-on-the-fed.html?\\_r=0](http://www.nytimes.com/2015/02/08/business/marijuana-industry-in-colorado-eager-for-its-own-bank-waits-on-the-fed.html?_r=0)

Board that will be in charge of crafting specific statewide marijuana industry regulation, as well as oversee enforcement.<sup>12</sup>

Due to there being only early progress with regulation and implementation at the State level, the Anchorage Assembly has not yet taken up many specific issues related to marijuana industry. As of the production of this report, the Anchorage Assembly has addressed the issue of public use and potentially hazardous manufacturing process for marijuana oil concentrates.<sup>13</sup> Local regulation of commercial marijuana plant growth, harvesting, value-added product manufacture, storage, distribution, and retailing will be settled by the MOA in the near future as a result.

Estimation of the potential demand for industrial space and land by marijuana-related industry in Anchorage is, therefore, a highly speculative exercise given so much regulatory uncertainty at both the State and local level.

- Further complicating matters will be the varying stringency of marijuana-related ordinances approved by various local jurisdictions throughout the Alaska in addition to Anchorage. Local definitions of public use as well as local zoning ordinance and business license ordinance, among other things, are not yet settled elsewhere. This further obscures the potential comparability of statewide marijuana product demand , usage, and thus Anchorage marijuana industry presence and growth to industry in Denver.
- Finally, per the Alaska Constitution, Ballot Measure 2 can possibly be repealed by the Alaska Legislature on February 24, 2017, two years to the date from when marijuana generally became legal statewide per the ballot measure.<sup>14</sup> Given the two-year window, it is uncertain what effect this will have on typically five-years or more lease arrangements for industrial and commercial space, longer-term leases on land, as well as duration of project construction financing and operation financing among other things.

The resulting modeling effort for both local marijuana industry growth and its demand for industrial space is primarily intended to inform this Industrial Lands Assessment for the Municipality. As a 20-year analysis of the adequacy of industrial land within the Anchorage Bowl and Eagle River-Chugiak areas, simplifying assumptions are both necessary – due to significant uncertainty about regulations - and appropriate for the intent of the analysis for land use planning and policy.

Accordingly, this analysis of marijuana industry growth and resulting industrial space and land demand within the Municipality makes the following simplifying assumption in order for study to be possible:

- *Municipality of Anchorage marijuana industry regulation and ultimate industry outcome is assumed to be both permanent and reasonably similar in scope and outcome as found in Denver, Colorado.*

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<sup>12</sup> <http://www.adn.com/article/20150506/bill-establishing-marijuana-control-board-alaska-signed-law>

<sup>13</sup> <http://www.muni.org/Departments/police/Pages/KnowYourGrow.aspx>

<sup>14</sup> <http://www.adn.com/article/20150506/bill-establishing-marijuana-control-board-alaska-signed-law>

Although greatly simplifying in nature, the assumption allows ample data about the Denver, Colorado marijuana industry and its industrial space demands to be utilized to inform potential industry impacts to industrial space and land supply in Anchorage.

### 3.3.1.4 Methodological Steps

For purposes of Anchorage marijuana industry industrial real estate demand quantification, the following four basic methodological steps were utilized.

1. *Identify Anchorage MSA Marijuana Industry Size Potential as a Percentage of Denver*
2. *Identify Denver MSA Regional Marijuana Industry-Driven Industrial Market Activity*
3. *Apply Anchorage MSA Industry Percentage of Denver to Denver MSA Industrial Market Activity*
4. *Identify City of Denver vs. Suburban MSA Location of Marijuana Industry to Inform Municipality Share of Anchorage MSA for Industry Location*

Findings for each are expressed in the following section.

### 3.3.2 Anchorage Marijuana Industry Demand for Industrial Real Estate Findings

#### 3.3.2.1 Anchorage MSA Industry as Percentage of Denver MSA Industry Size

Basically, total potential market for marijuana and marijuana-related products purchases depends on total market area population. Population driving a regional market comprises both permanent population, namely residents of that market, and transient population, or temporary visitors. Figure 3-17 provides a comparison of City of Anchorage, City of Denver, Anchorage MSA, and Denver MSA measures of permanent population and visitor populations.

**Figure 3-17 Anchorage MSA Marijuana Industry Potential as Percentage of Denver MSA**

Consumer Measure		Anchorage	Denver	Year	Anchorage as % of Denver
Population	City	300,950	649,495	2014	46%
	MSA	380,789	2,357,404	2014	16%
Annual Visitor Volume		1,849,700 1/	13,600,000 2/	2012	14%
Potential Marijuana Industry Market: Anchorage as % of Denver:					15%

1/ Statewide visitor counts from "Alaska Visitor Statistics Program VI, Interim Visitor Volume Report Fall/Winter 2013-14", McDowell Group for Alaska Department of Commerce, Community, and Economic Development

2/ Longwoods International for VISIT DENVER, 2013.

SOURCE: U.S. Census Bureau, McDowell Group, and Longwoods International

The comparison results in a weighted average calculation for the population size of the likely marijuana industry in Anchorage relative to the market observed in the Denver, Colorado region.

Overall, the Anchorage MSA is roughly 15% the size of the Denver MSA market area in terms of total permanent and temporary population. As data in Figure 3-17 emphasize, it is important to distinguish the City of Denver and the broader Denver MSA, the latter representing the regional population driving the “Denver” marijuana industry. Though the Municipality of Anchorage is nearly half the size of the City of Denver in terms of population, the Anchorage MSA is only 16% of the Denver-Aurora-Lakewood regional MSA.

It is also important to note that despite the sizeable and economically important tourism industry for Alaska, statewide visitor counts – the great majority of which pass through Anchorage – comprise only 14% of annual visitor counts to the Denver MSA. Denver and the regional marijuana industry there benefit from a major international passenger hub airport and the intersection of Interstate 25 (north-south) and Interstate 70 (east-west), among other things.

In other words, total market depth for a Denver, Colorado-like marijuana industry in Anchorage stands to be a fraction of well-publicized Denver industry size and activity.

### 3.3.2.2 Anchorage MSA & MOA Industrial Need Estimates

Marijuana industry-driven demand for industrial space and land within the Municipality of Anchorage can be estimated methodically with the understanding of how the Anchorage area market for marijuana industry compares to the Denver region.

Figure 3-18 provides a step-by-step quantification of potential industrial space demand (square feet), as well as a translation of space demand into demand for gross industrial land (acres) for the MOA.

**Figure 3-18 Anchorage MSA & MOA Industrial Demand Estimation (Sq. Ft Space & Acres)**

Marijuana Industry Facility Demand Factor	Industrial Space/Land Scenario	
	Low	High
Denver MSA Marijuana-Driven Space Absorption (sq. ft.)	3,500,000	4,500,000
x Anchorage MSA Market (% of Denver MSA)	<u>15%</u>	<u>15%</u>
= Anchorage MSA Potential Industrial Space Need (sq. ft.)	533,500	685,900
x Non-Suburban Share of Industrial Demand	<u>75%</u>	<u>75%</u>
= MOA Industrial Space Need (sq. ft.)	400,100	514,400
÷ Blended Warehouse & Manufacturing Floor Area Ratio	0.245	0.245
÷ Square Feet Per Acre	<u>43,560</u>	<u>43,560</u>
= MOA Equivalent Net Industrial Land Need (acres)	37.5	48.2
÷ Net-to-Gross Conversion Factor	0.9	0.9
= MOA Equivalent Gross Industrial Land Need (acres)	41.7	53.6

SOURCE: Newmark Grubb Knight Ellis, Colliers International, Sherpa Commercial Real Estate, and Cardno

Results of the analysis indicate the following:

- *The Anchorage MSA stands to see between 533,500 square feet and 685,900 square feet of industrial space usage by marijuana-related businesses.*

The finding rests on the generally recognized market research by international real estate brokerage firm Newman Grubb Knight Frank that Denver MSA regional marijuana industry has absorbed roughly 4 million square feet of industrial space since recreational marijuana legalization.<sup>15</sup>

However, there is continued uncertainty regarding total market absorption due to the marijuana industry. Most business transactions, including space commitments, continue to be in cash due to the inability of federally-insured financial institutions to participate in marijuana-related commerce. Local Denver brokerage firm Sherpa Commercial Real Estate estimates a range of industrial space absorption by the marijuana industry at 3.5 million to 4.5 million square feet.<sup>16</sup> Both figures are utilized for Anchorage market potential as a low demand and high demand scenario, respectively.

- *Municipality of Anchorage industrial space demand from marijuana-related industry is estimated to range from 400,100 square feet to 514,400 square feet.*

Review of Denver MSA industrial market reports by Newman Grubb Knight Frank, Colliers International and other brokerages indicates that the vast majority of Denver marijuana industry absorption of industrial space has occurred in existing, sometimes vintage warehouse structures in the East Denver and Aurora market area. This area of most activity is located along the Interstate 70 corridor, which comprises the majority of classic industrial warehouse space served by rail, air, and freeway in the Denver area. Roughly half of this space is located in the City of Denver and half outside of Denver, largely in the suburb Aurora.

Within the Anchorage MSA, the share of regional, existing warehouse industrial space suitable for marijuana growing and value-added production and distribution is most certainly higher than 50%. Denver's I-70 corridor industrial area formed in great measure due to the Aurora location of Stapleton Airport. In contrast, Anchorage has the vast majority of transportation infrastructure and proximate industrial space inventory in the MSA. Specifically, Ship Creek industrial properties as well as industrial areas along the Seward Highway corridor in the Dowling and International area are highly likely locations for marijuana industry facility demand based on observed market behavior in Denver.

A definitive, current inventory of existing industrial warehouse space in the Mat-Su Borough "Core" area of Palmer and Wasilla could not be identified. Therefore, this analysis conservatively assumes the Municipality of Anchorage has 75% of MSA existing space inventory and will similarly capture 75% of MSA marijuana industry space demand, which prefers cheaper, existing warehouse-type space.

- *If all marijuana industry demand for industrial space was hypothetically built as new space, the Municipality would see between 41.7 and 53.6 acres of gross industrial land absorption.*

According to Denver area industry market reports, the marijuana industry has strongly preferred low-cost, existing warehouse or flexible-use industrial space. This is for a few

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<sup>15</sup> 2<sup>nd</sup> Quarter 2014 Denver Industrial Market Trends Report, Newman Grubb Knight Frank.

<sup>16</sup> <http://www.cresherpa.com/cre-industry-blog/category/marijuana>



different reasons, most notably: cheaper space to modify with frequently expensive, high-tech growing equipment; and lower facilities cost as a counterweight to substantial energy consumption and cost, as well as significant water costs. Up to 10% of Denver area electricity consumption is being cited as due to the marijuana industry.<sup>17</sup> In fact, a recent Northwest Power & Conservation Council study of future Pacific Northwest power need with the marijuana industry in Washington in Oregon found that power consumption for the growth of four marijuana plants is the equivalent power needed to run 29 refrigerators.<sup>18</sup>

But the surge in demand for such space has outstripped supply of such space, driving up classic warehouse facility prices and driving vacancy rates very low. This has not only attracted investment in new growing facility warehouse construction, but has also forced other sectors that use similar warehouse space to seek other locations elsewhere in the region including newly constructed space.

Whether new industrial space is built to accommodate local marijuana industry, or new space is constructed to accommodate other sectors that cannot expand in existing space in Anchorage, roughly 42 to 54 acres of gross industrial acreage demand will be driven by marijuana industry according to the assumptions of this analysis.

For the time being, while marijuana is illegal under Federal law, the Anchorage Bowl will likely be the most favored location for marijuana growers given the prevalence of existing and lower-cost, flexible-use warehousing and existing connections to higher capacity, competitively-priced electricity and water. Eagle River-Chugiak, based on best-available information, is likely a less-favored location. In that submarket, facilities and infrastructure would have to be constructed new, this would require financing rendered illegal by federally-insured or federally-chartered financial institutions. While Denver has seen new space construction funded purely privately and not financed, the Anchorage market is estimated to be 15% of the Denver market and not likely to attract major private investment in new facilities compared to Colorado, Washington, or Oregon.

This assumes a Floor Area Ratio blended between warehouse use in Anchorage (0.17) and manufacturing facilities in Anchorage (0.32). The resulting, assumed FAR for marijuana industry-driven space is 0.245.

The estimate of gross industrial acreage demand driven by marijuana industry in Anchorage also assumes a net-to-gross adjustment of 0.9, implying that actual site development comprises 90% of acreage need, while an additional 10% will typically be required by right-of-way and other public facilities.

It should be noted that earlier, preliminary estimates of industrial space demand within the MOA driven by marijuana-related industry ranged from 150,000 square feet to 300,000 square feet. The lower, preliminary figures were reviewed and discussed by the Anchorage Assembly in February of 2015.

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<sup>17</sup> [http://www.confluence-denver.com/features/sustainable\\_cannabis\\_071614.aspx](http://www.confluence-denver.com/features/sustainable_cannabis_071614.aspx)

<sup>18</sup> <http://www.nwcouncil.org/media/7130334/p7.pdf>

Final results, ranging from 400,100 square feet to 514,400 square feet, are a significant increase and were revised for the following reasons:

- Preliminary estimates assumed 50% of Anchorage MSA marijuana industry-driven space demand would occur within the MOA and 50% would occur outside the MOA/inside the Mat-Su Borough. This assumption was based purely on the 50% split demonstrated between City of Denver and City of Aurora, Colorado location choices of Denver area marijuana industry. Aurora captured up to 50% of demand by virtue of much Interstate 70 corridor, older warehouse space located in that city versus Denver. Anchorage, on the other hand, has a far greater share of Anchorage MSA older warehouse space, the preferred space of Denver area marijuana growers and other businesses. Without a definite estimate of such total space in the Mat-Su Borough, a 75% share was assumed for Anchorage, up from the preliminary assumption of 50%.
- The “Low Range” preliminary estimate for industrial space demand in Anchorage was meant purely to “bracket” the possibility, as of January of 2015, that Anchorage/Alaska marijuana industry would be far more restricted in scope than legalized in Denver. Although much regulatory detail at the State and local level are still uncertain, news coverage and analysis of marijuana in Alaska by Alaskan media points in the direction of more similarities to Colorado than not. Accordingly, Denver industry was assumed to be more comparable than not to Anchorage, and thus it was not deemed necessary to have an aggressively low estimate of space reflective of a very restrictive industry in Alaska.

## 4 Industrial Land Need Reconciliation

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Section 4 is a reconciliation of potential industrial land demand by the MOA economy through 2035 and available industrial land supply for growth in the MOA. It assesses the demand for industrial land under each growth scenario discussed in Section 3 in comparison to the potential industrial land supply under various assumptions discussed in *Volume II: Industrial Lands Inventory*.

Accordingly, this section will answer the following questions given updated industrial land demand analysis in this document as well as detailed industrial land supply findings achieved by Municipality of Anchorage staff:

- Does the Anchorage Bowl have sufficient industrial-zoned land to accommodate expected growth?
- Under what economic scenarios if any does the Anchorage Bowl have sufficient industrial-zoned land?
- Under what industrial supply availability assumptions if any does the Anchorage Bowl have sufficient industrial land?
- Does the Anchorage Bowl have sufficient industrial land supply to accommodate core, Production-Distribution-Repair “PDR” employment growth?
- Does the Greater MOA, Anchorage Bowl and Chugiak-Eagle River, have sufficient industrial-zoned land to accommodate expected growth?
- Under what economic scenarios if any does the Greater MOA have sufficient industrial-zoned land?
- Under what industrial supply availability assumptions if any does the Greater MOA have sufficient industrial land?
- Does the Greater MOA have sufficient industrial land supply to accommodate core, Production-Distribution-Repair “PDR” employment growth?

### 4.1 Supply & Demand Reconciliation

#### 4.1.1 Supply & Demand: Anchorage Bowl Reconciliation

The first industrial land demand and supply reconciliation for the MOA is limited to the Anchorage Bowl for context purposes. For this analysis, industrial land supply findings found in *Volume II: Industrial Lands Inventory* are utilized. Two definitions of industrial land supply availability are utilized for analysis purposes:

- **Land Supply With Non-Industrial Utilization:** The Municipality Planning Division estimated potential industrial land capacity within the Anchorage Bowl assuming analytically-determined non-industrial uses that can be expected on industrial land. The result yielded a “High” estimate of 388.3 total acres, 231.6 of which are currently zoned I-1 or I-2. The remainder comprises PLI (Public Lands & Institutions) and T (Transition) districts, which would have development restrictions if used for industrial purposes. This definition of industrial land supply was concluded to be a “High-Range Estimate”

because it makes optimistic assumptions about specific parcels with uncertain future uses.

- **Land Supply Without Non-Industrial Utilization:** If identified, potential “High-Range Estimate” industrial land capacity assumes no rate of non-industrial utilization of industrial land. This additionally optimistic industrial land capacity methodology finds 588.1 acres of total industrial land capacity, 385.3 acres of which are presently zoned explicitly for industrial use (I-1, I-2, or I-3). The remaining acres are use-restricted for industrial purposes under either PLI or T district zoning.

Results of the industrial land and supply reconciliation for the Anchorage Bowl are found in Figure 4-1.

**Figure 4-1 Anchorage Bowl Industrial Land Supply & Demand Reconciliation**

Growth Scenario	Industrial Land Supply Assumptions (Acres)					Industrial Land Demand & Net Surplus/(Deficit) (Acres)					
	I-1	+	I-2	=	Industrial Districts	All Districts	PDR Sector	PDR Net	Non-PDR	Total	I-Zones
							- Demand*	= Supply	- Demand	= Net Supply	Net Supply
Continued Non-Industrial Use of Industrial Land											
Baseline No Bridge	151.4		80.2		231.6	388.3	319.2	69.1	234.2	(165.1)	(321.8)
Baseline Bridge	151.4		80.2		231.6	388.3	304.3	84.0	224.4	(140.3)	(297.0)
Low Growth Bridge	151.4		80.2		231.6	388.3	45.4	342.9	83.1	259.7	103.0
Only Industrial Uses on Industrial Land											
Baseline No Bridge	252.0		133.3		385.3	588.1	319.2	268.9	234.2	34.7	(168.1)
Baseline Bridge	252.0		133.3		385.3	588.1	304.3	283.8	224.4	59.5	(143.3)
Low Growth Bridge	252.0		133.3		385.3	588.1	45.4	542.7	83.1	459.5	256.7

\*Note: Includes estimated, average marijuana industry-driven land demand of 47.6 acres. Excludes Airport, Railroad, & Marine Transportation land demand that would site on publicly-owned lands already accounted.

Source: Municipality of Anchorage and Cardno, Inc.

- **Does the Anchorage Bowl have sufficient industrial-zoned land to accommodate expected growth?**

Results of the analysis indicate that the Anchorage Bowl does not have sufficient industrial land capacity to accommodate employment gains under either Baseline growth scenario. 231.6 acres of industrial-zoned land – the “High-Range Estimate” – falls short of Baseline scenario demand – including estimated marijuana industry growth - by roughly 297 to 322 acres through 2035.

Under even more optimistic industrial land supply assumptions, the Anchorage Bowl inventory of 385.3 acres of industrial land falls short of Baseline growth scenarios need by 143.3 to 168.1 acres through 2035.

Assuming the Low Growth Scenario for the Anchorage economy, however, the Anchorage Bowl has sufficient industrial-zoned land to accommodate all expected

growth under both inventory methodologies. Meager growth under this scenario leaves the Anchorage Bowl with 103.0 acres to 256.7 acres of industrial zoned land after 2035.

- **Under what economic scenarios if any does the Anchorage Bowl have sufficient industrial-zoned land?**

Under only the “Worst Case” economic scenario does the Anchorage Bowl alone have sufficient industrial-zoned land to accommodate twenty years of growth.

- **Under what industrial supply availability assumptions if any does the Anchorage Bowl have sufficient industrial land?**

Neither industrial land supply methodologies – allowing typical non-industrial utilization on industrial land or not allowing it - affect conclusions about industrial-zoned land supply sufficiency in the Anchorage Bowl.

Adding all candidate PLI and T District lands to the industrial land inventory also does not ensure sufficient land for industrial uses if non-industrial utilization continues at current rates. If non-industrial uses continue as currently, the Anchorage Bowl has 388.3 total acres including PLI and T District acreage. Given total expected demand, there would still be a deficit of land in 2035 estimated at 140.3 to 165.1 acres.

However, *aggressively assuming no non-industrial utilization on industrial land*, the addition of all PLI and T District does change industrial land sufficiency conclusions for the Anchorage Bowl. Converting all candidate PLI and T District land ensures 34.7 to 59.5 acres of industrial inventory by 2035 under the Baseline scenarios.

- **Does the Anchorage Bowl have sufficient industrial land supply to accommodate core, Production-Distribution-Repair “PDR” employment growth?**

Anchorage Bowl industrial-zoned land capacity cannot be counted on *alone* to accommodate “PDR” employment growth-induced land need unless future development does not allow non-industrial utilization. Under that assumption, industrial-zoned land alone totaling 385.3 acres is enough to accommodate 304.3 to 319.2 acres of Baseline “PDR” growth need including the estimate of future marijuana industry demand.

On the other hand, the Anchorage Bowl has sufficient *total* industrial land capacity – both industrial-zoned land and PLI and T District land - to accommodate only “PDR” employment growth demand under all scenarios in this analysis.

In other words, generally only under aggressive industrial capacity assumptions or “Worst-Case” economic performance does the Anchorage Bowl have sufficient industrial land capacity to accommodate industrial employment growth through 2035.

#### **4.1.2 Supply & Demand: Greater MOA Study Area Reconciliation**

Given reconciliation findings for the Anchorage Bowl, a second analysis is conducted assuming estimated land supply capacity of the Greater MOA study area. Capacity numbers represent the Anchorage Bowl plus the Chugiak-Eagle River area as discussed in *Volume II: Industrial Lands Inventory*.

Two resulting definitions of industrial land supply availability are utilized for analysis purposes:

- **Land Supply With Non-Industrial Utilization:** Under this supply methodology, the Greater MOA result yielded a “High” estimate of 766.5 total acres, 419.0 of which are currently zoned I-1, I-2, or I-3. The remainder comprises PLI (Public Lands & Institutions), PC (Planned Community), and T (Transition) districts, which would have development restrictions if used for industrial purposes.
- **Land Supply Without Non-Industrial Utilization:** This additionally optimistic industrial land capacity methodology finds 967.6 acres of total industrial land capacity, 583.6 acres of which are presently zoned explicitly for industrial use (I-1, I-2, or I-3). The remaining acres are use-restricted for industrial purposes under PLI, PC or T district zoning. Results of the industrial land and supply reconciliation for the Greater MOA study area are found in Figure 4-2.

**Figure 4-2 Anchorage Bowl & Chugiak-Eagle River Industrial Land Supply & Demand Reconciliation**

Industrial Land Supply Assumptions (Acres)							Industrial Land Demand & Net Surplus/(Deficit) (Acres)				
Growth Scenario	I-1	+	I-2	=	Industrial	All	PDR	PDR	Non-	Total	I-Zones
					Districts	Districts	Sector	=	Net	-	PDR
							Demand*	Supply	Demand	Supply	Supply
Continued Non-Industrial Use of Industrial Land											
Baseline No Bridge	242.4		176.4		419.0	766.5	319.2	447.3	234.2	213.1	(134.4)
Baseline Bridge	242.4		176.4		419.0	766.5	304.3	462.2	224.4	237.9	(109.6)
Low Growth Bridge	242.4		176.4		419.0	766.5	45.4	721.1	83.1	637.9	290.4
Only Industrial Uses on Industrial Land											
Baseline No Bridge	348.4		235.1		583.6	988.5	319.2	669.3	234.2	435.1	30.2
Baseline Bridge	348.4		235.1		583.6	988.5	304.3	684.2	224.4	459.9	55.0
Low Growth Bridge	348.4		235.1		583.6	988.5	45.4	943.1	83.1	859.9	455.0

\*Note: Includes estimated, average marijuana industry-driven land demand of 47.6 acres. Excludes Airport, Railroad, & Marine Transportation land demand that would site on publicly-owned lands already accounted.

Source: Municipality of Anchorage and Cardno, Inc.

- **Does the Greater MOA have sufficient industrial-zoned land to accommodate expected growth?**

Results of the analysis indicate that the addition of Chugiak-Eagle River supply does not ensure sufficient existing industrial land capacity to accommodate employment gains under either Baseline growth scenario. 419.0 acres of industrial-zoned land – the “High-Range Estimate” – falls short of Baseline scenario demand by 109.6 to 134.4 acres through 2035.

Alternatively, under even more optimistic industrial land supply assumptions, the Anchorage Bowl and Chugiak-Eagle River combined inventory of 583.6 acres meets estimated twenty-year need with remaining capacity at 30.2 acres to 55.0 acres in 2035.

Under the “Worst-Case” economic scenario, the addition of Chugiak-Eagle River industrial supply only further ensures sufficient capacity for meager industrial land need

growth through 2035. Surplus capacity after twenty years is estimated at 290.4 acres to 455.0 acres of industrial-zoned land.

- **Under what economic scenarios if any does the Greater MOA study area have sufficient industrial-zoned land?**

The Anchorage Bowl and Chugiak-Eagle River combined have sufficient existing industrial-zoned under the ‘Worst Case’ economic scenario. There is only sufficient industrial-zoned land in the MOA under Baseline growth scenarios if future non-industrial uses on industrial land are restricted.

- **Under what industrial supply availability assumptions if any does the Greater MOA study area have sufficient industrial land?**

The addition of PLI, PC and T District lands in Chugiak-Eagle River does materially change industrial land insufficiency conclusions compared to Anchorage Bowl inventory alone. Assuming the lower capacity numbers – still considered “High-Range” overall – total industrial land supply of 766.5 acres is sufficient to meet total Baseline demand. Assuming the most optimistic availability of land, capacity is certainly sufficient by a factor of 435.1 to 459.9 acres.

- **Does the Greater MOA study area have sufficient industrial land supply to accommodate core, Production-Distribution-Repair “PDR” employment growth?**

The Anchorage Bowl and Chugiak-Eagle River combined have sufficient *total* industrial land capacity and industrial-zoned land alone to accommodate only “PDR” employment growth demand under all scenarios in this analysis.

In other words, Anchorage Bowl and Chugiak-Eagle River total supply capacity combined and estimated as described can be expected to quantitatively meet 20-year land demand under any economic scenario. Industrial-zoned land alone, however, does not sufficiently meet industrial land demand if non-industrial uses are continued to be allowed on industrial land at current rates. Additional land zoned PLI, PC and T would be needed to meet total need.

It should also be noted that most of the industrial land supply in Eagle River, Chugiak, Birchwood and Eklutna areas is not serviced by urban water or wastewater utilities. For instance, the Powder Reserve acreage, 127.9 acres in total, and presently zoned T, is outside of water and wastewater service area. This reality would need to be remedied for some industrial uses to be considered feasible to locate there in the future.



## 5 Industrial Land Policy Discussion

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The following are suggested policies meant to address scarcity of industrial land in the next twenty years and pressures to convert industrial-zoned land to non-industrial uses given the findings in this document and land inventory findings in *Volume II: Industrial Lands Inventory*.

Policy directions are presented in varying degree of priority and restrictiveness based on discussion and feedback from the Technical Advisory Committee and Municipal staff.

Suggestions are divided into Economic Development policies and Land Use policies as both are usually required due to the nature of industrial users and development. In both categories, policies are grouped in order of recommended priority.

### 5.1 Policies Context: Anchorage Bowl & Eagle-River Chugiak Inventories

The primary finding of this Industrial Land Assessment Update is that the Municipality of Anchorage is that the current inventory of industrially-zoned land is insufficient to accommodate the next twenty years of economic growth. Furthermore, industrial land supply within the MOA faces market pressures to convert to other uses due to land scarcity for most other major uses, documented by other recent Municipality land use studies.

Municipal policies can be studied and adopted, however, that can in great measure remedy these and other industrial land inventory issues identified during the course of this study process.

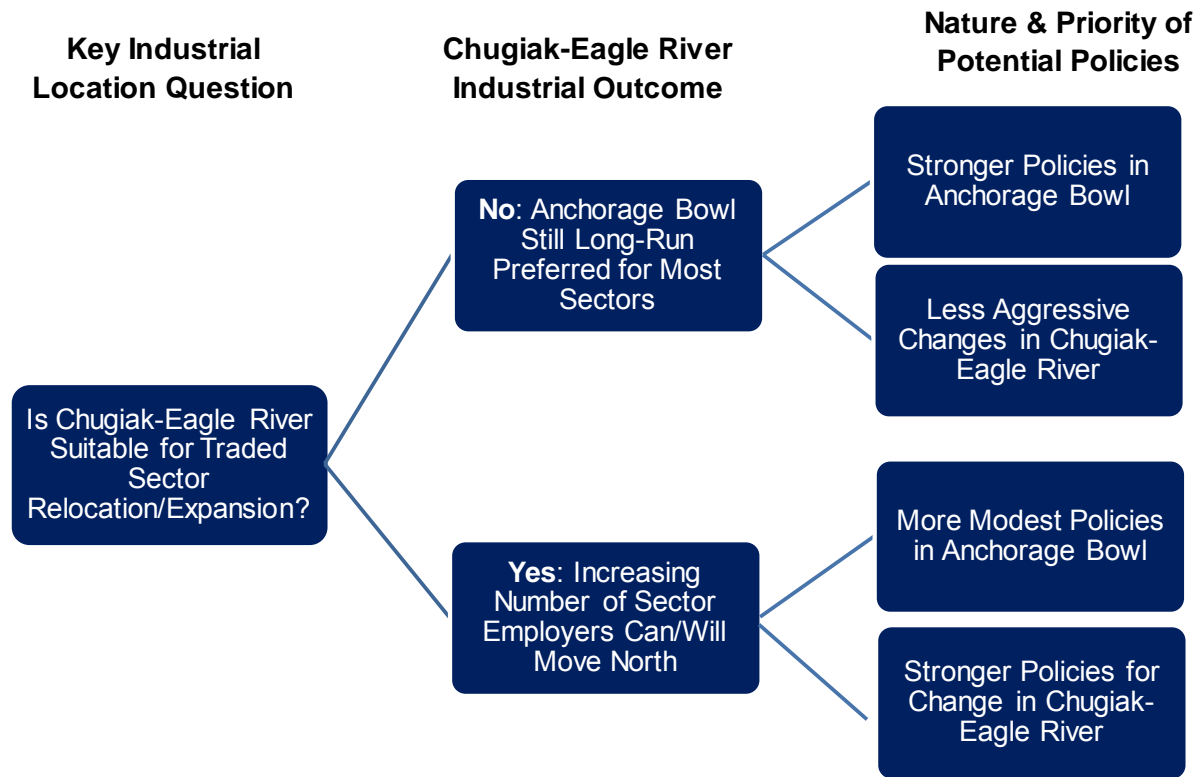
Land supply and location, via primary land use regulatory authority at the Municipality, will of course be the most powerful tools available in achieving the above goals. And as results of *Volume II: Industrial Lands Inventory*, the Municipality has some locational and supply quantity options between the Anchorage Bowl and the Chugiak-Eagle River geographies of policy study area.

The central question, therefore, in determining the best policies for future industrial land supply provision in the Municipality is the extent to which industrial development will continue to prefer the Anchorage Bowl and to what extent future industrial development growth will find Chugiak-Eagle River as the preferred location. Figure 5-1 displays a schematic that illustrates this question of where industrial development will prefer to locate and how those preferences will affect the nature of types of policies appropriate for the Municipality to consider.

After review of study findings and discussion with the Technical Advisory Committee, the following is apparent:

- The Anchorage Bowl will continue to be the most-preferred location for industrial users for the foreseeable future.
- Reasons discussed include: the Anchorage Bowl will continue to be the center of population and customer business locations; the Anchorage Bowl continues to have the majority of major transportation infrastructure investment; and land prices in the Anchorage Bowl relative to Chugiak-Eagle River haven't reached critical cost to induce major northward movement of Anchorage Bowl firms.

**Figure 5-1 Anchorage Bowl & Chugiak-Eagle River Industrial Location Preference & Policy**



There is resulting general agreement that the Anchorage Bowl will be the preferred industrial business location over the next twenty years and that policy direction as posed in Figure 5-1 should have the following resulting focus:

- Stronger policies for land use inventory, zoning, and economic development priorities within the Anchorage Bowl; and
- Less aggressive changes to policies regarding land use inventory, zoning, and economic development in Chugiak-Eagle River.

The following two sections provide recommended policies based on study findings and advisory guidance.

## 5.2 Industrial Economic Development Policy Suggestions

Keeping an industrial land inventory intact within the MOA given across-the-board land scarcity for other uses will require some prioritization of economic development initiatives by the Municipality. Prioritization of the types of economic growth that should occur given scarce land resources can result in more targeted policies for which industrial areas and how much of them should be maintained for industrial uses.

Alternatively, clearer prioritization can enable the Municipality to make better-informed decisions about which lands currently zoned for industrial use may be better re-designated to other uses.

Rather than take a purely regulatory approach in nature, a “Business Case” argument can be made that:

- Healthy industry is essential to the MOA;
- Certainty about room for businesses to exist and expand unencumbered by land use, noise, and traffic conflict is key to future business expansion decisions;
- Industrial sectors that provide greater employment, wage, and facility investment essential to the Anchorage economy can be viewed as higher priority for land use priority decisions;
- As the transportation and commercial center for the state, particularly for the crucial resource extraction, transportation, and tourism sectors, industrial uses in Anchorage support industries of vital importance to all of Alaska. The gradual loss of future industrial employment capacity in Anchorage will certainly have a deleterious effect on other critical industries that rely on the Anchorage labor force and regional transportation infrastructure for both regional and statewide economic viability.

**5.2.1      High Priority: Document Crucial Industry Sectors Driving the Anchorage Economy And Their Requirements for Industrial Facilities and Land in the MOA**

The Anchorage economy comprises a multitude of different industry sectors with different space and land usage characteristics. But given dwindling industrial space and land supply in the largely built-out Anchorage Bowl, it will be crucial for the Municipality to better understand its key industrial facility-utilizing sectors that drive the local economy.

Over time, as has been true of other metropolitan areas across the country, the largely-developed Anchorage Bowl will be less able to accommodate all industrial users and can expect business relocations. Such trade-offs, involving a declining land supply in the Anchorage Bowl relative to other parts of the Anchorage MSA region, are greatly inevitable. But policies can prioritize industrial site provision that at least intends to meet the needs of industries identified as crucial to the Anchorage economy, supporting greater-than-normal share of other businesses, jobs, and regional income.

Such an effort accomplishes the following:

- Identification of specific industrial facility-utilizing sectors in the Anchorage economy upon which other sectors most depend for business revenue, jobs, and income;
- The specific growth prospects for these key sectors in order to more precisely understand the industrial space and land needs of these crucial sectors; and
- The specific site needs and location preferences of the identified sectors to refine and prioritize policy implementation and ensure that at a minimum, Anchorage’s core economic driver sectors are ensured appropriate room for growth in the face of inventory and policy trade-offs.

The following four policy recommendations will assist the Municipality in making better-informed industrial land supply policy decisions by understanding which local industry sectors generate the greatest wealth for the regional economy. Or alternatively, the recommendations inform the

Municipality regarding which key sectors, if unable to operate and expand within Anchorage, pose the greatest economic loss without adequate industrial site supply.

- These sectors tend to sell more goods and services outside of Anchorage than within Anchorage and frequently pay higher wages and invest in facilities and equipment that better utilize technology for productivity.
- The key sectors also depend upon a key supply chain of vendors in the regional economy, thus further supporting regional jobs and income.
- Key sectors often are geographically concentrated for various reasons, such as specialized labor or cost of inputs, and can attract other like businesses or create spin-off businesses when entrepreneurial employees start new ventures.

All four of the following policy recommendations can be addressed in a single economic and land use study for or by the Municipality or could be treated in separate but related study processes at different times.

#### **5.2.1.1      *Identify and Document "Traded Sectors" in Anchorage***

A "Traded Sector" is defined as a net exporter of goods and services outside of the Anchorage economy, whether internationally or to other states and regions. In other words, Traded Sectors bring more dollars into the region and supporting more jobs than if the sector did business only within the MOA.

Examples of Traded Sectors are frequently but not always manufacturers whose products are sold far more outside of Anchorage than within, such as seafood canneries or equipment manufactured in support of resource extraction elsewhere in Alaska.

These sectors, particularly those that utilize industrial land and facilities, should then be an economic development priority for the Municipality given their "wealth generating" contribution to the local economy.

A Traded Sector Analysis is frequently conducted by studying detailed economic data for a geographic area and documenting "trade flows" for all individual sectors of the economy.

- For each sector, this generally involves comparing business revenues earned to sales by that sector strictly within the geographic area.
- Sector business revenues that exceed strictly local sales identify a potential Traded Sector that is key to the local economy.
- Traded sectors can also be further prioritized by factors such as Value Added, which is basically the difference between the value of a newly created product or service and its production input costs.
- Higher Value Added sectors generally create new products from inputs rather than process or repackage them, as well as tend to pay higher wages for high value-added productivity and tend to utilize technology investment for greater value added.
- Finally, Traded Sectors are identified for their local geographic concentration and their growth (or decline) trend to understand general economic health as well as prospects or obstacles for those key sectors in the local economy.

### **5.2.1.2 Document Industrial Land Needs Characteristic of Identified Traded Sectors**

Outreach to identified traded sectors will establish relationships with those firms and lead to better understanding of their growth prospects within the MOA and what their facility expansion needs will be in the future. MOA policies for industrial land use can then be more targeted to traded sectors that contribute greatly to the regional economy.

### **5.2.1.3 Identify and Document Industry Clusters in Anchorage**

Industry clusters are defined as geographically concentrated aggregations or groupings of key primary industries, usually Traded Sectors along with their supporting supply chain sectors in above-average local concentration. Nearby co-location of industry competitors, due to specialized labor or inputs, are a frequent characteristic of industry clusters. Clusters are, therefore, larger in terms of number of firms (primary/Traded and supply chain), total employment, and combined industrial land need than Traded Sectors alone.

In Anchorage, candidate clusters include Value Added Food Products (likely comprising competitive canneries, commercial fishing companies, and freight/transportation firms and other related vendor sectors). Examples in other related markets include software and biomedical research in Seattle, and high-tech electronics components manufacturing and apparel in the Portland region.

Clusters not only typically are Traded Sectors because they sell more goods and services outside of their home region, but they also specifically support a variety of growing support businesses and sectors that located nearby to be close to that “cluster anchor.”

### **5.2.1.4 Document Industrial Land Needs Characteristic of Identified Industry Clusters**

Outreach to identified cluster businesses, both the key “anchor” Traded Sector firms but also the supply chain vendors and service providers to those firms, will similarly establish public-private relationships that can be leveraged for more targeted land use policies.

Characteristics of land need to be identified should include general facility and site detail needs including: typical site sizes physical qualities (room for operational flexibility or possibly future expansion), transportation access, availability and capacity of utilities, and location.

Location preferences should also be included in an assessment for better understanding desire to remain in the Anchorage Bowl, preference for specific industrial areas within the Bowl, or preference for larger green field sites like those in Chugiak-Eagle River.

## **5.2.2 Medium Priority: Industrial Use Prioritization Based on Informed Traded Sector and/or Industry**

### **5.2.2.1 Recognize Traded Sectors & Related Industry Clusters as a Core Economic Function in the MOA Economy and the Most Economically Vulnerable to Conversion of Use**

Traded Sectors and related Industry Clusters – primarily Production, Distribution, and Repair businesses – are frequently core economic activities upon which many other sectors and land uses ultimately depend. Office uses are typically associated with core industrial functions or support them, residential uses are driven by population associated with economic function, and retail commercial uses are also dependent upon the other uses.

Industrial uses also require low-cost land given that PDR/industrial sectors face higher equipment, labor, and specialized facility costs. The opposite is true of retail commercial uses and to lesser extent residential uses. Industrial uses generally cannot “build up” like office or residential uses. As Anchorage Floor Area Ratios of existing industrial buildings information in *Volume II: Industrial Lands Inventory* demonstrates, industrial buildings rarely build above one or two stories.

Instead buildings are constructed specifically for business function that includes placement of equipment, materials, employees, and merchandise staging unique to each individual business. Density and efficiency can be gained with offices, shops, and with apartments and condominiums, but industrial business function, equipment layout, and resulting space usage usually renders substantial density gains difficult.

Because offices, residences and to some extent retail uses can be built in multiple stories, development of those uses can better absorb the cost of rising land prices: greater vertical density means greater income-generating space across which to spread higher underlying cost of land.

Industrial space, on the other hand, cannot increase density vertically as explained above. And so in a land-constrained environment such as the Anchorage Bowl, industrial uses cannot spread costs across higher density yield per acre. Land price escalation out-prices industrial development feasibility and the resulting land price pressure induces non-industrial use conversion.

For this reason, preservation of industrial land and its feasible cost are deserving of public policy measures.

#### **5.2.2.2     *Recognize Air, Water, and Road Transportation Infrastructure and Their Nexus as a Vital Economic Development Investment for Industrial Land Use Prioritization***

Adequate transportation infrastructure and access to it are usually among the most fundamentally important location decisions for the expansion decisions of existing and new businesses. Industrial areas in the MOA with access to major roadways for freight, less interrupted by non-business traffic, should be prioritized as key industrial areas to be retained for industrial expansion. Industrial areas with multimodal transportation access should be further recognized as a public asset value for industrial expansion.

#### **5.2.2.3     *Recognize “Return on Public Investment” Higher Wage Jobs, Greater Intensity of Industrial Investment, and Greater Dependence Upon Transportation Assets in Determining Industrial Land Use Policy Actions***

Preservation of industrial areas for future industrial use should consider higher levels of development investment via higher density industrial uses as well as likely higher-wage jobs that would be created with industrial uses rather than non-industrial uses.

“Return on Public Investment” would be defined as various metrics of economic benefit to the Municipality economy as a result of public initiatives and policies. These frequently include metrics such as jobs created, jobs created per industrial acre (industrial employment density), average wages for jobs created, and planned facilities and equipment investment that are subject to local property tax.

### **5.2.3 High Priority: Industrial Site Information & Readiness**

#### **5.2.3.1 *Expand Upon the MOA Industrial Land Inventory Regarding Individual Privately-Owned Site Counts, Qualities, and Details***

A database of industrial site opportunities for existing business expansion as well as attraction of new traded sector and cluster businesses should be maintained to enable quick, informed response for business site decision-making needs. Given the efforts to produce *Volume II: Industrial Lands Inventory* for this study process, it likely makes most sense for the Municipality to continue to build and maintain a detailed industrial site inventory. The Municipality can also continue to maintain a land use inventory about existing industry by NAICS industry codes on existing parcels, including potential redevelopment parcels.

The Municipality could make it a priority to migrate its Property Appraisal land use data from its 1970s era mainframe format to a modern relational database that can interface with GIS (geographic information systems). This and other steps toward inter-agency data coordination will allow the Municipality to maintain updated land information for its city functions, reduce costs, and avoid duplicative efforts among its agencies.

A well-kept land information database should also be shared with key private partner(s) such as AEDC and the brokerage community to facilitate economic development efforts focusing on industrial users. Industrial site queries, particularly for recruitment prospects, must maintain complete confidentiality. Private partners such as AEDC, with access to the database, can field industrial site queries as needed and maintain private firm confidentiality given their private status, unlike the Municipality.

#### **5.2.3.2 *Prioritize Infrastructure and Utility Extension to Industrial Lands and Sites in the Chugiak/Eagle River Area as Well as Remaining Unserved Areas in Anchorage***

Findings of this study make it clear that industrial areas in the northern portion of the MOA will be crucial to meeting the needs of future industrial expansion. Sites are reasonably proximate to the Glenn Highway, frequently rail connected, and several are larger in size that can accommodate flexible development plans for larger users, smaller users, or some combination. Strategic infrastructure extension and continued planning of these areas for employment expansion should be a priority for ensuring adequate industrial land for future growth. To ensure a return on investment (ROI), the community should work with the property owners to establish expectations for development to consist of the targeted land use sectors at adequate intensities.

Key infrastructure and utilities that should be extended to enhance industrial usage include in general order of importance: roads/transportation access, electrical power, wastewater and water, and natural gas. Findings from Traded Industry Sector Analysis and/or Industry Cluster Analysis should help inform specific utility and infrastructure need requirements for key regional industries.

#### **5.2.3.3 *Periodically Review Municipality Development Services Review-and-Approval Process to Maintain Timely and Cost-Effective Services for Industrial Development***

The Municipality has in the past studied its own development services process and compared it to other comparable jurisdictions in order to determine its own cost efficiency and relative performance to other jurisdictions and markets. It has found that Municipal development approval process has been competitive if not faster than comparable jurisdictions elsewhere.

This policy recommendation, however, recognizes that over time, funding levels and staffing levels change, development application activity changes, and thus a periodic review to ensure that high quality customer service and timely development application process continues over time.

During the course of this study process, sentiment was expressed by some Advisory Committee members that experienced directly or heard indirectly, that instances have occurred where development application approval process was viewed as unnecessarily long or costly. The Municipality undoubtedly seeks to be responsive to such concerns, though examples of such incidents were not detailed in the Committee discussions. Some comments may relate to required infrastructure improvements. A review may identify existing permitting requirements at the municipal level that need adjustment.

A formal periodic review of development services process can assist Municipality responsiveness to this concern and is perhaps best structured as part of changes that would need to occur for the recommended “Development-Ready” industrial site program policy. The Municipality should also continue moving forward with implementation of electronic plans review.

#### **5.2.4      Medium Priority: Enhanced Industrial Development Readiness Programs**

##### **5.2.4.1      *Explore Fiscal Tools to Facilitate Industrial Development and Redevelopment***

As available industrial site inventory decreases over time, remaining sites will winnow to those with increasingly expensive obstacles to development feasibility, including potential brownfield issues. The Municipality can explore different financial tools that can help overcome (re)development obstacles for industrial users seeking location for expansion in Anchorage. Incentives can and should include claw-back provisions such as revocation of funds should employment or wage targets not be met.

Financial tools can include tax increment financing, property tax abatements, economic development or industrial bonds, property acquisition and “write-down” sale at below-market cost, low-interest loans, and other such tools.

For instances of industrial sites requiring utility provision or upgrades to existing utility capacity, privately-borne costs can be inhibitive and may be the explanation for some properties continuing to not be improved for industrial use. In these instances, incentives can be employed that either strategically reduce user costs or spread costs over a longer time period of payment. Assistance with utility extensions, targeted reductions in tariffs, and/or methods to allow the longer-term finance of some costs including the use of improvement districts may also be beneficial. The Municipality can also offer technical assistance and support coordination with property owners via the US Environmental Protection Agency, Brownfields and Revitalization Program.

It should be noted that Tax Increment Financing (TIF) is currently not allowed under the Alaska Constitution and, thus, an amendment would be required for that particular fiscal tool. Properly



structured, however, it can be a powerful locally-controlled tool in achieving targeted public redevelopment goals, while maintaining specific public finance goals and constraints, for all manner of land uses in Anchorage. Efforts so financed would be consistent with numerous Comprehensive Plan goals, as well as objectives identified in area plans throughout Anchorage.

TIF was also identified by the Technical Advisory Committee as a financial tool worth exploring, with understood success in public redevelopment initiatives in other markets. It is recommended as a key financial instrument for land use and redevelopment policy consideration, and various stakeholder partners should be identified for further study and consideration.

#### **5.2.4.2 Pursue a “Development-Ready” Industrial Site Program**

A key inventory database of select industrial sites should be “development-ready” or “shovel ready,” meaning that sufficient due diligence has been completed in advance that verifies and “certifies” an industrial site is fully served with infrastructure, utilities, and has all potential development issues documented, enabling a user to begin construction within six months to no more than a year from pre-development application process.

These sites would be a subset of the industrial site inventory in Policy Recommendation 5.1.1.9 and would be the “marquee” industrial location and expansion opportunities offered within the Municipality at any particular time.

The Municipality, partnering with AEDC, should identify best practices of “development-ready” programs in other comparable markets and states to inform a local program to facilitate a continuous inventory of a select number of sites within the MOA that meet these criteria. AEDC economic development efforts are consistent with such a program and the Municipality should encourage AEDC to explore a major role in such a program. Depending upon available resources, the Anchorage Community Development Authority (ACDA) may also be a potential partner.

AEDC would likely need to be the primary entity involved due to the fact that site recruitment searches must have a level of confidentiality. Business site search and need criteria often involve proprietary business expansion plans and specifications that must remain private. As a public entity, the Municipality cannot function effectively like AEDC, a private entity.

The Municipality, with recommended upgrades to its industrial site and lands inventory database, can be an effective manager of program site information along with other information coordination needs.

Sites can then be actively marketed by AEDC and partner brokerage firms for local business retention and expansion efforts, as well as attraction efforts of firms from outside of Alaska that may in the future seek Anchorage location in a timely manner with site development certainty.

#### **5.2.4.3 Within the Context of MOA Redevelopment Policy Initiatives, Study and Document MOA Industrial Brownfield Issues Potential to Prepare for Future Policy Discussions**

Brownfields are defined by the U.S. EPA as on the following page:

*“Real property, the expansion, redevelopment, or reuse of which may be complicated by the presence or potential presence of a hazardous substance, pollutant, or contaminant.”<sup>19</sup>*  
(Emphasis added)

In other words, a brownfield can simply be a property with previous use where there is uncertainty regarding contamination issues, if at all.

Contrary to frequent perception, brownfields are not defined as properties with confirmed contamination issues, with notable examples in national media having extensive, extremely expensive contamination and mitigation issues.

Whether a business closes or relocates, most vacated industrial sites will have uncertainty about contamination issues and, thus, qualify as brownfield sites for various federal programs and funding for due diligence through actual remediation if necessary.

Via case studies, interviews, and other industry outreach, the MOA can better document likelihood of brownfield issues over time as various industries and individual users evolve, relocate, or shutter and involve the use or vacation of a previously utilized industrial site.

The result of Municipal effort will be better understanding of not only potential future remediation issues, but also additional information for pursuing future technical and Federal funding assistance in a coordinated manner as redevelopment activity increases in frequency.

### **5.3 Industrial Land Use Policy Suggestions**

Findings of the Anchorage Industrial Land Assessment Update demonstrate that the Municipality of Anchorage has an undersupply of industrially-zoned over the next twenty years if the regional economy experiences typical growth. At the same time, recent municipal land use studies have also found:

- Anchorage has a twenty-year shortage of appropriate residential land and capacity that continues to put pressure on housing costs; and
- Anchorage also has a twenty-year shortage of commercial land and that commercial development, usually able to pay higher prices for land than other uses, is increasingly locating on parcels that require a transition of use, frequently from industrial designation.

All studies recognize that the Anchorage Bowl is largely built out, with a narrowing selection of “green field” land for industrial, residential, or commercial use. Undersupply of land for these primary uses continues to result in sometimes controversial transition of uses from typically lower property value entitlement (industrial) to higher property value entitlement (commercial or residential).

The economic ability of the latter uses to increase density of form in order to spread higher land costs per unit or per square foot and remain economically feasible allows these non-industrial uses to outbid sites on a land cost basis. As expressed earlier in this section, gains in density, particularly vertical construction like residential or commercial space, is practically impossible for the vast majority of industrial uses. Allowing “pure market forces” to decide the best or most appropriate uses throughout the Anchorage Bowl would propagate this outbidding of industrial

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<sup>19</sup> <http://www.epa.gov/brownfields/overview/glossary.htm>

sites in favor of commercial uses most frequently and less frequently to residential use based on the location and qualities of the sites.

For the Anchorage economy, unfortunately, it is also true that commercial uses – particularly the well-documented undersupply of retail uses – are typically associated with jobs that pay significantly lower wages than jobs at industrial firms. It is also true that lower overall wage creation further puts strain on well-documented limited housing affordability options for Anchorage households. Industrial uses, on the other hand, comprise jobs of both higher wages than retail commercial, but also a greater diversity of wage levels given the many different types of businesses that utilize industrial sites and land.

For these reasons, the Municipality has significant incentive to adopt land use policies that help to address the increasing land use conflict between various uses based on scarcity and resulting land prices that frequently encourages transition away from industrial uses.

In Economics, price increases can be driven by declining supply or increasing demand, with worst price escalations occurring when both realities are at play. Policies are therefore recommended that address both Demand Factors and Supply Factors that drive land cost and transition from industrial designation

- Demand Factors: With scarce land supply for all major uses and long-term, practically inevitable increases in population, demand for various uses will ultimately always continue but at varying pace.
- Supply Factors: Unlike most commodities bought and sold, once land is purchased and developed (or “consumed”), additional land is of course not restocked or manufactured. The site is never again a green field land product. Whether it was previously green field or redevelopment, it is off the market for a long period of time until it can feasibly be redeveloped (again), if ever. Thus development of any type always implies a long-term decrease in land supply.

Caution is in order, however, about policies that inherently propagate commercial and industrial supply conflict. For instance, allowing greater industrial use flexibility in a non-industrial zoning designation may help some specific properties see new industrial development where it previously has not occurred. But such a strategy does little to prevent the ability of a commercial use from similarly using that property at a higher achievable land price. Such a zoning designation modification in fact explicitly allows the conflict between industrial and commercial use. In other words, supply-enhancing measures cannot alone remedy inventory shortage issues.

Both demand pressures on land prices and industrial conversion and supply pressures on industrial land availability must be addressed if overall land supply and price pressure is to be balanced in a manner that preserves industrial uses in Anchorage, particularly in the Anchorage Bowl.

The following policy recommendations include strategies that target land supply, land demand conflict and encroachment/transition, or both.

### **5.3.1 High Priority: Industrial Land Use Studies to Inform City Land Use Planning, Zoning & Entitlement Policies**

#### **5.3.1.1 *Conduct a Land Use Compatibility Study to Determine Re-Prioritization of Certain Lands Currently Zoned Industrial to Commercial Use***

The price and land availability conflict between uses, resulting in transition from industrial use throughout the Anchorage Bowl, is most prominently an issue between commercial and industrial uses. Given the completion of this Industrial Lands Assessment and similar lands assessments that have been completed in recent years for other uses, a timely study of industrially zoned land for potential re-designation to needed commercial land capacity is warranted. The study would help determine which areas to re-designate to a commercial classification on the city comprehensive plan's *Land Use Plan Map*.

Completion of such a study process would not only give definite answers to areas of chief conflict and encroachment between uses, but would also pave the way for better informed decisions about other recommended policies, specifically Industrial Sanctuary Preservation (below).

As pointed out by members of the Technical Advisory Committee for this study, re-designating such identified industrial sites to commercial use preserves the ability for future re-zonings of such areas to B-3 or other commercial zoning designation in order to realign the zoning map with actual development. An example discussed during the course of this study includes the Abbott & 88<sup>th</sup> area, which is zoned I-2 but is designated as part of a Town Center in the Comprehensive Plan and has developed as a commercial retail activity node.

Such a study process should include consideration of different factors or criteria for deciding industrially-zoned land should be converted to commercial use, including:

- Predominant surrounding existing uses and potential for conflicts such as traffic and noise.
- Quality and development trend of existing, nearby industrial uses relative to quality and development trend of commercial uses.
- Location along roadways with commercial use-friendly visibility and likely higher land value vs. less visible locations with similar or adequate roadway access.
- Physical site qualities such as soil that have rendered industrial use limited or non-existent.
- Projected land need and likely development trend for the subarea in question.

#### **5.3.1.2 *Identify Key Industrial Areas or Sanctuaries within the MOA for Use Preservation***

Given economic development policy considerations that prioritize different industry sectors for their economic contributions for the region and policy considerations that identify transportation infrastructure investment as key assets for “return on investment,” formally identify industrial areas based on considered policy criteria within the MOA that deserve long-term industrial use protection and preservation. Such a designation would be provided on the city's land use plan map, and will help ensure predictability of existing and future operators in those districts

regarding compatibility of adjacent uses, traffic patterns, and other issues that can be obstacles to various specific industrial business uses.

This process would revise or update the “industrial reserve” policy areas previously identified in the Anchorage 2020 Comprehensive Plan. Candidates should include the Ship Creek/Port/Railroad area, the Ted Stevens Anchorage International Airport and central Anchorage industrial corridors, South Anchorage industrial corridors, and targeted Chugiak/Eagle River industrial areas.

This policy should be informed by a successfully completed traded sectors analysis (policy recommendation 5.1.1., and be conducted in context of the recommended land use compatibility study (5.2.1.1.). It may be done as part of a community planning process such as the Anchorage Bowl Land Use Plan update.

### **5.3.1.3      *Re-Evaluate Commercial Entitlements and Allowed Uses Categories***

In context of the inventory of industrial uses in Anchorage, and the policies suggested above, it would be appropriate to undergo a re-evaluation of the types of industrial and non-industrial uses that the new land use regulations (adopted 2013) allow in the commercial and industrial districts.

This review would include objectives such as:

- Clarifying allowed use regulations relative to actual industrial use types;
- Re-assessing what industrial and non-industrial uses are appropriate in the commercial and industrial zones, in consideration of land use assessment report findings;
- Identifying areas where, with proper oversight, there could be appropriately a mix of commercial and industrial uses, i.e. the “Commercial Entitlements” issue addressed in the 2012 Commercial Lands Assessment;
- Re-assess B-3 zoning, particularly off major roadways where commercial development pressure is highest, to potentially allow more industrial use; and
- Formally identify “high development cost” conditions (notably soil quality such as extensive peat and removal/engineering cost) that are frequently found in lands currently zoned I-1. Such a criterion could then be part of maintaining a flexible industrial zoning designation of some type that maintains flexibility for commercial use that can readily develop on higher cost parcels. Similarly, such conditions can also become a criterion for modifying B-3 zone definition to similarly allow industrial use in appropriate areas with flexible commercial development entitlement.

### **5.3.2      Medium Priority: Re-Evaluation of Existing Zoning Designations & Inventory Adjustment**

#### **5.3.2.1      *Consider Re-Designating and Re-Zoning Certain Lands Currently Designated PLI & T to Zoning Providing for Industrial Use***

Some lands in the study area zoned Public Lands & Institutions and Transition were identified as having sufficient quantity to provide substantial additional industrial land capacity to accommodate future economic need MOA-wide. These lands were identified as not committed by major regional institutions for their long term potential expansion needs. Findings found in

*Volume II: Industrial Lands Inventory* also indicate most are owned by the airport, the MOA, or JBER and in some instances will likely be commercial or industrial use in time.

Some PLI and T tracts in the inventory could potentially be available and appropriate for industrial use. However, designating these areas as industrial on the Land Use Plan Map, and rezoning them to industrial districts, is necessary in order to permit industrial uses on such parcels.

Such lands can be studied and distinguished for appropriateness of need based on market timeframe. This could include some areas designated for shorter-term industrial development capacity, with other areas identified as longer-term capacity and designated as future industrial reserves as economic need dictates. I-1 zoning, which does allow a broader range of commercial uses, may be most appropriate for providing flexibility of use for identified lands and should be a consideration during a study process.

Some publicly-owned lands, likely by the MOA, could be sold in a targeted manner to the private sector with rezone to industrial prior to time of sale as suggested by a member of the Technical Advisory Committee.

To be clear: This policy recommendation applies only to certain PLI and T zoned lands within the industrial study area. It is not applicable to PLI and T zoned lands in general.=

#### **5.3.2.2 Consider Designating Certain Lands in Other Zoning Districts as Industrial**

The Industrial Lands Inventory (Volume II of this report) found some lands in other zoning districts, such as residential zones, that, because of site specific locational factors, may be better positioned to provide additional industrial land in key industrial areas, than they are likely to yield significant residential or other non-industrial development.

For example, the inventory documented at least 40 acres of isolated, R-6 zoned uplands just south of Birchwood Airport that may be a candidate for re-designation. Further explore such lands identified in the industrial lands inventory to determine land use compatibility.

#### **5.3.2.3 Review & Consider Restricting or Expanding Restrictions on Conditional Uses Within Industrial Sanctuaries That May Create Use Conflicts**

Whether creating active conflicts due to traffic, noise, or other factor, or fostering the general encroachment of non-industrial uses into a designated industrial district, conditional uses can be reviewed for prevalence, conflict issues, and potential additional restrictions.

This policy should be informed by a successfully completed Land Use Compatibility Study, also a policy recommendation.

#### **5.3.2.4 Consider Impacts of Transportation Projects to the Industrial Land Base and Other Planning Decisions**

This policy would suggest considering ways to minimize impacts of proposed major transportation and other public infrastructure investments on the industrial land base. It is important to minimize eroding the land base through attrition. Projects to focus on would include the Seward-to-Glenn Highway Connection (H2H) and Knik Arm Crossing (KAC) Phase II project that could impact existing industrial users and the industrial land base in the strategic Ship Creek area. For example, the H2H project alignment envisioned in the MTP could eliminate up

to 30 acres of industrial district use area (reference: *Volume II*, in section 5 discussion of North Anchorage subarea).

Overall, a possible “do no harm” approach should be considered for land use policies and decisions affecting industrial capacity, particularly regarding strategic industrial areas.

**5.3.2.5      *Consider Additional Criteria for Re-Zoning Industrial Land Municipality-Wide and Within Industrial Districts***

Conversion of use will continue to occur to some extent, though with various policy steps conversion can be better managed geographically. This can include requiring a “higher bar” for rezoning industrial lands to other uses, where designated on the land use plan map of the Comprehensive Plan as industrial or industrial sanctuary.

Criteria can include standards of minimum job or wage creation, minimum acceptable economic impact compared to an industrial use on-site, impacts to the MOA tax base, demonstration of economic viability of the proposed non-industrial use, and demonstration of the impact upon adjacent, existing or future industrial use.

This policy should be informed by a successfully completed Land Use Compatibility Study, also a policy recommendation.

**5.3.3      Low Priority: Highly Restrictive Policy Measures for Maintaining Industrial Land Inventory**

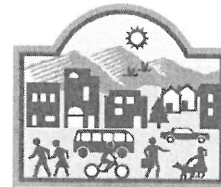
**5.3.3.1      *Consider Outright Bans on Re-Zoning Industrial Lands Municipality-Wide or Within Industrial Sanctuaries Alone***

A more restrictive approach than additional criteria for rezoning land, outright bans in areas designated for industrial use on the city’s land use plan map can be considered and adopted within specific industrial districts or sanctuaries.



# Municipality of Anchorage

Planning Department  
Long-Range Planning Division



## MEMORANDUM

**Date:** October 17, 2016  
**To:** Planning and Zoning Commission  
**Thru:** Hal H. Hart, AICP, Planning Director *HHH*  
**Thru:** Carol C. Wong, Long-Range Planning Manager *CW*  
**From:** Long-Range Planning Division staff *TS*  
**Subject:** PZC Case No. 2016-0127, Anchorage 2040 Land Use Plan

### Planning and Zoning Commission Review and Approval

The Planning and Zoning Commission is scheduled to take public comment and deliberate on the September 2016 Public Hearing Draft of the Anchorage 2040 Land Use Plan (2040 LUP).

Included for your review is the public hearing draft Plan document including its Land Use Plan Map. After the public hearing closes, the Commission will deliberate the matter and forward its recommendations to the Assembly for consideration. The Anchorage 2040 Land Use Plan (2040 LUP) is to be adopted by the Assembly as an element of the Comprehensive Plan in the Anchorage Bowl section of AMC 21.01.080 in Table 21.01-1: Comprehensive Plan Elements.

### Background and Summary

The current land use plan map for the Anchorage Bowl was adopted in 1982. Although some area-specific land use plans have been adopted since then, there has not been an update to the Bowl-wide land use plan map for 34 years. The 2040 LUP fills policy gaps in the *Anchorage 2020—Anchorage Bowl Comprehensive Plan (Anchorage 2020)*, adopted 2001, and includes an updated land use plan map that responds to current issues and updated population, employment, and housing forecasts for the next 25 years, through 2040.

The 2040 LUP project was fully initiated in July 2015, in response to an urgent need for a new Land Use Plan Map that reflected changes in land use and zoning, new Title 21 zoning districts, new policies and neighborhood plans, issues such as housing, and forecast land needs to 2040. The Municipality of Anchorage Long-Range Planning Division was charged with updating the population and housing forecasts from Anchorage 2020, completing the update to the Anchorage Industrial Land Assessment, and providing a guide for the projected growth in the community. The project's planning horizon to the year 2040 coordinates with the AMATS 2040 Metropolitan Transportation Plan project anticipated to start this quarter.

The 2040 LUP growth scenario accommodates a low-medium-high range forecast of 15,000 to 45,000 additional people in the Anchorage Bowl by 2040. It is designed to accommodate up to 21,000 more households in the Bowl, as well as the greater share of up to 44,000 additional jobs forecast by the medium-high range scenario for the Municipality during that time period.



### **Public Participation Summary**

Using *Anchorage 2020* as the policy framework for the plan, Planners consulted with 20 of the 29 community councils in the Bowl, the Federation of Community Councils (FCC), and groups of community councils; also with business, real estate, development, and finance organizations and leaders, non-profit community leaders, individual citizens, and with local, state, and federal agencies which impact land use within the Anchorage Bowl. More than 120 consultations have been conducted over the past year. Based on public input during the preparation for the Public Hearing Draft, the planning team clarified the name of the project to Anchorage 2040 Land Use Plan, to better reflect its scope beyond just a map, and its future oriented time horizon.

A Community Discussion Draft was released in installments between February 29 and March 14, 2016, starting a three month public review and comment period. Between March and May, the 2040 LUP project team held more than 5 public presentations, 3 focus group meetings, 7 regional and area-specific public workshops, and 2 community-wide meetings, in addition to individual stakeholder consultations.

Beginning in June, the project team worked to incorporate more than 500 pages of public comments and consultation meeting notes regarding the Community Discussion Draft. It also conducted follow-up consultations with agencies responsible for the Plan's action items. The Public Hearing Draft represents an effort to consider all comments and issues raised.

The week of September 21, 2016, the 2040 LUP team gave a report regarding the project to the Federation of Community Councils' monthly meeting. Following the release of the Public Hearing Draft, it held two public informational meetings, on September 26 and 28, to inform the community about the Public Hearing Draft, the public hearing schedule, and ways to comment.

The 2016 spring and fall meetings were advertised on KSKA public radio via public service announcements and the KSKA website, and on the Anchorage Press online calendar. In addition, letters announcing the meetings were emailed to the project list of 150 stakeholders.

The Public Hearing Draft was released on the MOA website over the weekend of September 23-25, 2016. Appendices, other background materials, and interactive maps are also available on the project's web pages.

Comments received from September 26, 2016 to October 5, 2016 are included in this packet. Public comments received after October 5 will be provided to the Commission by the start of the public hearing.

### **Department Recommendations and Issue/Response**

The Department recommends approval of the Anchorage 2040 Land Use Plan. Following the October 17 public hearing, Planning will prepare a comment/issue response paper to address unresolved issues, other comments received, and concerns identified during the public hearing. That paper will be provided to the Commission prior to its deliberations, and will include any recommended adjustments or changes to the Public Hearing Draft narrative and map.

#### **Attachments:**

1. Anchorage 2040 Land Use Plan, September 25, 2016 Public Hearing Draft.
2. Comments received on the Public Hearing Draft, between the dates of September 26, 2016 through October 5, 2016.

## Comments

Anchorage 2040 Land Use Plan

PZC Case No. 2016-127

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## **Comments Received from 9-26-2016 through 10-5-2016**

1. Patrick Walkinshaw, rec'd 9-28-2016
2. Dianne Holmes, rec'd 10-5-2016

**From:** [Patrick SW](#)  
**To:** [Seitz, Jody L](#)  
**Subject:** Agricultural zoning  
**Date:** Wednesday, September 28, 2016 11:31:50 AM

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Jody,

I have briefly reviewed the latest Land Use Plan version and I am still concerned about the lack of mention of agricultural uses. I have no idea what zoning classification an urban farm would fall under. For example, the 10 acre site off Northwood next to Fish Creek would be an excellent location for an urban farm or community gardens and is currently zoned high intensity residential. Would a farm be allowed under this classification? If not, which classification would it fall under? Industrial? Open Space?

If the plan as a whole represents our vision for Anchorage's future there needs to be a discussion of our basic need for locally grown food and ways we can encourage people to grow and where it is appropriate to grow. Given the success of the Mountain View community garden in empowering a diverse community to be involved in positive community development it is in our best interest to encourage these activities at the city level. Please include a discussion of farming and gardening uses into the plan.

Patrick Solana Walkinshaw  
907-230-3686

Sent from my iPad

**Davis, Tom G.**

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**Subject:** FW: LUPM comments and corrections needed

-----Original Message-----

From: Dianne Holmes [mailto:dianneholmes@alaska.net]

Sent: Wednesday, October 5, 2016 2:04 PM

To: Seitz, Jody L <SeitzJL@ci.anchorage.ak.us>

Cc: Davis, Tom G. <DavisTG@muni.org>

Subject: LUPM comments and corrections needed

Jody,

I am now looking at the maps on the map gallery page and have the following questions and comments that I hope you will include in your I/R:

1. Existing Residential density LU-2, show a lot of blue parcels which the legend says is "public institutional use." I wasn't aware of this and wonder what it means.

2. The legend on LU-2 says the blue hatched areas are "UCIOA or MCH Lot" What do these codes stand for?

3. The Area Specific Plans map does not include the Potter Valley Land Use Analysis Study (PVLUA) which was adopted as an element of the Comp Plan in 1999.

Because the HDP has not been fleshed out with details to handle its goals/policies, and because the PVLUA does have specifics that cover certain critical parcels (held by HLB), it is important to include the PVLUA with the HDP in this map.

4 The BL-3 Buildable Land Supply map shows Section 36 as being "Designated Future Parkland." Please note that the park has already been dedicated. Please delineate as a park.

5. BL-3 has repeated the mistake from prior maps in the Potter Valley area for the boundary of areas that will not be receiving public water. Please see map

5.8 in the HDP and the text of p. 5-33. Correct the base map and all subsequent maps that reflect this mistake. Public water will not be available east of the new sewer boundary.

6 BL-3 Buildable Land Supply shows (when blown up), a series of trails across SE Anchorage and across private property. This GIS project some years ago erroneously included these 'social trails' on base maps and they should NOT be shown. No social trails on private property should ever be reflected on MOA maps. Only designated trails in parks and greenbelts should be shown. Remove these trails from the base map--particularly east of Pickett St and NE from there. Also remove social trails south of Little Rabbit Cr to Sandpiper and south of Paine Rd. Ensure that other maps in the LUPM series do not reflect these social trails--particularly the Area Specific Plans map among possible others.

7. Implementation Actions Map shows blue hatching for "Special Study Areas."

Neglected are the three special study areas from the HDP for SE Anchorage.

Please include these areas--see HDP map 4.1.

8. Parks and Open Space (CI-6) reflects that Sec 36 park (southern half) is designated for open space use. The Master Plan for Sec 36 states that this area (and the rest of the park) will be developed with trails. Please reflect on the map that Sec 36 is a Community Use Park and that it is a dedicated park.

9. Parks and Open Space (CI-6) reflects an orange colored arch across Potter Cr. I believe this is a platted walkway easement held by the MOA, not private land. Please recheck your other maps and other documents.

10. Zoning map does not reflect that Sec 36 is a dedicated park.

11. Zoning map colors imply multi-family or two-family residential area for lower Potter Creek area and in the area between Villages Scenic Pkway and Miller Dr. This must be a mistake. Please reconfirm and correct.

12. The colors on most of the map legends are very difficult to discern. They are too much alike to figure out what they mean.

13. Community natural assets map shows a red-lined area within another red-lined area in the vicinity of Our Own Lane and the Old Rabbit Creek Park Greenbelt.

What does the interior red line mean in relation to the outer line?

14. Replace the prior legend comment, "See the HDP text) on all pertinent maps (including the LUPM) where residential zoning and density is displayed. This important comment was placed on earlier versions after community councils requested this change. Please bring back this note. The maps are too hard to understand because of similar colors and the size of the maps does not allow for specific information about density/zoning. It is disheartening to find that once council comments have been addressed, that they then are changed. This makes a lot more work for councils who have to re-invent the wheel and read every single line of the document again.

# ***Anchorage 2040 Land Use Plan***

A Supplement to Anchorage 2020 - Anchorage Bowl Comprehensive Plan



Public Hearing Draft

September 2016





**Anchorage 2040 Land Use Plan**  
**Public Hearing Draft**

**Municipality of Anchorage**  
**Planning Department**

**September 2016**



## Municipality of Anchorage – Planning Department

September 19, 2016

Dear Citizens of Anchorage:

We are pleased 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*.

Our community has grown and evolved since adopting *Anchorage 2020: Anchorage Bowl Comprehensive Plan* in 2001. New challenges demand that our community become more resilient and better prepared for mid-21<sup>st</sup> century realities, including lower oil production and state spending, as well as fostering new opportunities for economic development and sustainability locally.

The *2040 LUP* recognizes these community-wide changes and sets the stage for future growth and development. Additionally, many of the neighborhoods within Anchorage have adopted plans or are working on plans. This includes East and West Anchorage, 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. This information informs the policies and strategies contained within the plan.

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

This is a community-based plan that has engaged many partners throughout its development. Thank you to those who gave time and great thought to make this *2040 LUP* what it is. Our team was gratified at the level of interest and feedback during the 90-day comment period for the community discussion draft and have spent the summer analyzing and incorporating that information to improve the public hearing draft plan. We look forward to hearing from everyone on the public hearing draft. We want to demonstrate to you that Anchorage is open for investment and new ideas!

Sincerely,

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**

Elvi Gray-Jackson, Chair  
 Dick Traini, Vice-Chair  
 Eric Croft  
 Amy Demboski  
 Forrest Dunbar  
 Bill Evans  
 Patrick Flynn  
 Pete Petersen  
 Bill Starr  
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### **Planning and Zoning Commission**

Tyler Robinson, Chair  
 Anthony Cange, Vice-Chair  
 Danielle Bailey  
 Mitzi Barker  
 Andre Spinelli  
 Jon Spring  
 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  
 Michael Knapp, Blue Skies Solutions, LLC  
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### **Anchorage 2040 Land Use Plan Map**

## Supporting Information

### **Land Use Plan Web Page:** *Web Search with "Anchorage Land Use Plan"*

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

### **Interactive Map Gallery:** *Web Search with "Anchorage Land Use Plan" and click on Map Gallery*

- Anchorage 2040 Land Use Plan Map
- Area-Specific Plans Map
- 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
  - Community Natural Assets

## OVERVIEW

### 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* also 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 shows where future land uses may occur within the Anchorage Bowl to accommodate anticipated growth. It also includes recommended strategies to carry out the plan and manage growth. Upon adoption by the Assembly, the *Anchorage 2040 Land Use Plan* will become a part of the Municipality's *Comprehensive Plan*.

### How is this document organized?

**Section 1 - Vision** provides an account of what was considered in developing this plan. This includes: (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) many comments and issues 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 other factors.

**Section 2 - Plan** describes the 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, actions, and decisions that will be needed if Anchorage is to grow and foster the housing, employment, and recreation and open space needed to meet the forecasted 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 key 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, Table 5, 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 additional information related to the 2040 LUP be found?

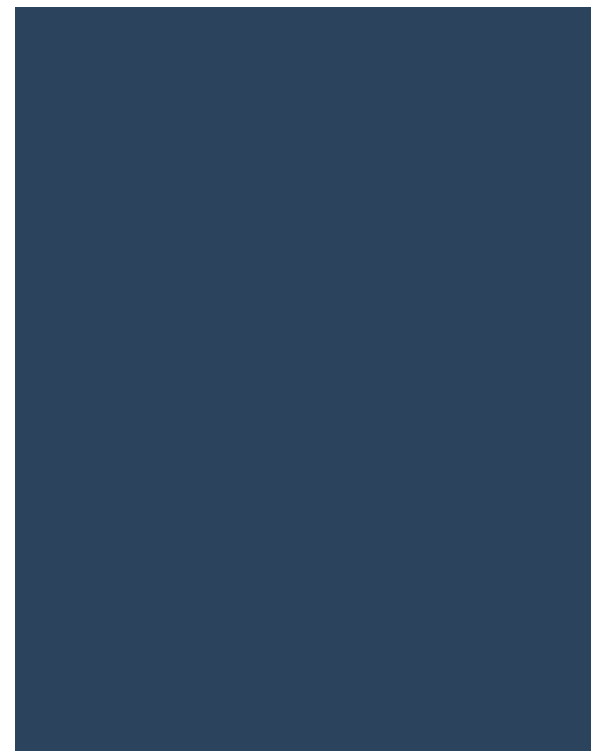
The *2040 LUP* project web site contains a host of information and links to the following information:

- Land Use Plan Map: various sizes available for printing and interactive viewing
- Map Folio: additional mapped information prepared to inform the *2040 LUP*
- Adopted neighborhood and district plans, functional plans, area-specific studies, and updated housing, commercial, and industrial land studies
- Public Involvement Plan and public process documentation for the project
- Public and Agency Stakeholder comments on the February 26, 2016 *Anchorage Bowl Land Use Plan Map Community Discussion Draft*
- Appendices

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# Section 1 Vision Goals, Trends, and Policies for Growth





## 1.1. Guiding Anchorage's Growth

*Where will new residents settle over the next two decades? Where will people work, shop, and play? Will there be enough room to grow?*

*How will Anchorage look? Will growth support strong neighborhoods, preserve natural assets? Will Anchorage be an attractive place to live?*

Section 1 of this plan outlines the land use framework for answering these questions.

The *Anchorage 2040 Land Use Plan (2040 LUP)* is a visual guide for growth and development in the Anchorage Bowl over the next 25 years and is aligned with the vision and goals of the *Anchorage 2020—Anchorage Bowl Comprehensive Plan (Anchorage 2020)*.

*Anchorage 2020*, adopted in 2001, set a new direction for growth and development. Its policies anticipated the evolution of Anchorage toward reinvesting in existing business districts and neighborhoods with new patterns of infill and redevelopment. *Anchorage 2020* envisioned a more compact and efficient land use pattern in and around mixed-use centers, while preserving lower-intensity uses elsewhere, such as established neighborhoods and natural open spaces.

The *2040 LUP* is a targeted amendment to the land use element of *Anchorage 2020*. It updates the forecasts for growth and land needs through the year 2040 and provides a map with more specific guidance for future uses throughout the Bowl. Accompanying the map are policy choices and strategies to achieve that growth in response to today's challenges. The

*2040 LUP* is a part of the *Comprehensive Plan* and carries the same legal authority.

### Economic Challenges

With one-third of Alaska's population and nearly half of its jobs in a 100-square-mile area, the Anchorage Bowl is the urban center of an emerging metropolitan region. At its heart, Anchorage hosts many of the region's cultural attractions, businesses, and services and is the hub for air, road, marine, and rail transportation, which help drive the local and statewide economy.

Despite the current economic downturn, Anchorage's longer-term vital signs remain positive. This plan prepares for a brighter future, economic success, and the forecast growth through 2040. Although Anchorage can do little to affect the price of oil, there is a lot it can do with its land use policies.

For example, land use strategies are needed that can help reduce the cost of housing and alleviate the workforce housing deficit. Strategies are also needed to ensure there will be a predictable land supply for key industries and other economic anchors.

In the new economy, attracting and retaining a talented workforce is essential. This Plan recognizes that talent is mobile and seeks a high-quality place and lifestyle. Anchorage's natural assets are attractive, but creating and improving the types of places where people will want to live, work, and play is also important.

### Plan Objectives

The *Anchorage 2040 Land Use Plan* illustrates future development patterns and distribution of land uses across the Anchorage Bowl, which can help Anchorage meet growth projections. It shows where different kinds of land uses, intensities of use, and urban form characteristics are planned to occur by 2040, such that Anchorage can accommodate economic growth and the employment and housing needs of future residents.

However, its land use categories are more than just a strategy for absorbing growth. They represent the kinds of *places* that will define Anchorage as a great city in which to live: its neighborhoods, commercial centers, industrial employment areas, institutional campuses, public facilities, roads, and parks and natural open spaces. The core purpose of the *2040 LUP* is to manage land uses to improve the quality of life for all residents during times of change.

This Land Use Plan is the first step toward an update of *Anchorage 2020*. It supplements *Anchorage 2020* and provides a baseline from which land use decisions can proceed by:

- Providing greater land use predictability and clearer policy direction.
- Coordinating recommended land uses from adopted area-specific plans.
- Clarifying the framework for making future zoning and development decisions.
- Aligning land use regulations and public investments in transportation, utilities, and other infrastructure.

## ***Anchorage 2020—Anchorage Bowl Comprehensive Plan Guidance***

To develop *Anchorage 2020*, the Municipality involved a broad cross section of stakeholders. While some of the particulars have changed and new challenges have arisen, the core goals and principles that emerged from those meetings are as relevant today as when first incorporated into the Plan. Subsequent area-specific and other plans have reconfirmed and elaborated on these goals. The *2040 LUP* applies the following goals of *Anchorage 2020* and other adopted elements of the *Comprehensive Plan*.

**Future Growth.** Take a forward-looking approach to community growth and redevelopment, embodied in the *Anchorage 2020 Land Use Concept Plan*, which seeks innovative ways to accommodate and encourage growth in population, housing, and employment.

**Building Community.** Build on existing commercial districts and neighborhood strengths through reinvestment.

**Diverse, Healthy Economy.** Capitalize on Anchorage's unique strengths and its regional, statewide, and global position, as well as its key economic sectors and well-paying jobs.

**Economic Viability with Placemaking.** Strive to create a built environment comprising great places, streets, and spaces that together generate a positive city image, support long-term economic viability, attract new residents

and workforce talent, and promote affordable development.

**Compact Development.** Use infill and redevelopment with a more compact land use pattern, which supports efficient use of land, lowers the cost of public services and utilities, improves performance of transportation networks, and preserves open space.

### **Natural Open Spaces and Wildlife.**

Preserve and enhance the network of natural open spaces that provide Anchorage's scenery, ecological functions, such as water drainage and re-charge, diversity of fish and wildlife habitats, and recreational opportunities.

**Strong, Resilient Community.** Manage future growth and development to minimize exposure to life safety, property, and economic risks from natural hazards and disasters.

### **Balance of Commercial and Industrial Land.**

Preserve a balanced supply of commercial and industrial land that is compatible with surrounding uses and has access to transportation networks.

**Housing.** Provide a diverse supply of quality housing that meets the needs and preferences of city residents, for all income levels, in safe and livable neighborhoods.

### **Neighborhood Identity and Vitality.**

Encourage distinctive neighborhoods that are responsive to the diverse needs of residents in urban, suburban, and rural settings, with

amenities and infrastructure to absorb future growth, such as good access to schools, recreation, natural areas, and services.

**Compatible Development.** Promote development that respects the scale and character of existing neighborhoods, contributes to neighborhoods of lasting value and vitality, and is supported by investment in local amenities and services.

**Harmony with Natural Setting.** Develop in harmony with the natural setting and capitalize on retaining Anchorage's advantage as an attractive place to live and work, which is mindful of critical environmental lands, its northern climate, and natural hazards.

**Community Facilities.** Provide a well-planned mix of public, utility, and institutional facilities that coordinate with private-sector development to meet the health, educational, civic, cultural, recreational, utility, governmental, and public safety needs of all citizens, businesses, and neighborhoods.

**Mobility and Access.** Develop a transportation system that aligns with land use and moves people and goods safely with low impact on surrounding uses and the environment, and that maximizes choices and alternative travel modes like walking, bicycling, or public transit.

**Walkable Community.** Develop a community that allows for living, working, shopping, and recreation within convenient travel distances, in a pedestrian-oriented development pattern that supports healthy, active lifestyles.



## Relationship to Other Plans

Since the *Anchorage 2040 Land Use Plan* guides the ways in which land is to be used throughout the Anchorage Bowl, it has an important relationship to policies contained in the other elements of the *Comprehensive Plan*, including functional plans and area-specific plans. The goals and policies of these plans have also shaped the *2040 LUP*. The diagram at right illustrates the relationship between the *2040 LUP* and other elements of *Anchorage 2020*.

### Functional Plans

Functional plans lay policy guidelines for transportation and infrastructure. Examples of functional plan include:

- Metropolitan Transportation Plan
- Anchorage Bike and Pedestrian Plans
- Anchorage Bowl Park, Natural Resource, and Recreation Facility Plan
- Utility Corridor Plan
- Anchorage Wetlands Management Plan

Goals and objectives of these plans are developed in compliance with the overall *Comprehensive Plan*, but they "stand-alone" in their own right.

The *2040 LUP* also plays a key role in coordination between other facility and operational plans. This includes water and wastewater facilities, public transit, and municipal and state roadway improvements.

## Neighborhood and District Plans

*Anchorage 2020* called for neighborhood and district plans to accomplish *Comprehensive Plan* policies, and respond to area-specific issues. More than 12 neighborhood, district, and other area-specific plans have been adopted in the Anchorage Bowl. The *Area-specific Plans Map* on the next page depicts the current adopted plans.

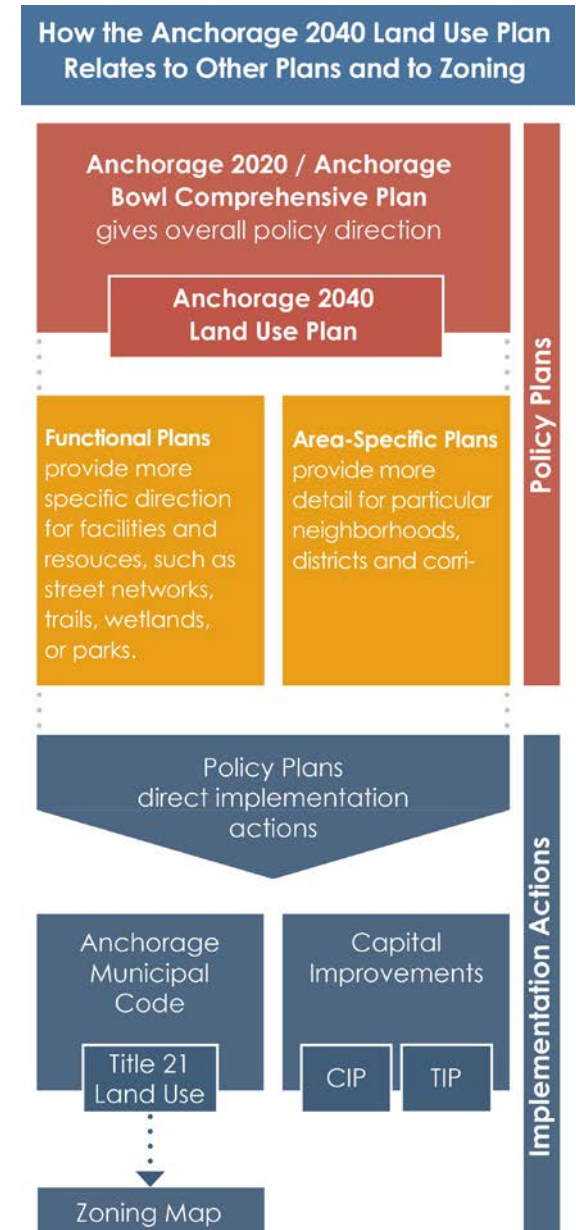
These plans provide tailored land use designations and development guidance that is too detailed for planning at the citywide scale. Potential investors, new development projects, and public investments within these areas should refer to these area-specific plans for more in-depth policy direction and area-specific development guidelines.

The *2040 LUP* provides a citywide land use policy framework and layout plan that incorporates the land use designations provided by each of the area-specific plans.

### 2040 Plan Recommendations Different from Adopted Plans

In a few locations, the *2040 LUP* recommends different uses or intensities of use from those which were adopted in area-specific plans. These areas are shown with a heavy green outline on the *Areas of Growth and Change Map* at the end of Section 1.

These changes are recommended from the following analyses and public outreach process for the *2040 LUP*:



## Public Hearing Draft

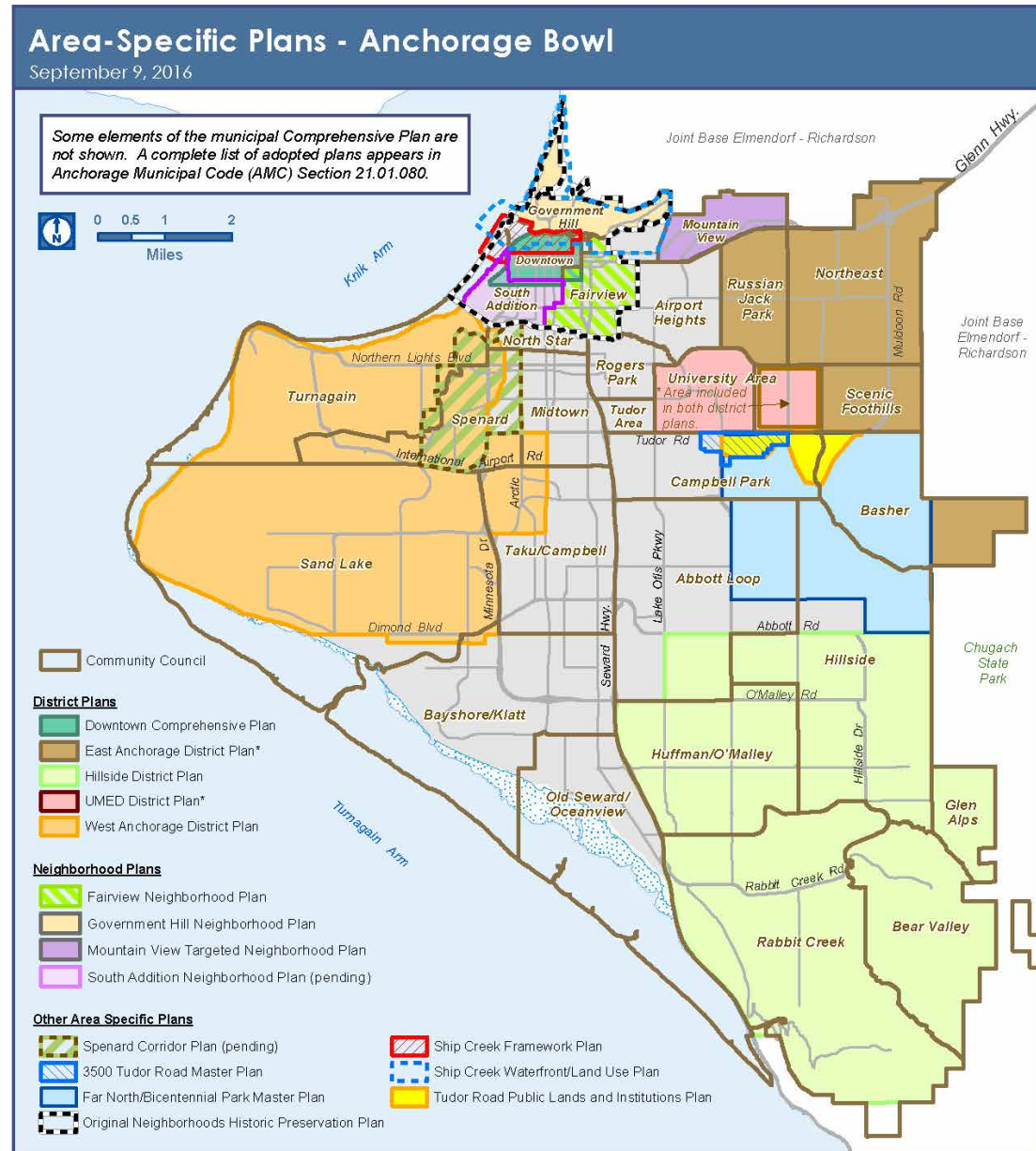
- Studies linking Anchorage's land supply and its housing capacity.
- Updated forecasts for population growth and housing and employment needs.
- Updated or improved information about existing and anticipated uses.
- Emerging issues and public input during the LUP public involvement process.
- Citywide land use issues that became evident but have not been addressed by individual area-specific plans.

### Area-specific Plan Updates

It is anticipated that some area-specific plans will be updated and new plans adopted in the future. When adopted, these plans will amend the *Comprehensive Plan* and refine the *Anchorage 2040 Land Use Map*.

However, new and updated plans are expected to maintain or increase housing and employment capacity and help achieve the citywide goals, policies, and growth strategies. Departures from the 2040 LUP should be evaluated using the guidance of *Comprehensive Plan* goals and policies for land use, transportation, infrastructure, allocation of future growth, and impacts to other parts of the community. Additional information regarding *Comprehensive Plan* updates and amendments is provided in Section 3.

To that end, the *Area-specific Plans Map* at right should be updated as new plans are approved.



## Relationship to Zoning and Other Implementation Actions

The *Anchorage 2040 Land Use Plan*, along with other elements of the *Comprehensive Plan*, provides policy direction for future land use decisions, such as rezonings, changes to development regulations, public facility site selections, and infrastructure investments. Future actions like these will implement the *Comprehensive Plan*.

The *2040 LUP* by itself does not alter existing zoning or change the land use regulations that apply to a parcel of land. The rights of property owners to use land as zoned at the time of this Plan's adoption remain unaffected. Many recommendations of the *2040 LUP* will take years or decades to implement.

While the *2040 LUP* recommends future land uses and a range of potential intensities of use, it is zoning that sets the rules for the use of property, lot size, setbacks, building heights, and other site attributes. These land use regulations (Title 21 of the Anchorage Municipal Code) apply as *zoning districts* delineated on the municipal Zoning Map. Changes to the Zoning Map or Title 21 land use regulations are public processes that include community input.

Amendments to Title 21, the Zoning Map, and other discretionary municipal actions will be consistent with the *2040 LUP* and other *Comprehensive Plan* policies. Section 3 provides more detail regarding the strategies and actions to carry out the *2040 LUP*.

## 1.2 Forecasting Growth

A land use plan and forecasting effort cannot precisely predict the future 25 years from now, nor can it influence macro-economic factors, such as the price of oil or its production volumes. However, it can determine intentions of Anchorage to provide space for and guide development toward scenarios in which the Municipality attracts talent, investment, and economic growth as the continued commercial and industry hub for all of Alaska.

Moving forward, the *Anchorage 2040 Land Use Plan* assumes a healthy while moderate forecast average annual population growth rate of at least 0.8 percent between 2015-2040—leaving room for the residential, commercial, and industrial land markets and also for the foundation for orderly, predictable, equitable, and sustained growth beyond 2040.

Section 1.2 summarizes the forecast for population, households, and employment growth in the Anchorage Bowl in context of surrounding communities; compares the resulting future demand for housing and employment sites with present land supply; and explains how the *2040 LUP* performs to reconcile gaps in the land market between demand and supply.

### Anchorage 2040 Growth Forecast

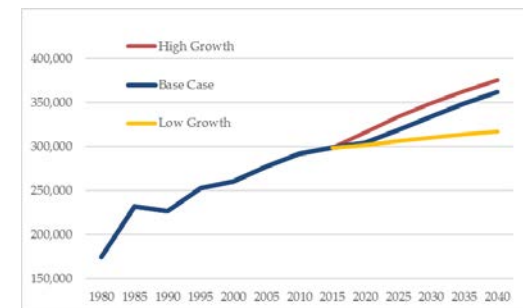
Over the next 25 years, the Anchorage Bowl is expected to add as many as 45,000 people, 21,000 households, and 44,000 jobs. This

represents the Anchorage Bowl's share of the region's projected growth through the year 2040.

This expected growth represents an average annual population growth rate of 0.8%, and would yield a total population of 362,070 by 2040, the vast majority of which would reside in the Anchorage Bowl.

The continued role of Anchorage as Alaska's commercial and industry hub, even into the uncertain future, is expected to drive an average, annual employment growth rate of 0.9%, yielding total employment of 220,280 by 2040, again the vast majority of which would be based in the Anchorage Bowl.

The *Anchorage 2040 Land Use Plan* considers these likely growth scenarios for land needs planning, as well as several other potential scenarios for growth given future economic uncertainty. In other words, it provides capacity to perform well under any of the most likely growth scenarios.

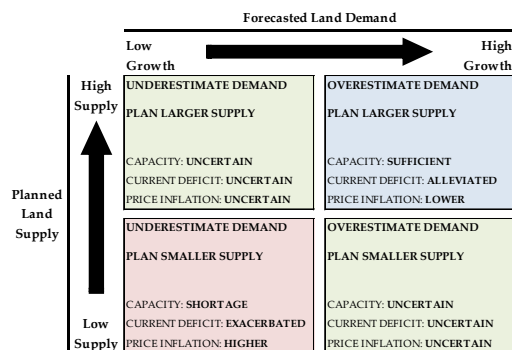


When considering future land need in Anchorage, particularly in the middle of economic uncertainty, the Municipality can either plan for lower expectations of growth



that it may be dealt, or it can plan for higher volume and types of growth it sees as preferable or optimal.

The primary risk faced by Anchorage as it plans for growth is to expect little, plan for less, but then realize higher growth unexpectedly. This scenario only makes current land capacity shortage and housing prices worse. Alternatively, planning for desired growth and ensuring adequate land capacity for it does not exacerbate current shortage and cost problems. If growth falls short of projections, higher planned capacity may likely cost availability problems as the following policy choice diagram illustrates.



Accordingly, the *Anchorage 2040 Land Use Plan* considers a primary Base Case growth scenario for land needs planning that is modest compared to historical growth, and yet anticipates a return to normal growth patterns after very real, short-term economic uncertainty subsides.

And yet, challenges remain—some of which municipal land use policy can measurably address and improve:

- Housing choice availability at different affordability levels and types.
- Diversification of the Anchorage economy with emphasis on sustainable, family-wage jobs.
- Greater availability and diversity of commercial goods and services.

The *2040 LUP* seeks to improve capacity and types of housing to alleviate costs, as well as balance the need to retain and even add industrial business land and site availability—with its high value business investment and higher-wage jobs—with needed commercial goods and services offerings in the Anchorage Bowl.

### Growing within the Regional Context

The *2040 LUP* accommodates the Anchorage Bowl's share of growth forecast for the metropolitan region. It coordinates with the anticipated share of future population and jobs to go to other parts of the region, which includes Chugiak-Eagle River, Joint Base Elmendorf -Richardson (JBER), and Turnagain Arm and Girdwood within the Municipality, and the Matanuska-Susitna Borough (MSB). (See regional map inset on page 9).

Chugiak-Eagle River is the Municipality's second largest settlement, and includes most of the remaining vacant land reserves in the Municipality. The *Chugiak-Eagle River*

*Comprehensive Plan* accommodates additional future population, residences, and businesses, while preserving open space and neighborhood character. It envisions new neighborhood areas developing in a phased sequence, bringing streets and water and wastewater services to development areas of the Powder Reserve and then other land reserves further north.

The *2040 LUP* reflects Chugiak-Eagle River Plan's anticipated growth at a somewhat higher rate than the rest of the Municipality, such that Chugiak-Eagle River will accommodate 15 percent of the Municipality's population by 2040.

The *2040 LUP* growth forecast accounts for a Knik Arm Crossing (KAC) to the MSB that is still forecasted to potentially become operational within the latter part of the 2040 time horizon, and accounts for growth and movement of some housing and jobs into MSB as a result of a KAC. If a KAC were not available by 2040, then a somewhat higher demand for land than provided in the base case might be expected. Either way, because the KAC comes later in the 2040 plan horizon and other factors, the KAC is expected to have only a moderate effect on overall jobs and housing demand.

### Who Are We Planning For?

The *2040 LUP* is intended to provide for the people who live and work in Anchorage today, and for those who will make up Anchorage in 2040. This includes the children and the



newcomers who will arrive for education, family, job and quality of life opportunities.

While it is difficult to predict the specific community composition in age, incomes, household, and structures, recent trends provide a general picture about the future population:

- Accelerated growth in aging households and smaller households with fewer children.
- Continued evolution into one of the most racially and ethnically diverse communities in the U.S.
- Diverse households and income levels that need more affordable housing options and more transportation choices.
- Talented professionals from all fields who are attracted to Anchorage’s unique setting.
- A growing number of multigenerational families and less transient population.

## Capacity for Growth in Anchorage’s Land Use System

While Anchorage’s population is diverse, it is a "community of place," where all people and activities share the same specific land space bounded by the Cook Inlet, Chugach Range, and military base lands. Land with residences on it—either a big apartment building or a small house—is called residential. Land used for activities like offices, shops, restaurants, warehouses, or factories is called non-residential. Land that is awaiting development

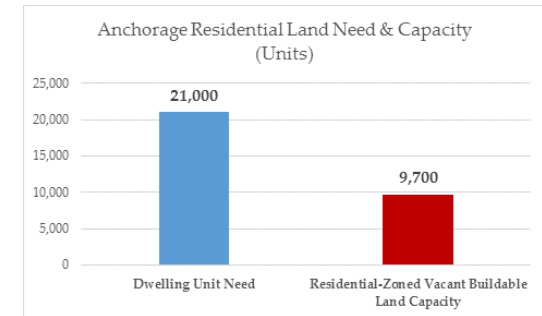
may be called vacant, particularly if it has been untouched by development. Land that has previously been developed, but could see new uses of greater intensity including greater height, are called redevelopable. And land that is preserved or serves as outdoor recreation is called open space. How land uses relate to one another is often a source of considerable conflict, particularly as those uses change over time and the supply of vacant land becomes more constrained.

Development capacity is an estimate of the amount of new residential or non-residential development (homes, apartments, stores, factories, etc.) that could occur in this space under current zoning and market trends. It can be compared to how much demand for development is likely from the population and employment growth forecasts. This provides a basis for evaluating changes in land use.

## Housing Space Needs

Overall, Anchorage has an identified need for 21,000 new residential units to meet the needs of population growth through 2040. The 21,000 new households translates into a need for a net gain of 840 housing units per year in the Anchorage Bowl.

Residentially zoned vacant buildable land capacity for additional housing is estimated at approximately 9,700 housing units, based on historical achieved housing densities in the Bowl. This would indicate a total capacity shortfall of 11,300 housing units.



Commercially zoned lands provide some additional capacity but do not close the deficit. Based on historical yields per acre, Anchorage’s non-residential vacant lands would provide capacity for an additional 700 housing units, bringing the total vacant land capacity estimate to 10,400 additional units.

Redevelopable lands also provide housing potential. Recent historical redevelopment rates and the characteristics of lots which redeveloped during 2000-2015 indicate a redevelopment capacity of 2,500 dwellings, based on current zoning.

Information regarding housing capacity and needs by housing type is provided in Appendix B.

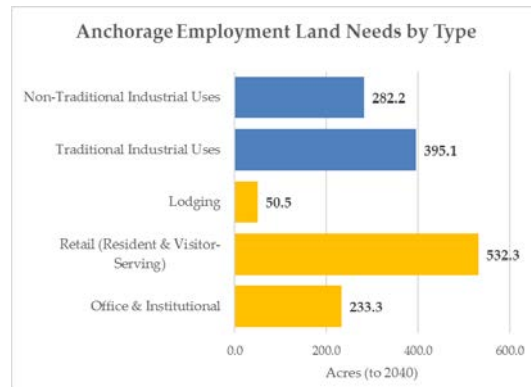
## Space for Employment

The 2040 LUP also has the challenge of addressing the need to provide both adequate industrial land and commercial land for future employment and business growth in Anchorage.

Through 2040, Anchorage is estimated to need to accommodate 677 acres of industrial land development—395 acres of which will be due

to traditional industrial firms, such as manufacturers and transportation firms.

At the same time, Anchorage is estimated to also need 816 acres to accommodate commercial development, 532 acres of which are expected to be retail goods and services.



If Anchorage continues to grow according to long-traditional patterns—including lower-intensity uses and commercial encroachment upon industrial lands—a shortage of both commercial and industrial land and sites for future business expansion will be assured.

The *2040 LUP*, however, provides for policies and strategies that will serve to retain and protect industrial family-wage jobs, while also facilitating greater intensity of commercial uses that, unlike industrial factories and facilities, cannot build and operate in multistory structures as can office and commercial uses.

### Space for Industrial Traded Sectors

In seeking future balance between commercial and industrial uses, the Municipality of Anchorage identified its essential, core

industrial sectors that serve as the foundation of much other industry and employment in the local economy.

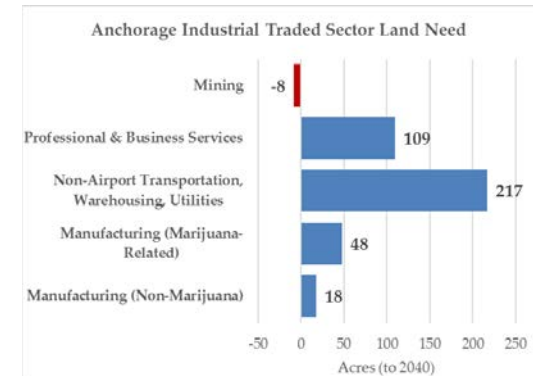
These industrial "Traded Sectors" utilize industrial land and pay significantly higher wages than other sectors because they disproportionate export goods and services both domestically and internationally. They also purchase significant volume of goods and services from other local businesses in Anchorage, driving much other local commerce and employment.

These sectors were identified as:

- Various Manufacturing Businesses
- Power Generation
- Non-Metal Mineral Mining
- Air & Water Transportation
- Professional & Technical (Business) Services

The *2040 LUP* prioritizes these sectors and their business site and land needs to preserve and grow fundamental industries in the local economy. An estimated 384 acres of industrial land will be required by these types of businesses by 2040, representing 57% of all industrial land demand in Anchorage.

Strategies are established in the *2040 LUP* to ensure adequate land capacity for these essential businesses to grow in the necessary locations, particularly in the Anchorage Bowl, and with the necessary infrastructure and utilities that they specifically require.



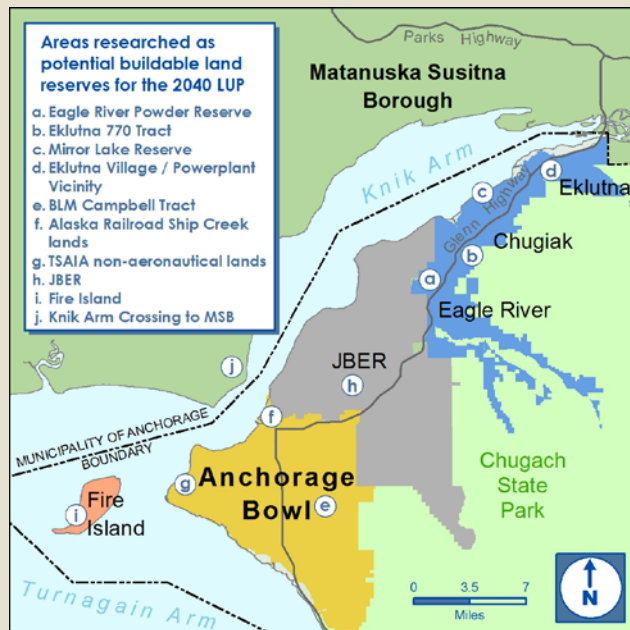
More information regarding growth forecasts and land capacity is provided in Appendix B.

### Data Contributing to This Plan

In order to understand current and future land needs in Anchorage, the LUP has considered recent studies of residential, commercial, and industrial land demand and supply, and has incorporated updated population and employment forecasts. These include:

- Anchorage Housing Market Analysis (2012)
- Anchorage Commercial Land Assessment (2012)
- Anchorage Industrial Lands Assessment Update, Vols. I and II (2015)
- Anchorage Traded Sectors Analysis (2016)
- AMATS 2015-2040 Population Housing and Employment Forecast (2016)
- Anchorage Employment and Non-Residential Land Needs Forecasts (2016)
- 2015-2016 Anchorage Land Use Inventory and Housing and Land Capacity Update

## Community Expansion - Other Options



The amount of land available for residential, commercial, and industrial development in the Bowl is finite. Land exchanges or surplusing of military land, construction of a causeway to Fire Island, development in Chugiak-Eagle River, or a Knik Arm Crossing to Point MacKenzie in the Mat-Su Borough could increase the supply of land. However, all of these options remain highly speculative, expensive, and largely external to local municipal control.

Each option was considered based on an extensive number of consultations with stakeholders, and review of studies and reports. Military land at Joint Base Elmendorf-Richardson, Fire Island, the Chugiak-Eagle River area, and Point MacKenzie were investigated and analyzed to determine whether these and options could become available by 2040.

JBER actively uses most of its lands for operations

and training and is not expected to change in the foreseeable future. Construction of a causeway to Fire Island is unlikely because of a host of factors. Chugiak-Eagle River reserve lands of Eklutna, Inc., could potentially be developed during the plan horizon but each reserve area requires significant expansion of urban road networks and utility infrastructure. The Chugiak-Eagle River Comprehensive Plan and the Anchorage 2040 LUP reflect the likely timing of development in that only Powder Reserve and at most Eklutna 770 Tract will be developed at urban residential densities by 2040.

The LUP assumes that the Knik Arm Crossing to Point MacKenzie will potentially be constructed during the latter half of the planning time horizon. However, land analyses indicate that it would yield only a modest reduction in land demand in the Anchorage Bowl, while leaving greater effects on Chugiak-Eagle River and eastern MSB including Wasilla and Palmer areas.

### 1.3 Anchorage's Growth Strategy

The Goals of this section supplement and build on the goals of *Anchorage 2020* with updated land-use-specific guidance for future growth.

**Goals** set broad direction for the 2040 *Land Use Plan*, consistent with the community vision. They identify a desired future condition that the Plan attempts to achieve over time. The discussion of each Goal is followed by a list of *Policies* that provide more detail and guidance for decision makers.

**Policies** are statements of principle or guidelines that direct decisions and actions toward achieving the Goals, without specifying which tools to use (a job for Strategies and Actions). Policies are generally open ended as to time frame: they provide ongoing guidance.

In this section, related *Anchorage 2020* (Chapter 5) policies are listed first, and then new 2040 *LUP* policies are provided that fill gaps and update the municipal land use policy guidance through the year 2040. These work in conjunction with *Anchorage 2020* policies and carry the same authority.

The Policies direct the **Strategies** and **Actions** that appear in Section 3. **Strategies** are mechanisms to implement the Policies and often operate over a long term, as a means for accomplishing stated goals. They provide details for ways to achieve the Goals of the Plan. **Actions** are specific measures to carry out the Policies and Strategies to achieve the Goals. Section 3 further defines Strategies and Actions.

**Goal 1: Anchorage achieves residential and commercial growth, which improves community resiliency and citizens' quality of life by supporting their vision for the future.**

The *Anchorage 2040 Land Use Plan* reflects Anchorage's vision to meet the challenges and opportunities for growth. It provides a blueprint and strategy for how Anchorage should grow in the future to the benefit of all.

This Plan focuses on where and how development should occur to accommodate Anchorage's share of growth forecast for the region and meet its current and future housing and employment needs. Mixed-use, walkable centers will absorb much future growth, while infill development is encouraged along multi-modal corridors.

The 2040 *LUP* also extends the city's network of parks, open spaces, and greenways that provide access to nature and preserve natural resources. It identifies and supports the valued characteristics of the Bowl's rural, suburban, and urban neighborhoods. Great neighborhoods and shared spaces in areas of growth will provide the features and infrastructure to retain and attract people, talent, and reinvestment for Anchorage.

The 2040 *LUP* coordinates changes in land use, transportation, and other infrastructure to improve the quality of life for all residents. It also prioritizes areas for industrial "traded sectors" like manufacturing and "anchor institutions," such as the universities.

The Goals 2-11 elaborate on these aspects. This Plan acknowledges and encompasses conflicts between uses. The 2040 *LUP* alone may not resolve all competing concerns, such as those around the international airport. However, it suggests a framework for making decisions to meet the objectives on page 1 of this section.

During the public process for the 2040 *LUP*, new issues and concerns emerged apart from those reflected in *Anchorage 2020*. These included community resiliency to natural hazards and other disasters, energy efficiency, economic uncertainties, changes in the climate, and other shocks and stresses.

This Plan acknowledges these concerns. Community resiliency is infused throughout the Goals, Policies, Strategies, and Actions of this Plan. This includes reducing exposure of its citizens to risks from natural or man-made hazards. It also supports recent municipal energy efficiency, public safety, and economic development initiatives, pending a future revision to the *Comprehensive Plan*.

**Related Anchorage 2020 Policies:** 1, 2, 90, 91, 92, 93, 96, 97, and 98.

#### **2040 LUP Policies:**

**LUP 1.1.** Use the *Anchorage 2040 Land Use Plan* in concert with area-specific plans as a framework to guide decisions on future development patterns, land uses, and allocation of growth.

**LUP 1.2.** Employ land use and development strategies for the Anchorage Bowl to accommodate the forecast number of



additional residents, households, and jobs through 2040. (Supersedes *Anchorage 2020*: Policy 3)

**LUP 1.3.** Coordinate area-specific plans and updates so that collectively these maintain or improve Anchorage’s capacity to accommodate housing, employment needs, and achieve its goals for growth.

**LUP 1.4.** Use the 2040 LUP in conjunction with area-specific plans and other elements of the Comprehensive Plan to determine appropriate zoning in the Bowl, and evaluate proposed changes to land use regulations. (Supersedes *Anchorage 2020*: Policy 4)

**LUP 1.5.** Align Anchorage’s land use, transportation and infrastructure planning, design guidelines, and investments. Account for existing infrastructure capacity and future facility investments when determining where to grow. Link capital improvement priorities with the elements of the *Comprehensive Plan*, including the 2040 LUP and area-specific plans.

**LUP 1.6.** Ensure that municipal incentives, investments, and other land use decisions guide growth in housing, employment, and other uses to minimize life safety and economic risk in hazardous areas.

**Goal 2. Infill and redevelopment meets the housing and employment needs of residents and businesses in Anchorage.**

The 2040 LUP fosters better use of existing lands and already in-place infrastructure as the primary way to meet projected population and employment growth demands. This is

facilitated by a city infill and redevelopment strategy that encourages reinvesting in existing business districts and neighborhoods that can support compact urban living with a high quality of life.

Infill and redevelopment can include compact housing, adaptive reuse of older structures, new commercial or residential buildings on former vacant or underused lots, or complete redevelopment of properties. It seeks a compatible mix of uses on the same site or between properties that can use the same parking facilities at different times of day.

Infill development and redevelopment allow more residents to live closer to employment and in-town amenities. It reduces the traffic congestion impacts of growth, and reinvests in local businesses and commercial districts.

Achieving compact infill and redevelopment requires that the Municipality:

1. Identify the most appropriate areas that can absorb more intensive use and compact housing;
2. Ensure that infrastructure can serve identified sites and public amenities are available nearby; and
3. Support redevelopment and infill projects that catalyze other developments.

In communities where infill development strategies have been successful, coordinated public-sector investments in infrastructure and public-private partnerships on catalyst

sites provided critical support to the market for more compact forms of development.

Successful communities also leverage walkable urban-development patterns (e.g., a street-block grid, sidewalks, or alleys), remove barriers to compact development compatible with such areas, and incorporate flexibility in development requirements.

**Related Anchorage 2020 Policies:** 17.

**2040 LUP Policies:**

**LUP 2.1.** Identify and invest in areas best positioned to absorb growth essential to meeting housing and employment needs.

**LUP 2.2.** Coordinate redevelopment incentives and public infrastructure investments with development entitlements to enhance walkability and quality of life, and encourage the market to add new residences, shops, and workplaces.

**LUP 2.3.** Remove barriers to desired infill development and incorporate flexibility in standard development requirements to promote adaptive reuse of older buildings and compact infill/redevelopment, including that which reflects traditional urban neighborhood design contexts.

LUP Policies 1.5, 3.1, 4.2, 5.1, 5.2, 7.1, 7.2, and 9.3 are also integral to this goal.

**Goal 3: Mixed-use, walkable commercial centers and corridors thrive within their neighborhood context, offer housing affordable to a range of incomes, and enable business growth.**

The *2040 LUP* strives for a majority of new jobs and housing to locate in specific areas that are best able to absorb and capitalize on that growth, especially in and around existing commercial centers. Centers anchor the city's infill and redevelopment strategy for future growth.

These are the commercial districts that have been serving neighborhoods and districts for decades—from neighborhood-scale centers to city centers like Downtown.

Most business districts historically developed at low densities, with large surface parking lots. Filling in these areas more intensely will make the most efficient use of Anchorage's commercial lands and public infrastructure.

- By encouraging business and housing growth in urban centers, this Plan makes it possible for more people to live near or more easily access job opportunities, social activities, and services for everyday needs. Focusing on centers:
- Accommodates forecast growth in a strategic and predictable way;
- Strengthens existing businesses and business districts;
- Promotes greater return on existing and new public infrastructure investments;

- Provides walking, biking, and transit access to jobs, services, and activities; and
- Preserves open space, industrial use areas, and quieter neighborhoods elsewhere.

Centers vary in size, location, mix of uses, scale, urban form, and intensity. Each center's uses and scale should fit the surrounding neighborhoods it serves. Centers have close ties to their surrounding neighborhoods. They serve as places where the community comes together for basic needs, shopping, work, or events. They also help to connect different neighborhoods together.

This Municipality will work with residents, businesses, agencies, and institutions to assist each of its commercial centers to evolve and thrive, but will focus in the nearer term on centers where the most expansion is expected.

Corridors are the connectors between and within Centers, employment hubs, and Neighborhoods. Corridors should contain a mix of uses. Many of Anchorage's existing corridors are auto-dependent; however, this strategy will encourage the evolution into mixed use, pedestrian-oriented and transit-friendly environments.

**Related Anchorage 2020 Policies:** 18, 19, 20, 21, 23, 24, and 25.

**2040 LUP Policies:**

**LUP 3.1.** Target and coordinate investment in the built environment and green infrastructure, in and around centers and corridors that are most able to absorb housing and employment growth.

**LUP 3.2. Commercial, main street, and transit corridors** will accept and support density with access to multiple modes of travel. This includes convenient and safe pedestrian and transit access. Corridor development should include incentives and regulatory changes to incentivize market rate and affordable housing.

LUP Policies **2.1, 2.2, 2.3, 5.1, 5.3, 6.1, 6.2** are also integral to this Goal.

**Goal 4: Anchorage's neighborhoods provide a range of places to live, meeting the housing needs of residents at all income levels, household sizes, interests, ages, abilities, and races and ethnicities.**

Anchorage residents need affordable places to live. Housing of all types is essential to provide a range of housing opportunities. But this has become harder to find, even as housing preferences are changing with the population.

Over the last 100 years, Anchorage has met a variety of challenges to become a city with great neighborhoods and modern residential construction practices that have provided a high quality of life to residents—overcoming a sub-arctic climate with poor soils, remote location, constrained land and labor markets,

high construction costs, conflicting or unclear regulations, and boom/bust economic cycles.

However, many of these challenges have intensified as trends point to growing demand for new choices of housing types. Millennials, downsizing seniors, and a more diverse population desire smaller homes and other forms of compact housing, especially located in walkable neighborhoods near services, jobs, entertainment, parks and trails, and with less driving and yard maintenance.

Anchorage has relatively few walkable neighborhoods that meet this growing need. Because demand overwhelms supply, only a small number of people who would like to live in these kinds of places can afford to. With the cost of housing rising in general, and more people are finding it hard to afford a house on a standard-sized lot. These challenges affect quality of life for residents and the ability of businesses to attract and retain qualified workers.

In response, this Plan advances a number of approaches. Housing is included as a key land use in the Policies and Strategies to achieve the infill/redevelopment and growth in mixed-use centers (Goals 2 and 3).

The Plan also identifies where and how existing residential neighborhoods can absorb housing. In areas of anticipated growth, it uses the infill and redevelopment strategies to coordinate infrastructure investments.

It recommends allowing and encouraging more "compact" types of housing choices, including small-lot "cottage" homes, accessory

dwelling units (ADUs), attached dwellings (duplex/ triplex/townhomes), small multifamily buildings, forms of co-housing or shared courtyard homes, and mixed-use housing as part of commercial developments.

Vacant lots or other spaces for infill vary in size. Large mixed-use and multifamily developments will be important; however, most buildable sites are small. Small infill residential projects are a big part of the housing strategy. Smaller-scale housing can be designed and situated to fit into existing neighborhood character. Smaller or compact housing can contribute to property values and generate income. Neighborhoods are enriched with a greater variety of housing opportunities for all generations and are more in line with the capabilities of builders and property owners.

**Related Anchorage 2020 Policies:** 8, 9, 10, 11, 14, 15, 16, 17, 56, 57, 58, 59, and 61.

#### **2040 LUP Policies:**

**LUP 4.1.** Provide sufficient areas to meet the diverse housing needs of Anchorage's citizens, where the residential neighborhood integrity is protected from encroaching activities.

**LUP 4.2.** Allow and encourage innovative compact housing types and a variety of housing options that respond to changing preferences.

**LUP 4.3.** Promote balanced neighborhoods with diverse infill housing, and avoid

creating areas of concentrated low-income housing.

**LUP 4.4.** Encourage property owners to preserve, rehabilitate, or redevelop properties in ways that minimize housing displacement and maintain affordability, health, and safety for residents.

LUP Policies **1.5, 2.1, 2.3, 5.2, 6.2, 7.1** are also included in this goal.

**Goal 5. Coordinated and targeted infrastructure investments catalyze new growth, provide an acceptable return on investment, and equitably improve safety and quality of life.**

Infrastructure is the part of the built and natural environment that conveys a public service and undergirds daily life. Infrastructure in the built environment includes public buildings, streets, sidewalks, parking, water and sewer pipes, schools, public art, public spaces, and communication networks. Infrastructure is expensive to construct, maintain, and replace.

Parks and the natural environment serve as "green infrastructure" by absorbing storm water; maintaining water and air quality; and managing flooding, wildlife habitat, and access to recreation and nature.

Availability of infrastructure, such as water and sewer, sidewalks, schools and parks, roads, public transit, and other services, influences whether growth occurs.

The 2040 LUP recognizes that alignment of future land use and infrastructure capacity and

investment is integral to achieving the envisioned growth. Anchorage must identify and resolve existing and projected infrastructure deficiencies.

The Municipality must also balance priorities to phase infrastructure investments. Phasing allows for flexibility in where and when public service upgrades will occur. If the city grows more slowly than expected, phasing allows the city to spur substantial progress in at least some mixed-use centers and public transit corridors. The number of areas seeing improvement will be in synch with the location and rate of economic and population growth.

This plan focuses the resources for expanded infrastructure on projects and areas that will return the greatest public benefit—such as new housing, businesses, and neighborhood revitalization—for the cost of providing the services. Some public investments, such as alley paving, are an opportunity to positively impact neighborhood livability and leverage private investment in housing at a relatively low cost. Others may target key centers or designated mixed-use "main street" corridors. Prioritizing and coordinating these improvements allows equitable decision making.

Coordination of infrastructure projects allows the Municipality to set in motion "placemaking" as an economic strategy. Designing and creating appealing public space catalyze infill and redevelopment. High-quality urban spaces in the city's centers and mixed-use "main street" corridors make the type of city that millennials, downsizing seniors, and future generations will want to

inhabit through changing economic cycles, creating a more resilient city.

This plan acknowledges that additional funding sources, strategies, and mechanisms will be necessary to accomplish many of the infrastructure needs of its infill growth strategy. However, compact growth patterns are far less expensive to serve and enable growth than conventional suburban development patterns.

**Related Anchorage 2020 Policies:** 73, 75, 76, 77, 79, 80, and 90.

**2040 LUP Policies:**

**LUP 5.1.** Fund and develop a return on investment (ROI) model to determine municipal prioritization and participation in public- and private-development projects.

**LUP 5.2.** Accompany infill development with "placemaking" investments in infrastructure, such as walkable streets, enhanced streetscapes, parks and public spaces, and other services that improve the quality of life in areas of targeted growth. Coordinate and prioritize capital improvements to upgrade neighborhoods that have capacity to accommodate infill housing near services, centers, public transit, with a walkable street grid and sidewalks.

**LUP 5.3.** Incentivize developments to incorporate "low-impact development" techniques, such as reuse or filtration and use of on-site storm water and wastewater, energy efficiency and renewable energy, and parking and congestion management strategies.

**LUP 5.4.** Pursue alternative strategies and funding mechanisms to support investment in infrastructure, including street networks, public transit, pedestrian facilities, trail connections, parks, greenways, and maintenance and operations.

LUP Policies **1.5, 2.1, 2.2, 3.1, 4.2, 6.1, 6.2, 8.1, 9.3** are also integral to this Goal.

**Goal 6. Anchorage coordinates transportation and land use to provide safe, efficient, and affordable travel choices.**

No other form of infrastructure is as closely linked with land use patterns as the way people move around the city. As parts of the Bowl evolve to a more urban form and function, this Plan aligns changes in land use with improvements in the transportation network. Coordinating land use and transportation actions is especially important in places where a majority of new housing and employment will go.

This Plan advances the concept of *accessibility* to capture the relationship between land use and transportation. *Accessibility* considers how easy it is for people to get to the destinations. It is a broader goal than mobility, which is the ability to move people and goods through the city quickly. Accessibility considers the total distance that must be traveled and the number of destinations within a certain distance.

For example, filling a commercial center with more housing and jobs can be a benefit to accessibility even as it causes congestion, if it provides more destinations within a short distance. Accessibility also includes other



ways of getting around, such as walking, riding public transit, and bicycling.

Maximizing all modes of travel, including street, sidewalk, transit, and trail connections, is critical to supporting successful growth. More frequent, predictable public transit service and extensions of the trails system should coincide with mixed-use centers targeted for growth. Transit and trails are critical to growth, while improving quality of life and managing road congestion.

The 2040 LUP recognizes that additional street connections tie directly to the ability to grow in at least some of the commercial centers and corridors. New local and collector street connections and pathways between businesses and adjacent neighborhoods will allow the street network to safely support mixed-use densities.

Anchorage will also need to use its existing rights-of-way more efficiently, by adapting streets to give people more travel choices. Integral to this effort is the development and implementation of a "Complete Streets" (see Section 2.1 for illustrated description) policy and land-use-based street typologies that will guide streetscape design.

*Complete Streets* are essential in traditional urban walkable neighborhood contexts, and in parts of Anchorage looking to attract private-sector reinvestment with innovative infill, redevelopment, and mixed uses.

For *Complete Streets* to function, maintenance and operations must be taken into

consideration in the planning, funding, and maintenance stages.

Streets constructed for all transportation modes depend on higher levels of year-round street maintenance, and clearing snow and debris to support accessibility for walking, bicycling, and riding transit.

Street improvements will be phased and coordinated with other investments in areas designated by this Plan to absorb housing and commercial growth. Focused investments in and around designated centers will be balanced with needed maintenance and upgrades to transportation facilities in all parts of town.

Making Anchorage more accessible also depends on land use patterns and forms of development that support transportation choices. Building and site design will contribute to the walkable *Complete Streets* environment. However, some *Complete Street* projects will be stand-alone road improvement projects.

**Related Anchorage 2020 Policies:** 12, 29, 30, 31, 33, 34, 38, 45, 54, 55, 76, 81, and 92.

#### **2040 LUP Policies:**

**LUP 6.1.** Provide new or upgraded pedestrian and local/collector street connections in centers and commercial corridors to improve access to and from surrounding neighborhoods.

**LUP 6.2.** Adopt and execute a *Complete Streets* policy to design streets to serve all users, including pedestrians, transit riders, and

bicyclists, and align the design and scale of streets to be compatible with compact, accessible, and walkable land use patterns.

LUP Policies 1.5, 5.1, 5.4 are also integral to this Goal.

#### **Goal 7. Infill development is compatible with the valued characteristics of surrounding properties and neighborhoods.**

Anchorage's neighborhoods and districts have distinct and valued characteristics—e.g., how buildings relate to one another and the street, how tall they are, the noise and traffic levels, or the presence of greenery (*Neighborhood Contexts Map*, Appendix A).

Anchorage residents cherish their neighborhoods and wish to see what they love about them preserved. However, infill development and redevelopment within already built-up areas has become a greater share of total development activity. There are concerns about neighborhood character being harmed through the construction of different or larger-scale projects.

While many people welcome more diverse housing options, current residents of the neighborhood often see new or different housing as being incompatible with the neighborhood's scale, character, and livability. The form and scale that new developments take—more than its density—is increasingly a primary concern.

This Plan recognizes that compatible design is a key part of growing successfully through infill and redevelopment. The scale or physical

appearance of buildings, noise, glare, shadowing effects of taller buildings, parking, and other characteristics can impact neighboring properties.

Tools like neighborhood plans and improved development codes can guide new development in ways that help it keep in character and scale with existing homes. Improving tools that allow neighborhoods to accept new types of housing opportunities without losing their essential character can reduce conflicts between neighbors and developers.

The *2040 LUP* also addresses separations, transitions, and buffering between land uses of differing intensity or incompatible characteristics, such as between heavy industrial or airport facilities and homes.

In addition to regulations, "placemaking" upgrades—well-designed and maintained streets, sidewalks, parks, and open spaces—improve cohesion between uses, mitigate the effects of higher densities, and contribute to neighborhood value. Public investments should accompany significant growth to improve: pedestrian connections to nearby shops and employment, opportunities for neighbors to meet and socialize, and development of healthy, safe environments.

**Related Anchorage 2020 Policies:** 5, 11, 12, 13, 21, 28, 35, 41, 43, 44, 45, 46, 47, 48, 49, 51, 52, 66, and 79.

**2040 LUP Policies:**

**LUP 7.1.** Preserve, accommodate, and contribute to the character, scale, and identity

of established neighborhoods as new infill housing and mixed-use development occurs. Protect and restore the natural environment as development occurs in these neighborhoods.

**LUP 7.2.** Ease the transitions between more intensive uses and adjacent lower-density neighborhoods—in terms of the built scale, height, level of activity, and character.

LUP Policies **1.6, 2.3, 4.3, 5.2, 6.2** are also integral to this Goal.

**Goal 8. Anchorage maintains, improves, and strategically expands parks, greenbelts, and trail corridors to enhance land values, public access, neighborhoods, and mixed-use centers.**

Anchorage offers the kinds of places that are gone from most other major cities. Open spaces, greenbelts, and trail corridors are valued assets of this community. Anchorage recognizes that natural areas are vital infrastructure that sustains neighborhoods and centers experiencing infill and redevelopment.

One of Anchorage's many competitive advantages for attracting talent and investment in the global economy is its extensive network of greenbelts, trail corridors, and natural open space. These amenities support growth and livability of neighborhoods and centers.

The *Anchorage 2020 Conceptual Natural Open Space Map*, updated as the *Community Natural Assets Map* in Appendix A, informs strategic decisions about preservation priorities and new additions to this green infrastructure.

This Plan recommends adding parks and greenbelt connections to offset neighborhood deficiencies, and to support higher density development. These new open space features can also function as buffers between incompatible developments.

Critical fish and wildlife habitats and natural areas important to water quality, public access and recreation are retained. Restored greenways and creek corridors support higher density and redevelopment with open space amenities.

Connecting these assets to neighborhoods and employment centers by extending greenbelt trails and other pedestrian connections is also a high community priority.

Anchorage will seek to work with partners to identify new acquisition alternatives and improved funding mechanisms for creating and maintaining open space and recreational areas.

**Related Anchorage 2020 Policies:** 50, 65, 66, 67, 68, 69, 70, 71, 72, 84, 85, and 86.

**2040 LUP Policies:**

**LUP 8.1.** Provide new and improved trails, greenbelts, and other pedestrian facilities as alternative travel ways by connecting open spaces, neighborhoods, and urban centers.

LUP Policies **1.5, 5.2, 5.4, 10.1, 11.2** are also integral to this Goal.

**Goal 9: A sufficient, predictable, and strategically located land supply allows Anchorage’s industrial employment sectors to thrive, protected from non-industrial uses that might displace them.**

From its origins near Ship Creek to the development of its airports, Anchorage has grown because of its function as a maritime, air, and land freight distribution center of vital importance to the Alaskan economy. Its industrial sectors, strategically clustered on lands with access to the airport, railroad, and port facilities, drive the Anchorage economy and support other economic sectors. Industrial businesses, therefore, tend to make a disproportionately important contribution to local employment and economic opportunity, paying higher wages and supporting the State’s key industries and population centers.

However, Anchorage does not have sufficient industrial-zoned land to accommodate the forecast economic growth, even considering the Chugiak-Eagle River land supply. Moreover, industrial lands in the Bowl face well-documented economic pressures to convert to other uses. This is due in part to land scarcity among commercial and residential land uses. Industrial uses are less able to adjust by using land more efficiently, such as multi-story development.

This Plan retains a sustainable supply of industrial land in strategic areas and recommends limiting incompatible uses to avoid conflicts with industrial activities.

The Plan encourages a share of Anchorage’s forecast employment growth to occur in these lands. It prioritizes industrial functions, such as manufacturing, production, and distribution enterprises, over low-employment uses like outdoor storage. In particular, it recognizes Traded Sectors, the key industrial land-utilizing industry sectors that export locally sourced goods and services to markets outside of Anchorage and, thus, tend to pay higher wages.

**Related Anchorage 2020 Policies: 26.**

**2040 LUP Policies:**

**LUP 9.1.** Identify and preserve a suitable, predictable supply of industrial land in areas most appropriate for existing and future high-priority industrial uses.

**LUP 9.2.** Limit non-industrial uses that could displace or conflict with existing or potential industrial functions in industrially designated areas, in order to preserve these areas for primarily industrial development and ensure compatibility of adjacent uses and traffic.

**LUP 9.3.** Encourage the retention and intensification of industrial uses on existing sites via reuse and redevelopment through public programs that address brownfields, infrastructure, and utilities.

**LUP 9.4.** Recognize Traded Industrial Sectors as high priority for economic development and industrial land availability, preservation, and infrastructure investment actions.

LUP Policies **1.5, 5.1, 10.1** are also included in this Goal.

**Goal 10. The community supports its anchor institutions and facilities and recognizes the important local and statewide benefits they provide, while mitigating adverse impacts associated with development and locational expansion.**

Anchor institutions are large organizations that have an established presence by their sheer size, permanence, and stabilizing social ties and services to the surrounding community. They diversify the city’s economy by employing large workforces, purchasing goods and services, generating research and technology, and attracting significant investment. They serve the needs of the city’s residents and all Alaska.

Anchor institutions include: University of Alaska Anchorage, Alaska Pacific University, Providence Alaska Medical Center, and Alaska Native Medical Center in the UMED District; Alaska Regional Hospital; Ted Stevens Anchorage International Airport; Port of Anchorage; Alaska Railroad; and Merrill Field.

Also, Joint Base Elmendorf-Richardson (JBER), while located outside the Anchorage Bowl planning area, is a key contributor to the economic, social, and physical fabric of the city. Anchorage seeks to grow and evolve in ways compatible with JBER’s performance of its national security mission.

The universities and medical institutions play important roles delivering vital health and educational services to the residents of

Anchorage and Alaska. All these anchor institutions have large campus settings and facilities. Their operations, growth, and expansion can impact surrounding neighborhoods and areas.

This Plan and other elements of the Comprehensive Plan, including the *UMED District Plan*, seek to encourage coordinated institutional growth that creates integrated, connected campuses that respect the livability of surrounding residential neighborhoods and natural resources. Conversely, the institutions benefit from strong neighborhoods with workforce housing and a great living environment around them.

The airport, railroad, and port facilities are managed primarily within present facility property boundaries. However, there is a need to prioritize water, sewer, and roadway and runway investments in order for these areas to modernize and grow. Also, transitions and buffers between major facilities and residential neighborhoods are essential. In some cases, the public has enjoyed the use of portions of these institution lands in areas that are development reserves for future growth.

**Related Anchorage 2020 Policies:** 26 and 28.

**2040 LUP Policies:**

**LUP 10.1.** Expand and encourage partnerships with Anchorage's anchor institutions and facilities to promote and coordinate growth and development compatible with surrounding neighborhoods.

LUP Policies **4.1, 7.2, 8.1** are also integral to this Goal.

### Areas of Growth and Change

The *Areas of Growth and Change Map* highlights the relative degree of changes guided by the *2040 LUP*. In most locations, the changes on this map reflect existing zoning, development trends, and adopted plans. It depicts the growth that is anticipated to occur through 2040, as follows:

*Areas of Significant Growth* are expected to experience new development on vacant parcels, or redevelopment of underused parcels, that transforms the character or activity level of the area. These areas have the most potential to absorb growth. Public infrastructure, such as parks and streets, will be improved to enhance quality of life for residents, employees, and/or visitors.

*Areas of Moderate Growth* are expected to experience development and evolve in a manner that enhances their form and character. These areas have moderate potential for absorbing growth over time. Some infill and redevelopment is likely to occur, mostly on individual lots or in clusters, and fit with the existing and planned street patterns, setbacks, and building form and scale. Incremental improvement to local infrastructure and street/walkway connectivity may occur.

*Areas of Little Growth* are expected to experience only minor change and retain their existing use and character. These areas have limited potential for absorbing growth.

Infill, reuse, and development will occur on a small number of scattered sites. Maintenance of existing infrastructure or incremental upgrades of street, trail, or other infrastructure should occur.

This map also shows where the *2040 LUP* recommends changes from adopted district or neighborhood plans, or changes in land use or intensity of use from that provided by existing zoning.

### How Were Areas of Change Identified?

Below are the factors that emerged from analyses, public comments, and workshops during the development of the *Land Use Plan Map*. These factors influence which areas are most likely to change or absorb growth:

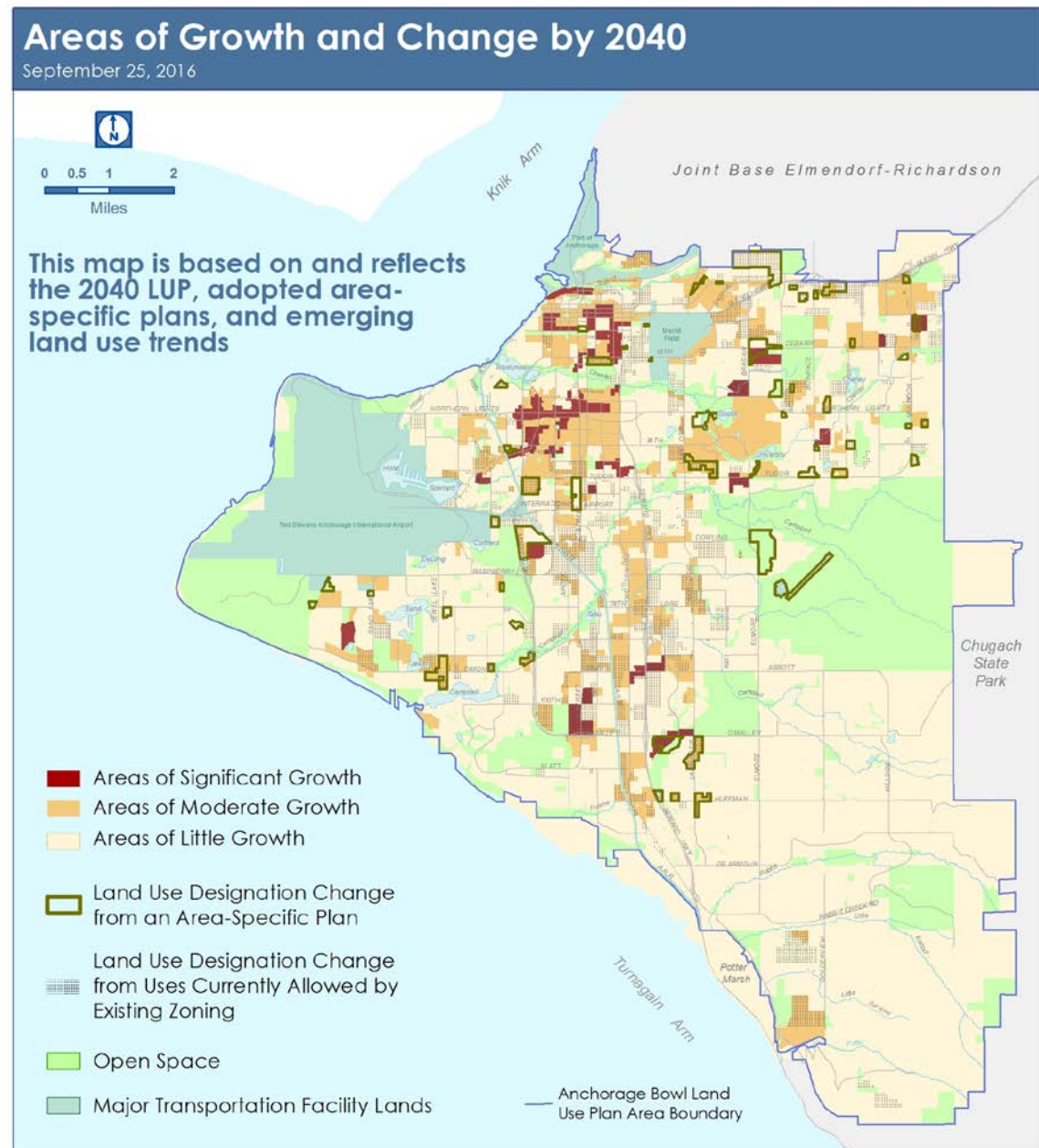
1. In or near major commercial or employment centers, including Downtown, Midtown, and UMED.
2. Accessible to public transit, pedestrian, and bicycle routes.
3. Undergoing change, where development and investment is anticipated to continue.
4. Where existing zoning allows for greater intensity of development than occurs today.
5. With buildable land or redevelopment opportunities.
6. Near or accessible to stores, jobs, restaurants, and other services, amenities, and attractions.



7. With existing infrastructure (e.g., streets, parks, water, sewer, sidewalks) or where cost/feasibility of upgrading capacity is there to support additional growth.
8. Where reinvestment in infrastructure is already planned or anticipated, which will support additional growth.
9. With fewer development constraints, natural hazards, or sensitive natural features.
10. With potential benefits or burdens for lower-income and vulnerable populations.
11. Prioritized in adopted neighborhood or district plans.

The amount of change reflected on this map is based on recent growth forecasts, housing needs, and recommendations of this Plan and other elements of the *Comprehensive Plan*, such as adopted neighborhood and district plans and public facility plans.

Principles for infill design and compatibility in areas of growth are provided in Section 2.



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## Section 2 Plan The Land Use Plan Map







## 2.1. Creating Great Places

To achieve Anchorage’s growth strategy, the *Anchorage 2040 Land Use Plan Map* identifies 18 color-coded *Land Use Designations* that direct the use, intensity, and form of development across the Anchorage Bowl. These designations support an overall "structure" of six types of places that define Anchorage’s built and natural environment. Table 1 overviews the types of places and their Land Use Designations.

This Section presents the *Land Use Plan Map* and defines the Land Use Designations and other features on the Map. Other features on the map, including Growth Supporting Features, are explained in Section 2.3.

### Land Use Designations

Each Land Use Designation begins with an

overview of its role and function. It then identifies a range of appropriate land uses and intensities of use in the area, and a description of the area’s recommended physical character. It concludes with location criteria proscribing where the Land Use Designation is best suited. Taken together, these aspects shape and define the urban form and growth that will take place over the next 25 years.

### Density Ranges

The *2040 Land Use Plan* guides the distribution of future population, housing, and employment across the Bowl by including a measurement of intended development density in most Land Use Designations. The measurement is expressed as a range of potential densities of dwellings (per acre) or building floor area. This helps the two meet forecast

population, housing, and commercial and industrial land needs. The sidebar on the next page explains how this Plan measures density.

### Character

Any given density can result in places having very different characteristics, such as building heights and street layouts ranging from urban to suburban. Therefore, the description of each Designation includes a description of key physical characteristics that define it as a place.

Character of place is integral to land use, the way people experience a place, and how that place functions. Urban design is a central to planning because it supports successfully accommodating additional housing and businesses in already built neighborhoods, districts, and mixed-use centers. In addition to their individual described physical characteristics, many Land Use Designations refer to the shared infill design principles provided at the end of Section 2.1.

### Zoning Districts

Most every Land Use Designation has a corresponding set of zoning districts which implement it. This allows for a range of possible zoning densities to reflect local conditions and characteristics of the site and surrounding area. The area’s Land Use Designation does not imply that the most intense corresponding zoning district is recommended nor is the most appropriate.

**Table 1. Types of Places**

Types of Places	Land Use Designations
Neighborhoods	Large Lot; Single Family and Two Family; Compact Mixed Residential - Low; Compact Mixed Residential - Medium; Urban Residential - Hi
Centers	Neighborhood; Town; Regional Commercial; and City Centers
Corridors	Commercial Corridor; Main Street Corridor
Open Spaces	Park or Natural Area; Other Open Spaces; Public Facility / Natural Area
Facilities and Institutions	Community Facility or Institution; University or Medical Center; Airport, Railroad, or Port
Industrial Areas	Industrial; Light Industrial / Commercial

Proposed rezones should be consistent with Title 21 and *Comprehensive Plan* policies.

The zoning districts listed in Section 2 (e.g., R-1, B-3, etc.) are described in Appendix A, with Map PP-1. Some implementation zones listed under the Land Use Designations do not yet exist in code, or may need to be amended to fully implement this Plan. These are noted as action items in Section 3.

In addition to the zoning districts listed, the Parks and Recreation (PR), Public Lands and Institutions (PLI), and Planned Community Development (PCD) districts are compatible with most every Land Use Designation.

### Location

Most Land Use Designations have a set of location criteria that are derived from the Goals and Strategies in Section 1. These provide the rationale for recommending the locations and intensity of uses. The location criteria for each designation apply in combination rather than individually. However, it is not necessary that all criteria be met in every location.

### Relationship to Land Use Designations in Area-specific Plans

As of 2016, the 14 neighborhood, district, and other plans adopted for the Bowl collectively used 70 different Land Use Designations to represent future intensity and distribution of land uses. Many of these designations share similar names and

definitions. The Land Use Plan Map retains the diversity of each plan's land uses.

The *2040 Land Use Plan Map* illustrates a more general picture of future land use for the Bowl by distilling all 70 land use designations into 18. This provides a citywide land use policy structure which supports and coordinates the various plans with a common terminology.

**Table 2**, cross-references the Land Use Plan Map designations with the corresponding designations applied in the area-specific plans. This system retains the land use designation categories in the neighborhood and district plans', which refine the citywide land use categories in order to address area-specific needs.

Future area-specific plans may assign narrower categories as long as they align within the Land Use Plan Map designations.

Users of the *Anchorage 2040 Land Use Plan* should refer to the **Area-specific Plans Map** (see page 3 )to determine which, or if, a neighborhood, district, or other area plan applies in the area of interest. Users should refer to the applicable area-specific plan for greater details regarding planned land uses and development.

In a few locations, the Land Use Plan Map shows Land Use Designations that differ from those in the area-specific plans, as

discussed in Section 1.1. These areas are shown on the *Areas of Growth and Change Map* at the end of Section 1. For these areas, the *2040 LUP* applies.

### Measurement of Density

Each Land Use Designation (except the Open Space and Facilities and Institutions Designations) includes a measurement of development density, either in dwellings per acre or floor-to-area ratio (FAR).

For most residential neighborhood Land Use Designations, density is expressed as the number of housing units per gross acre of land in the Designation. "Gross" acreage includes the streets, open spaces, non-residential uses such as churches, and unusable lands. This means it is the intensity over the entire Designation area, not individual parcels.

Commercial and high density housing Land Use Designations include a measure of building density expressed as Floor-Area Ratio (FAR). FAR is the building's floor area divided by the lot's land area. For example, a parcel with a 10,000 square foot building and 20,000 square feet of land area has a FAR of 0.5.

The density ranges in this plan do not apply as the measure of how much housing or building floor space is allowed on an individual site. Title 21 regulations provide direction for allowable density. Location, topography, site development standards, and other factors also influence the buildable density on a lot.

Table 2. Crosswalk between Bowl-wide and Area-specific Land Use

Anchorage Bowl Land Use Plan Designation	Area-Specific Plan Designation	Area-Specific Plan	Anchorage Bowl Land Use Plan Designation	Area-Specific Plan Designation	Area-Specific Plan
Large Lot Neighborhood	Limited Intensity Residential, 0-1 dua Low Intensity Residential, 1-3 dua Residential / Access Reserve	E, H, W H H	Park or Natural Area	Park or Natural Areas Park(s) and Natural Resource(s) Park Existing Recreation; Open Space, Wetlands, and Recreation Recreation and Recreation-Related Public Purposes Watershed; Greenbelt; Active Recreation Open Space or Park/Open Space	F E, GH, H, W MV, U Tu35  Tu35  FNB D, TuPLI
Single Family and Two Family Neighborhood	Low Intensity Detached, >1-5 dua Low Intensity Detached, up to 4 dua Low Intensity Detached, >3-5 dua Low Intensity Attached and Detached, 5-8 dua	E, U, W F H E, GH, U, W	Other Open Space	Other Areas that Function as Park and Natural Resource Other Park or natural area Greenbelt Natural Area Recreation and Recreation-Related Public Purposes Public and Institutional Lands; Active Recreation	E, GH, H, W  F FNB, SC U Tu35  FNB
Compact Mixed Residential - Low	Low/Medium Intensity Residential, >8-15 dua Low/Medium Intensity, >8-15 dua	E, GH, MV F, U, W	Community Facility or Institution	School(s) and/or Community Institution(s) Suitable for Redevelopment or Development Existing Development Development Area; Reserve Public Utility/Facility Existing Development	E, F, GH, H, MV, U, W Tu35 TuPLI E, GH, H, MV, U, W Tu35
Compact Mixed Residential - Medium	Medium Intensity Residential, >15-35 dua Medium Intensity, >15-35 dua Medium Intensity, >15-40 dua	H, GH, MV E, U F, W	University or Medical Center	Major Institutional	U
Urban Residential - High	City Center Intensity, >35 dua Residential (City Center High Intensity), 40+ dua Suitable for Redevelopment (Redevelopment) High Intensity Residential/Mixed Use, 40+ dua	F W  Tu U	Airport, Railroad, or Port Facility	Major Transportation Facility Marine Industrial	F, GH, W SC
Neighborhood Center	Neighborhood Center Neighborhood Commercial Center Limited Commercial	E, GH, W U H	Light Industrial/Commercial	Light Industrial / Commercial Industrial / Commercial Industrial / Commercial (Limited) Industrial / Commercial Reserve	MV E, D, GH F W
Town Center	Town Center	E, W	Industrial	Industrial Industrial / Industrial Reserve General Industrial	F, MV GH, W SC
Regional Commercial Center	Regional Commercial Center	E, MV			
City Center	Major City Center Downtown Core; Downtown Mixed-Use Downtown Residential Mixed Use Ship Creek Redevelopment Area	F D D SC			
Commercial Corridor	Commercial Corridor Office - Low Intensity	F, H, U, W E, F, U, W			
Main Street Corridor	Spenard Commercial Center Fairview Mixed Use Corridor Muldoon Corridor District Mountain View Mixed-use Corridor UMED Community Commercial Center	W F E MV U			

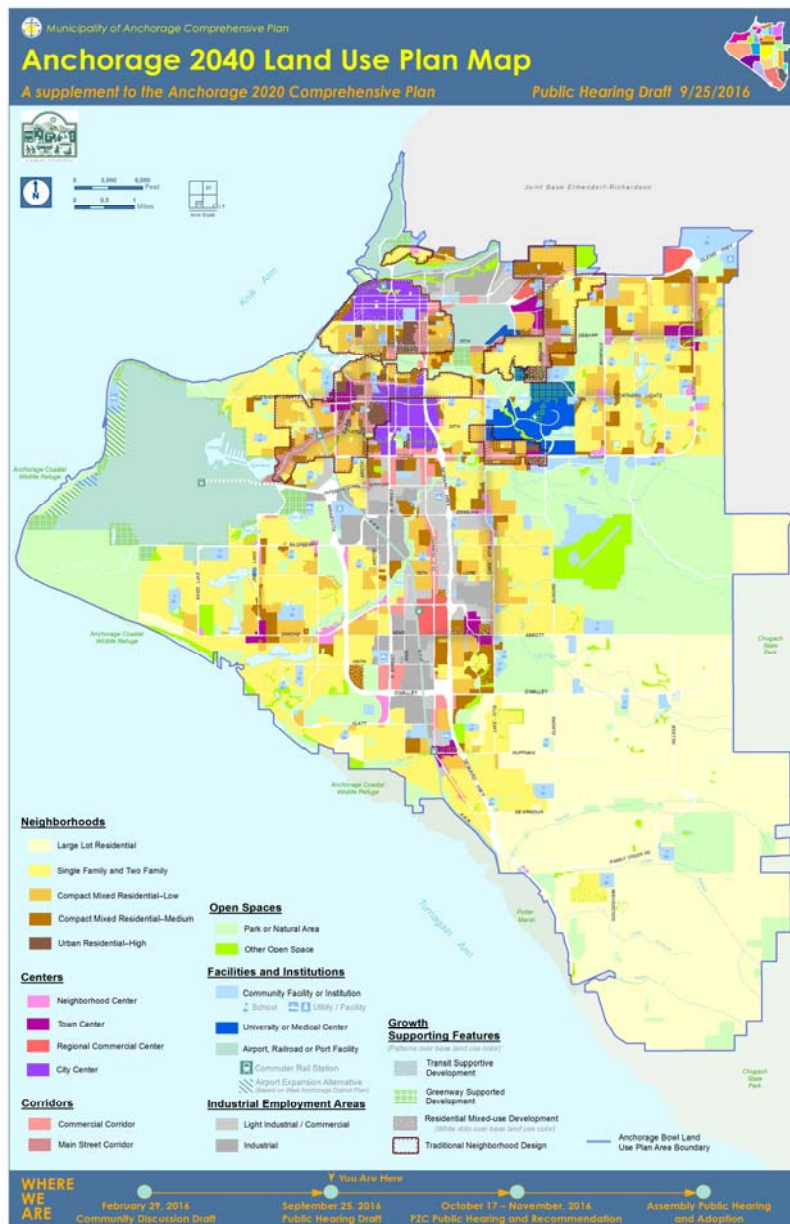
D - Anchorage Downtown Comprehensive Plan  
E - East Anchorage District Plan  
F - Fairview Neighborhood Plan

FNB - Far North Bicentennial Park Master Plan  
GH - Government Hill Neighborhood Plan  
H - Hillside District Plan

MV - Mountain View Targeted Neighborhood Plan  
SC - Ship Creek/Waterfront Land Use Plan  
Tu35 - 3500 Tudor Road Master Plan

TuPLI - Tudor Road Public Lands and Inst. Plan  
U - UMED District Plan  
W - West Anchorage District Plan





*The Land Use Plan Map can be viewed on the web. Search “Anchorage Land Use Plan”. A larger 11” x 17” size is available separately.*

## Shared Design Principles

As Anchorage evolves, thoughtful urban design can help both conserve and enhance the characteristics of its neighborhoods and districts that make it appealing to residents, workers, and visitors alike. In a flourishing city, design can help seamlessly integrate the new with the old.

Tools like neighborhood plans, zoning, and incentives are increasingly used to protect, enhance, or reflect the character of established places, especially residential neighborhoods. Ensuring that new homes and transitional areas are in character with existing homes can help to accommodate new housing types and reduce conflict between neighbors and developers. These tools also guide both new development on infill lots and redevelopment to support walkability and “Complete Streets”.

Physical character is integral to the 2040 LUP Land Use Designations. The following infill design principles are concerned with the broad choices Anchorage makes about where and how to grow. They describe some of the intended physical characteristics common to some of the Land Use Designations and Growth Supporting Features in Section 2. Where these design principles are applicable, the Land Use Designation or Growth Supporting Feature will refer to them.

*Continued Next Page...*

## Shared Design Principles Continued

...Continued from Previous Page

As growth and change occurs, it is the intent of this Plan that these Land Use Designations and Growth Supporting Features are guided by tools that focus on creating compatible and efficient development.

The design principles are intended to build on the preferences expressed during the 2040 LUP planning process and in adopted area-specific and functional plans.

They are not intended to be used for reviewing individual projects. Rather, they are intended to serve as guidance for targeted amendments to development regulations, inform incentives programs, and discretionary land use decisions such as rezonings or public facility site plan reviews. Through zoning regulations and specific development review processes, Anchorage helps shape the appearance of individual infill projects.

Placeholder for Complete Streets  
Definition and Photo(s).

#### **Infill Design Principles for mixed-use centers and corridors:**

- A mix of uses sharing the same public streets, sidewalks, and pedestrian spaces.
- Active uses such as retail shops and restaurants at the ground level to provide pedestrian interest, especially at key intersections and street segments.
- Parking located beside or behind buildings in urban settings.
- Shared parking solutions among neighboring uses; and surface parking layout plans that address the possibility of transitioning to a higher intensity use.

#### **Infill Design Principles to enhance connections and pedestrian access:**

- A connected grid of streets and pathways.
- “Complete Streets” that accommodate bicycles and pedestrians.
- Sidewalks and trails that are safe, comfortable, and attractive in all seasons.
- Building orientation and scale that frames a welcoming walking environment; Windows and entrances of active uses such as stores, offices, or living spaces address the street and public realm.
- Parking located behind building frontages, with fewer driveway curb cuts.

#### **Design principles for relationship to surrounding neighborhoods:**

- Gradual decreases in building height, mass, and scale so that new structures provide a transition to smaller scale, lower density neighborhoods.
- Incorporation of lower-intensity housing types or buildings along a shared street frontage.
- Infill and redevelopment that is compatible with height, scale, and massing of adjacent homes and the overall character of the street frontage.
- Protecting front, side, and rear yard setbacks to provide open space, play space, landscaping, and sunlight access.

## 2.2 Land Use Designations

### Neighborhoods

The five Neighborhood Land Use Designations reflect the diversity of housing and neighborhood characteristics found in the Bowl. These include Large Lot, Single-family and Two-family, Compact Mixed Residential - Low, Compact Mixed Residential - Medium, and Urban Residential – High designations. Neighborhoods range from very low intensity in semi-rural areas to suburban patterns, to traditional urban grid street pattern, and high intensity urban neighborhoods.

Compatible institutional uses such as places of worship, parks, and child care facilities are allowed in Neighborhoods. Neighborhood-designated areas can include small-scale commercial services located in existing neighborhood business zoning districts or in new locations designated by a neighborhood or district plan. The B-1A district is the implementing district.

#### Large Lot Residential

This designation provides for single-family residences on lots that are generally one acre or larger, in rural and semi-rural environments. Most areas are served by private wells and septic systems.

##### Uses:

- Single-family detached homes.
- Accessory dwelling units and two-family structures may also occur on large lots.

##### Character:

- Low building coverage on large lots, with broad setbacks and a variety of custom home designs.
- Natural vegetation, hillside topography, environmental constraints, and adjacent natural open spaces that contribute to the overall rural character.
- Rural street standards.
- *Also encouraged:*
  - “Conservation subdivisions” that cluster homes to preserve natural features and shared open spaces.

##### Density:

- One housing unit or less per gross acre.
- Where delineated in the Hillside District Plan, this designation also includes subdivisions with half-acre or larger sized lots with flexibility for slightly smaller size lot, at densities up to three units per gross acre.

##### Zoning:

- R-6, R-8, R-9 and R-10 districts.
- Where designated in the Hillside District Plan for one to three units per gross acre: R-1A, R-6, R-7, and R-3 SL districts.

##### Location:

- Areas with established large-lot rural development pattern;

- Areas outside of water / wastewater service boundaries;
- Areas furthest away from jobs and urban services;
- Areas with limited road access; and
- Areas with topography and other natural constraints to more intensive use.



Photo 1: Large-lot Residential

### Single-Family and Two-Family

This designation provides for a variety of low-density urban/suburban residential neighborhoods. Most areas have well-developed infrastructure, public water and sewer, and municipal services.

##### Uses:

- Single-family subdivisions with homes on lots 6,000 square feet or larger.
- Accessory dwelling units may also occur.
- Compatible forms of two- to three-unit townhome structures may be allowed on transition lots next to higher intensity uses such as commercial districts.

- Includes neighborhood areas that include more compact forms of single-family homes, such as attached single-family structures, patio homes, “small-lot” housing, and two-unit structures. Lot size for a single dwelling may be reduced in a small-lot housing subdivision. Compact housing forms and the efficient use of land will support affordable housing opportunities in these areas. Neighborhood and district plans may delineate attached and two-family areas separate from single-family detached neighborhoods.

Character:

- Residential building scale, lot coverage, landscaped setbacks, and low traffic volumes contribute to a low-intensity residential environment.
- Accessory dwelling units have compatible character and intensity of use.
- Some neighborhoods may be more isolated, such that residents must drive to nearby shopping and employment destinations; a more integrated pattern of uses is encouraged for new or redeveloping areas.
- Fewer changes are anticipated for existing single-family neighborhoods. Changes may focus on improving connectivity, pedestrian and bike safety, neighborhood character, housing choice, and buffering transitions to more intensive land uses.

Density:

- 3 to 5 housing units per gross acre in single-family areas;
- 5 to 8 units in two-family areas.

Zoning:

- R-1, R-1A, and PCD districts.
- R-2A and R-2D in attached and two-family areas.

Location:

- Areas with established single-family development patterns;
- Areas not severely impacted by incompatible land uses or development intensities;
- Areas with low through traffic;
- Areas outside of redevelopment / mixed-use areas, town centers and transit-supportive development corridors;
- Areas away from employment and services, where low-density development helps avoid traffic congestion; and
- Areas of attached single-family and two-family development.



Photo 2: Single-family Home



Photo 3: Two-family Residential



Photo 4: Residential Accessory Dwelling Unit (ADU)



### Compact Mixed Residential - Low

This designation provides for a compatible diversity of single-family, attached, and multi-family housing choices in the same neighborhood.

#### Uses:

- Single-family houses, attached single-family, two-family, and small-lot housing. Townhomes and smaller multi-family structures are also consistent as long as the area's scale and density is maintained.
- Compatible infill on vacant or underutilized lots is encouraged.

Placeholder for additional photo

#### Character:

- Lots generally 6,000 square feet or larger.
- Lot size for a single dwelling may be reduced in small-lot housing, attached single-family, and townhomes.
- Retains the characteristics of single-family neighborhoods such as front and rear yards, front entries, driveways, and building height.
- The appearance and street orientation of new multi-family/attached housing development is compatible with a

neighborhood environment that includes single-family homes and invites walking.

- To provide greater housing opportunities, areas up to half a mile from designated City Centers may allow increased density. This is subject to compatibility standards for scale, design, lot coverage, setbacks, and alley driveway access.
- Infill Design Principles to enhance connections and pedestrian access, and for relationship to surrounding neighborhoods apply (Section 1.2).

#### Density Range:

- 8 to 15 units per gross acre.

#### Zoning:

- R-2M; R-2D in certain areas.

#### Location:

- Areas with a mix of single- and low-intensity multi-family housing;
- Areas that provide a transition from more intense uses or traffic volumes to lower intensity residential areas;
- Areas in a quarter mile walking distance of schools, parks, transit and local services;
- Areas accessible to major streets without travel through less intensive uses; and
- Areas distant from high-intensity uses, such as City Centers, and that have developed with smaller lot sizes and lower than medium-housing densities.



Photo 5: Compact Housing



Photo 6: Townhomes



### Compact Mixed Residential - Medium

This designation provides for multi-family and a mix of compact single-family and attached housing and efficient use of residential land near services, shopping, jobs, and commercial mixed-use Centers.

Medium housing density supports greater housing opportunities near jobs and services, efficient public services, and more frequent transit service.

#### Uses:

- Townhouses, condominiums, garden apartments, and other forms of low-rise apartments.
- Single-family and two-family residences are allowed. New single-family development is encouraged to be compact, on small lots or mixed with other housing types, to use multi-family residential land and public infrastructure efficiently.

#### Character:

- Two to three story buildings.
- Landscaped yards, off-street parking, and common open space in developments.
- Infrastructure investments focus on streetscape and sidewalk improvements, and connections to nearby amenities.
- Areas within a quarter mile walking distance of Town Centers and City Centers may allow up to a fourth story or additional compact housing units, subject to additional compatibility criteria.

- Infill Design Principles to enhance connections and pedestrian access, and for relationship to surrounding neighborhoods apply (Section 1.2).

#### Density:

- 15 to 35 housing units per gross acre;
- Up to 40 units per gross acre in Center-influenced areas, subject to limitations.

#### Zoning:

- R-3; R-2M in certain areas.

#### Location:

- Areas with existing apartment housing;
- Areas of transition between higher intensity uses and lower density neighborhoods;
- Areas accessible to arterials without traveling through less intensive uses;
- Areas in walking distance of schools and other community facilities, transit routes, shopping and employment;
- Areas positioned to provide more housing within a quarter mile of transit-supportive development corridors or near Town and City Centers ; and
- Areas positioned for redevelopment and designated by an adopted plan for medium intensity use.

Placeholder for additional photo



Photo 7: Multifamily Housing

### Urban Residential - High

This designation provides for urban living opportunities close to major employment centers—Downtown, Midtown, UMED—and contributes to the vitality of City Centers by concentrating new housing nearby.

#### Uses:

- Apartment buildings, condominiums, and townhouses.
- New single-family and two-family development is compact, such as small-lot housing or mixed-density projects, to make efficient use of public infrastructure and multi-family lands near City Centers. Retention of existing single-family homes is allowed.
- Limited ground-floor commercial space within residential projects.

#### Character:

- Buildings generally three to five stories high. Taller buildings may be allowed within large development sites.
- New projects can maximize the locational advantages using structured parking, less parking, and a multi-story design.

- Developments typically provide common open space and shared amenities.
- Infill Design Principles to enhance connections and pedestrian access, and for relationship to surrounding neighborhoods apply (Section 1.2).



Photo 8: High Intensity Housing

Density:

- Dwellings: 35 dwellings per gross acre.
- Buildings: ½ to 2 FAR.

Zoning:

- R-4; R-3 in certain areas.

Location:

- Existing high density multi-family districts or use areas;
- Underutilized residential lands well positioned for compatible infill of high-density residential development near Downtown or Midtown shopping, transit, parks, schools, or employment;

- Areas designated by an adopted plan as redevelopment/mixed-use areas around Downtown and Midtown; and
- Higher capacity urban infrastructure including water and sewer is available.

Placeholder for additional photo

**Centers**

Four types of Centers appear on the Land Use Plan Map: Neighborhood Centers, Town Centers, Regional Centers, and City Centers (Downtown and Midtown). These Centers vary in size, location, mix of uses, scale, and intensity.

Centers are focal points for locating community and civic activity, government, commercial, entertainment, cultural, and residential. They exhibit the highest degree of interaction between different land uses. They are intended to evolve to a more compact, pedestrian- and transit-oriented pattern of development. Centers also allow housing within commercial projects, or stand-alone residential projects at minimum densities to support nearby businesses.

More than just fulfilling city growth targets, Centers are intended to be attractive places to live, work, and play. To address common needs caused by growth in these locations, this plan recommends investment in public services, such as libraries, public safety, public spaces, trails, and transit.

**Neighborhood Center**

This designation provides small- to medium-size retail centers that serve one or more surrounding neighborhoods. These fill gaps in areas between the larger Centers and provide services convenient to nearby residents.

Uses

- A mix of uses including small- to medium-scale convenience retail and personal services, such as food markets, bakeries, drug stores, restaurants, and professional offices oriented to the needs of the surrounding population.
- Larger Neighborhood Centers may be anchored by a grocery store.
- Mixed-use and compact, attached, or multi-family housing.



Photo 9: Neighborhood Center Scale

### Character

- The compact scale, appearance, and function of new development is compatible with adjacent residential areas.
- Building heights are one to three stories; residential buildings may have up to four stories.
- Urban design reduces dependence on motorized vehicle travel to local services.
- Infill Design Principles for mixed-use centers; to enhance connections and pedestrian access; and for relationship to surrounding neighborhoods apply (Section 1.2).

### Density

- Buildings: 1/3 to 1 FAR.
- Dwellings: 8 to 15 housing units per acre

### Zoning

- B-1A and B-1B districts; CCO overlay; and
- Potential new overlay zone or form based district for Traditional Neighborhood Design contexts.

### Location

- Existing neighborhood commercial locations typically of 2 to 25 acres;
- Areas designated by an adopted plan as neighborhood commercial centers;
- Areas generally 2 to 10 acres in size in new areas;

- Areas with direct walking and bicycle connections to neighboring areas; and
- Areas having frontage on two streets and a locally important street corner.

Placeholder for additional photo.

### **Town Center**

This designation provides focal points of activity for a group of neighborhoods or major parts of the Bowl.

These centers integrate community-serving retail that meets the daily needs of residents of several surrounding neighborhoods, and are intended to include public services, and civic facilities. With additional housing and public investment, Town Centers can evolve into mixed-use core areas as envisioned in *Anchorage 2020*.

Infill, redevelopment, and reuse of existing buildings will create community cohesion and help catalyze further reinvestment.

### Uses

- Retail shopping and local services, including grocery store anchors, eating

and entertainment venues, personal services, and day care centers.

- Offices providing professional and financial services and employment.
- Civic facilities such as post offices, recreational centers, branch libraries, and schools add to the life and vitality of the center.
- Residential or mixed-use housing development, compatible with commercial activities.

### Character

- Buildings are typically two to five stories.
- Infill Design Principles for mixed-use centers; to enhance connections and pedestrian access; and for relationship to surrounding neighborhoods apply (Section 1.2).
- Integrated with adjoining compact and medium density neighborhoods, with convenient, direct walking and bicycle connections to adjoining neighborhoods.



Photo 10: Town Center

Placeholder for additional photo.

Density:

- Buildings: ½ to 2 FAR.
- Dwellings: 15 to 40 dwellings per acre.

Zoning:

- B-3 and B-1B districts; CCO overlay; or
- New form based overlay or district.

Location:

- Areas designated by an adopted plan as mixed-use centers or town centers;
- Areas at the intersection of arterial streets served by public transit;
- Areas generally 40 to 80 acres or more in size, 2-4 miles away from other town centers, each serving large subareas of the Anchorage Bowl;
- Areas with trails and walk-in trade from adjoining Neighborhoods; and
- Areas well positioned for infill and redevelopment and increased intensities.

### Regional Commercial Center

This designation provides for large-scale commercial retail destinations serving a citywide or regional market. Located on large sites at the intersection of freeways and major arterials, these centers are tied to the regional transportation system, rather than to adjacent neighborhoods.

The Plan encourages Regional Centers to evolve into mixed-use activity hubs with office, lodging, community, and residential uses.

Uses:

- Retail uses with large floor areas—such as major shopping malls and clusters of large retail establishments—anchor the Regional Centers.
- Entertainment, food, and other retail services round out the shopping destination.
- Automobile-dependent uses such as big furniture stores and car dealerships also fit in here more than in the other Centers.
- Hotels, office professional services, at densities of 20 or more employees per acre
- Compatible civic uses and public transit hubs.
- Medium-rise or mixed-use housing at 8 or more housing units per acre, and 15 or more units per acre encouraged in commuter rail station areas and transit supportive development corridors.

Character:

- Building scale ranges from single-story “big box” stores to low-rise malls and commercial buildings and housing; and up to 4- to 8-story residential, office, and hotel towers.
- Expected to evolve into a physically integrated mix of commercial, civic, public open space, and residential uses.

Density:

- 1/3 to 2 FAR.

Zoning:

- B-3 district.

Location:

- Retail centers anchored by large malls and multiple large-retail establishments;
- At least 80-100 acres of commercial use at the intersection of arterials and freeways;
- Areas with public transit hubs; and
- Opportunity areas for redevelopment on vacant or underused land.



Photo 11: Regional Commercial Center



## City Center

This designation applies to Downtown and Midtown. It provides for the highest concentration and diversity of employment, civic and cultural institutions and regional commercial uses. Urban housing and residential mixed-use is encouraged.

### Downtown

The Comprehensive Plan emphasizes Downtown as the preferred location for municipal, state, and federal government administration, and for regional arts and cultural institutions. Because a vibrant downtown is at the heart of a successful city, revitalizing Downtown is a key strategy for Anchorage to grow as the economic and cultural center for the region, attracting and retaining talent and investment.

Downtown's strategy for revitalization emphasizes the ground-floor pedestrian environment, a shared network of sidewalks and public spaces, and historic preservation and reuse of iconic buildings.

Downtown development intensities and character vary by subarea. Downtown includes the Ship Creek redevelopment district and the Alaska Railroad intermodal station area. Certain types of critical or sensitive uses or building intensities may be limited in areas most susceptible to seismically induced ground failure, as described in the Downtown Plan, to improve Downtown's resiliency to natural hazards. Adaptive re-use and preservation of historic resources are promoted to contribute to distinctive, attractive character.

### Midtown

Midtown has seen substantial growth over the last 10 years in new construction providing offices, hotel, restaurants, shopping, and other amenities.

Midtown receives focus due to the Loussac Library, concentrations of professional offices, its potential for adjacent neighborhood redevelopment, and its draw as a regional employment center.

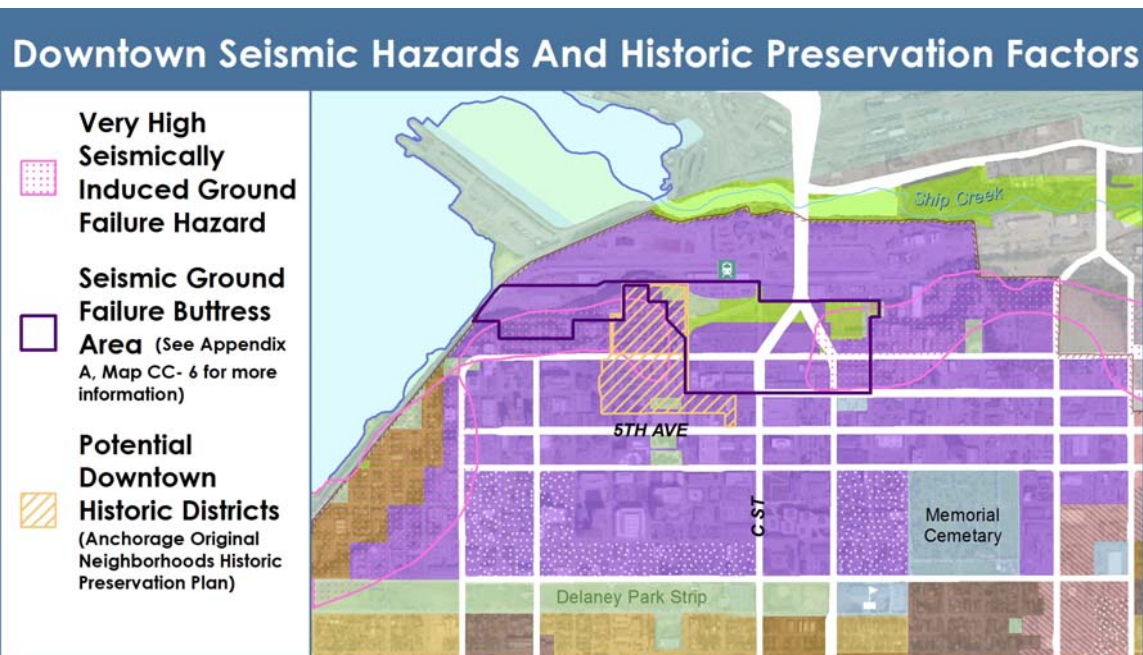
#### Uses

- Medium- to large-scale office developments with professional, financial, and administrative services at employment densities of 20 to 50 employees per gross acre.

- A variety of large and small retailers serving citywide, regional, and tourism markets.
- Hotel, convention, cultural, theater, dining, and other venues.
- Medium- to high-density housing projects. Mixed-use residential projects are encouraged.
- Supportive retail uses including grocery stores, day care, and banking services create mixed-use neighborhoods.

#### Character

- Buildings are typically 2 to 20 stories.
- Pedestrian-friendly with wider sidewalks that are maintained and attractive, distinct



streetscape themes and features.

- Integrated with adjoining compact and medium-high density neighborhoods, with convenient, direct walking and bicycle connections within and to adjoining neighborhoods.
- Infill Design Principles for mixed-use centers; to enhance connections and pedestrian access; and for relationship to surrounding neighborhoods apply.

Density:

- Buildings: 2 to 10 FAR in Downtown; and 0.3 to 5.0 FAR in Midtown;
- Dwellings: 15 or more dwellings per acre.

Zoning:

- New DT-1, DT-2, and DT-3 districts in Downtown (see Section 3 Actions);
- PCD and I-2 District in Ship Creek; and
- B-3 district with CCO or other overlay available in Midtown;
- R-4 and R-4A possible for housing or mixed-use residential development.

Location:

- The designated Downtown and Midtown major employment centers;
- Areas within Downtown and Midtown optimal for concentrations of regional commercial, or employment densities at 20 to 50+ employees per acre;
- Areas within unobstructed walking distance of high density residential;

- Contiguous core areas of commercial Downtown or Midtown rather than sites isolated from the primary City Center areas; and
- Not intended to be physically expanded at the expense of Residential areas.



Photo 12: City Center

## Corridors

Corridors connect Centers, employment hubs and neighborhoods. Corridors include a growing mix of uses to support a range of shopping, retail, medical and professional services, and low to moderate intensity employment. Corridors also include office-residential (RO zoned) areas, which limit retail uses and serve as neighborhood transitions to more intense commercial areas.

Some corridors are automobile-dependent characterized by individual low-rise, single-use retail buildings or multi-tenant strip malls.

Other corridors may be designated to focus more on accommodating pedestrians and transit-oriented development. The latter often feature older buildings, smaller-lot development patterns, more frequent transit service, and are positioned well for infill and redevelopment.

This plan supports the evolution of auto-oriented commercial corridors to mixed-use, pedestrian-oriented and transit-supported environments.

Places that attract mixed-use development and residential uses are encouraged to transition to pedestrian-oriented streetscapes, and evolve into local gathering places (such as cafes, restaurants, and plazas).

Development in corridors adjacent to established neighborhoods will transition from higher intensity uses to lower intensities on the edges of these corridor areas to be compatible with adjacent residential neighborhoods.

## Commercial Corridor

This designation applies to auto-oriented, low-intensity retail, office, and commercial services along arterial corridors, which support surrounding suburban residential neighborhoods.

Most Commercial Corridors are envisioned to evolve through infill commercial and housing development, and investment in streetscape and pedestrian enhancements. Revitalization of commercial properties will promote economic vitality and enhance shopping activities by trending toward a mix of uses.

Uses:

- Office development consists of small- to medium-sized buildings or complexes with professional, medical, or business services.
- Multi-family or a mix of office and multi-family residential is encouraged. Lodging, dining, and small retail uses may occur in a limited amount in an office development.
- Typical retail uses include food and drug stores, restaurants, small retail stores, exercise studios, and personal services. Commercial services include banks, real estate, medical offices, and professional services in small offices.
- Auto-dependent uses include drive-through retail, gas stations, hotels, car dealers, big box stores, and minor auto services.
- Smaller light-industrial uses with storefronts are also allowed, subject to compatibility.
- Residential or mixed-use housing are encouraged.

Character:

- Individual low-rise single-use commercial buildings and multi-tenant strip malls characterize the built environment.
- Infill Design Principles to enhance connections and pedestrian access; and for relationship to surrounding neighborhoods apply (Section 1.2).

- In Residential-Office areas, new office development is situated to minimize impacts to adjacent residential areas including scale, bulk, landscaped setbacks, and traffic generation. Former residential areas may retain a strong residential character with small office uses. Development is generally 2 to 4 stories with ample landscaped setbacks, and moderate building footprints on the lot.

Density:

- Buildings: 1/3 – 2 FAR.
- Dwellings: 8 to 40 housing units per acre
- RO Office areas: 0.3 – 1.0 FAR

Zoning:

- B-3, and secondarily B-1A, B-1B.
- RO in residential-office areas.
- R-3 where appropriate for housing opportunities.



Photo 13: RO intensity use

Location:

- Commercial corridors with stand-alone stores or multi-tenant strip malls;
- Intersections of arterials or collectors, convenient for customers, employees; and
- High concentrations of employment and traffic are avoided away from major intersections.
- Existing office areas that remain optimal for medical or other office use;
- Areas that provide a transition between more intensive retail uses or traffic and surrounding residential areas; and
- Underutilized areas along major thoroughfares well-positioned for office or residential reuse.
- Not intended to be physically expanded at the expense of Residential or Industrial designated areas.

**Main Street Corridor**

This designation provides for commercial and mixed-uses within urban neighborhoods that can evolve as pedestrian-oriented, transit served “main street” development. It includes specific corridors recommended in neighborhood and district plans. Main streets feature transit access, wider sidewalks, pedestrian amenities, street tree landscaping, and relocation of utility poles and boxes and other impediments to a safe pedestrian environment.



Examples of this designation include all or segments of: Spenard Road, Arctic Boulevard, DeBarr Road, Muldoon Road, Mountain View Drive, and Gambell Street north of 15<sup>th</sup>.

Compared with Commercial Corridors, many of these areas feature street grids, smaller lot development patterns, greater lot coverage, limited front and side yard setbacks, and a network of frequent street and sidewalk connections into adjacent neighborhoods along the corridor.

They are positioned for more compact, pedestrian-friendly infill and redevelopment.

### Uses:

- A mix of retail and services, offices and other employment, public facilities, and housing.
- Attached and multi-family residential development is encouraged.

### Character:

- Infill and redevelopment building heights typically range from two to four stories.
- Multi-story structures and more intense uses may occur at major intersections, while lower intensity buildings and uses may occur adjacent to neighborhoods.
- Infill Design Principles for mixed-use corridors; to enhance connections and pedestrian access; and for relationship to surrounding neighborhoods apply (Section 1.2).

### Density:

- Buildings: 0.5 to 2.0 FAR.
- Housing: 15 or more units per site acre

### Zoning Districts:

- B-3 or B1-B, with CCO overlay or new overlay zone. (See Section 3 Actions.)
- Potential new overlay zone or form based district for Traditional Neighborhood Design contexts.

### Location Criteria:

- Existing commercial corridors designated by an adopted plan for transit-oriented (re)development and mixed-use;
- Early post-World War II era commercial corridors with smaller lot development patterns near Midtown; and
- Not intended to be physically expanded at the expense of Residential or Industrial designated areas.



Photo 14: Main Street Corridor

## Open Spaces

Anchorage's beauty and livability is due in large part to its parks, trails, and natural open space system. Natural open spaces sustain Anchorage's urban developments, support its economic growth. Natural open space includes lakes, streams, and greenbelts and serves to provide fish and wildlife habitat.

This plan preserves and retains open space in two designations. The first, "Park or Natural Area," depicts existing and planned municipal parks. The second, "Other Open Space," includes areas that are expected to retain open space functions, such as wetlands, habitat, visual buffering, or recreation.

For map legibility, some smaller open spaces are not shown, and instead integrated under other Use Designations.

Additional new parks and open spaces are part of the city's growth strategy. The Land Use Plan Map will be updated after new open spaces are established.

### Park or Natural Area

The Park or Natural Area designation provides for active and passive outdoor recreation needs, conservation of natural areas and greenbelts, and trail connections. These open spaces are municipally owned lands; however, they may include privately operated recreation facilities.

This designation includes neighborhood, community, natural resource use parks<sup>1</sup>, special use parks, golf courses, greenbelts, and other municipal open spaces dedicated or designated by an adopted plan.

Other municipal lands of high natural value or those unsuitable for development are also included. Some are conservation easements or wetlands.

Uses:

- Parks include active and passive park areas, outdoor recreation facilities, community and interpretive gardens, trails, and natural habitats.
- Special-purpose facilities such as sports complexes, recreational centers, or interpretive centers may be allowed through special review.
- Ancillary uses such as caretaker housing and park maintenance facilities are allowed.

Zoning:

- PR and PLI districts.

Other zones can include non-dedicated spaces.

Location:

- See Parks and Open Space map in Appendix A: Map Folio.



Photo 15: Midtown Cuddy Park

### Other Open Space

This designation applies to non-municipal public and private open spaces that function as part of the Anchorage Bowl's system of parks, outdoor recreational facilities, or natural preservation areas.

It includes state and federal lands currently used or designated by an adopted plan as park or natural resource use or which are environmentally unsuitable for development.

It also includes private lands that—by easement, subdivision, permit conditions, agreement, commercial activity, or environmental constraints—function as open space. Many are private lands set aside as common open space tracts in residential development.

Some open spaces in this designation are not intended to provide public recreation access.

Uses:

- Natural areas, passive use areas, indoor and outdoor recreation facilities, community playgrounds, community or interpretive gardens, outdoor commercial recreation, or horticultural uses.

Zoning:

- PLI or other districts depending on location.



Photo 16: Natural Area

### Community Facilities and Institutions

The three Community Facility Designations depict existing and planned community, institutional, and public facilities in campus settings.

Community Facilities comprise a wide range of uses, including schools, civic institutions, public works yards, and utility facilities.

This category also includes anchor institutions and facilities. Anchor institutions are large organizations that have an established presence by their permanence and stabilizing physical and social ties to the surrounding community. They help diversify the city's

<sup>1</sup> As defined in Anchorage Bowl Parks Plan.

economy by employing large workforces, purchasing goods and services, and attracting significant investment.

Anchor facilities are the airports, railroad, and port transportation hubs.



### Community Facility or Institution

This designation provides for public or institutional facilities on public or institutional lands. These institutions and facilities are integrated with the neighborhoods and provide a community service or focus for the area or wider community. Public institutions and facilities help define their community because of their permanence, civic design, and public service function.




For map legibility, some institutions and facilities smaller than one acre may be shown with the adjacent use designation. For example, utility substations are not shown on the Plan Map but are included in the surrounding predominant Land Use Designations. Likewise, religious institutions

on smaller sites are generally included in the residential Neighborhood designations.

#### Uses:

- Schools, community recreation centers, fire stations, libraries, museums, government offices, and cemeteries.
- Religious institutions with large campuses.
- Administrative offices of institutional and not-for-profit uses may also occur.
- Public facilities and utilities such as electrical power stations, water and sewer treatment facilities, public works maintenance yards, and water tank reservoirs.
- Public Facility lands excess to public need may be used for residential or mixed-use development by a joint public-private agreement where consistent with the policies of the Comprehensive Plan. Locational criteria shall be developed for these circumstances.

Due to a wide variety of civic uses and public facilities in this designation, the Land Use Plan Map marks some community facilities with the following symbols:

-  - K-12 School
-  - Utility/Public Works Facility
-  - Power Generation Facility

#### Character:

- Civic design
- Institutions are compatible with the physical scale and character of the surrounding neighborhoods.
- Public/utility facilities are typically more industrial in character and less oriented to on-site customer service.

#### Zoning:

- PLI and other districts.
- Utility facilities may be implemented by the I-1 and I-2 zones and Antenna Farm by the AF district.



Photo 18: K-12 Schools



Photo 19: UAA Integrated Science Building

### University or Medical Center

The University or Medical Center designation provides for major educational, health, and social service institutions that serve the wider community, region, and state. Beyond fulfilling their vital missions to educate, heal, cultivate the arts, and serve the community in other ways, these “anchor institutions” collectively function as major activity centers and generators of employment in Anchorage.

The Comprehensive Plan supports the continued, coordinated growth of the major institutions in cohesive campus districts in a mutually beneficial manner with surrounding communities and outdoor recreational amenities.

#### Uses:

- Medical, health, education, social, and cultural service institutions in a campus setting.
- Ancillary uses include food, lodging, group housing, administrative, and outpatient medical services and

supporting retail uses as identified in neighborhood or district plans.

- Gateways may include mixed-use designated development.
- Natural areas and outdoor recreational uses serve to tie the built environment of the campus areas together.

#### Character:

- Physical design, setbacks, and buffering mitigate the external impacts of scale and allow the facilities to relate positively to surrounding streets, neighborhoods, and natural areas.
- Trail connections, enhanced transit service, structured and shared parking, and other strategies help reduce traffic, protect the natural character from new parking lots, and provide equitable access for non-drivers.
- This designation ties to strong neighborhoods with more housing opportunities, mixed-use vitality, and amenities. Investment in the livability of surrounding areas will support a more active campus district and increase the institutions’ attractiveness to potential clients. Where institutions directly interface with neighborhoods and public thoroughfares, they should feature an open campus with active edges, and limit perimeter uses such as parking and storage.

- Perimeter natural open space buffers should be preserved, and access to open spaces should be identified in institutional master plans.
- Future growth should minimize impacts on surrounding areas, including traffic impacts or displacement of housing or businesses.

#### Zoning:

- PLI as the primary district.
- RO in certain locations, subject to limitations.
- B-3 zoning where already existing.

#### Location:

- Institutions are not intended for expansion into existing neighborhoods at a loss of residential land.



Photo 20: Providence Alaska Medical Center





Photo 21: International Airport

### Airport, Port, or Railroad Facility

The Airport, Port, or Railroad Facility designation represents the major facilities that make Anchorage the statewide transportation hub and gateway for Alaska. These facilities are extensive in land area and essential to Anchorage's economy and the regional transportation infrastructure.

They also affect adjacent neighborhoods, open spaces, and industrial distribution activities.

This designation comprises (1) the Ted Stevens Anchorage International, Lake Hood, and Merrill Field Airports, which are subject to FAA use regulations and grant assurances; (2) the Port of Anchorage and water-borne transportation-related areas; and (3) the Alaska Railroad operations areas and railroad corridor, which are subject in certain circumstances to exclusive United States Surface Transportation Board regulation.

### Uses

- Primary uses include transportation facility operational activities and aviation—or marine-dependent businesses.
- Light industrial and office-warehouse activities may be accommodated on leased lots. Uses in these areas are subject to each facility's master plans and other regulations.
- Airport master plans may designate certain areas for long-term leases to non-aeronautical uses. The Plan Map prioritizes such non-facility use lands in the Airport, Port, or Railroad Facility Designation for future industrial *production, distribution, and repair* use.



Photo 22: Port of Anchorage

### Zoning:

- MI, I-1, I-2, PLI, and
- Airport zoning district. (See Section 3 Actions.)
- The Railroad Utility Corridor passes through a variety of zoning districts.



Photo 23: Alaska Railroad

### Commuter Rail Station

This Land Use Designation also identifies potential passenger railway intermodal stations along the Alaska Railroad right-of-way. Commuter rail stations could interact with transit oriented development in commercial mixed-use Centers and connect to local transit service. Some commuter stations already exist or are in planning stages. Placement on the Plan Map now helps inform investment decisions.



- Commuter Rail Station

### Airport Expansion Alternative

Areas with dark green-blue line pattern depict an alternative land use designation over the base land use color of some municipal parcels west of Ted Stevens Anchorage International Airport (TSAIA). This alternative pattern applies to municipal parcels which would potentially be involved in a conceptual, long-term resolution of Airport area land use conflicts, as described in the *West Anchorage District Plan (WADP)*.

The objective of this dual designation reflects two possible land use recommendations based

on future conditions, with the intent to maximize preservation of natural space and wastewater utility needs under any scenario.

The underlying base color indicates the long-term municipal park and public facility uses that apply under current municipal ownership, uses, and parcel boundaries.

The patterning reflects an alternative long-term land use that may apply should TSAIA acquire some of this municipal land. TSAIA needs for a future second north-south runway and West Airpark use may include additional acreage in the AWWU reserve parcel and/or west to the bluff in Pt. Woronzof Park. This Plan reflects this potentiality, in keeping with *Anchorage 2020* and *WADP*.

Forecasts predict that air transportation market factors and TSAIA's physical configuration will likely lead to demand for a second north-south runway. Although TSAIA does not anticipate a need for a new N-S runway before the year 2035, TSAIA seeks predictability of ownership of the necessary land area, since it takes 12-15 years in advance for state and federal agencies to plan for, fund, and construct a runway. It is possible a N-S runway will be needed by the time of the Anchorage Bowl Land Use Plan's 2040 time horizon.

Ownership changes to these parcels could be accomplished via land exchange, fee-simple acquisition, or other permanent means subject to municipal, State, and FAA regulations. *Eminent domain* is a viable tool for necessary land acquisition for a future runway.

A cooperative land exchange or other acquisition method would bring certain TSAIA parcels into permanent municipal ownership to be preserved as open space and parks.

The TSAIA tracts involved in such transaction could include, Little Campbell Lake and Sisson Loop Trail areas abutting Kincaid Park, Connors Bog area, and the Anchorage Coastal Trail corridor. (These parcels appear on the Land Use Plan Map with the Greenway Supported Development pattern line overlay.) Land trades have been used in the past at this airport and may offer the best chance at permanent municipal ownership, preservation, and public access to these lands. Land exchanges are inherently complicated and take time. Time needed to reach an agreement would be in addition to 12 to 15 year lead time for planning and construction for a runway.

The extent of pattern area boundaries is conceptual. The boundaries between open space and airport expansion would be established through area-specific advance planning. Until there is a reason to pursue an alternative designation for the runway process, the base color designation applies.

Any airport expansion must preserve AWWU water treatment facility operations and future expansion needs, Coastal Trail realignments, and replacement or restoration of Pt. Woronzof Park acreage.

## Industrial

Industrial uses in Anchorage make a disproportionately large contribution in local income, jobs, and economic growth. However, it is difficult for industrial enterprises to compete for space against other uses in this limited land market.

The *2040 LUP* recommends retention of industrial areas to ensure a predictable, sustainable supply of industrial land, and encourages efficient use of these lands by industry. Because industrial areas are also attractive to non-industrial uses, the Plan Map recommends limiting incompatible uses to avoid conflicts with industrial activities and prevent displacement of industrial employers.

Two industrial designations appear on the Land Use Plan Map. Both are oriented toward *production, distribution, and repair* (PDR) uses.

### Light Industrial/Commercial

Light Industrial /Commercial areas provide for multi-sector employment in an industrial setting. It gives priority to light industrial PDR uses.

#### Uses:

- Manufacturing, construction contracting, freight distribution, delivery operations, wholesale, and warehousing, that generate employment and economic activity with 8 or more employees per acre.

- Vehicle and equipment repair uses
- A limited range of retail, customer service, and professional service uses that are industrial in character or compatible in an industrial use area. Examples include retail sales and services for equipment, building supplies, and large goods like vehicles or furniture.
- Office industrial parks and office developments are allowed that provide technical services, research and development, or that integrate with industrial production or distribution uses.



Photo 24: Light Industrial Use

- Other uses such as restaurants, banking, grocery stores, self-storage, lodging, commercial recreation, or group assembly are subject to limits that minimize traffic, land use conflicts, or loss of PDR employment. Some caretaker, owner, or rental housing units are allowed that retain the ground level for operations. The Light Industrial/Commercial designation

encourages more intensive retail, office, and housing to locate in Corridors and Centers.

Character:

- Development is compatible with available infrastructure and adjacent residential areas through physical scale, intensity of activities, and buffering and transitions.

Density:

- 0.15 to 0.75 FAR.

Zoning:

- I-1, Ship Creek PC.

Location:

- Industry clusters and supplier networks;
- Areas where primary functions are industrial activity and industrial-related commercial activities
- Efficient transportation access to customers and suppliers without impacting other land uses;
- Efficient access to the Airport and Port;
- Areas characterized by buildings and sites with large space for equipment and materials movement and storage; and
- Industrial areas experiencing commercial encroachment or a mix of uses, but are still optimal for PDR uses.

## Industrial

This designation provides strategic areas for concentrated industrial employment and economic development, often being interdependent with the major rail, port, and airport facilities in the Bowl.

Uses:

- A full range of light to heavy industrial uses: Heavy manufacturing and production, power generation plants, mineral processing, major freight distribution terminals, railroad operations, heavy equipment repair, hazardous materials storage, recycling facilities, and waste processing and salvage, as well as the PDR uses allowed in Light Industrial/Commercial Designation.
- Certain non-industrial uses are allowed that support or integrate with industrial operations; for example, professional services, engineering, environmental, or other technical services.



Photos 25: Industrial Repair Uses





Photo 26: Office – Warehouse



Photo 27: Industrial Production Uses

Character:

- These areas are protected from encroachment by potentially incompatible uses such as retail, commercial office, lodging, and group assembly. This designation discourages uses that may appear industrial in character but in fact provide little PDR employment making inefficient use of the limited economic development land base—e.g., storage space rentals and vehicle sales and rental.

- Industrial areas are located to minimize the potential for generating off-site impacts, including noise, odors, vibration, large quantities of hazardous materials, and truck traffic. Greater buffering and screening may be required to enhance public rights-of-way and improve land use compatibility.

Density:

- 0.15 – 0.75 FAR.

Zoning:

- I-2 and MI.

Locational:

- See Light Industrial/Commercial;
- Areas with established clusters of industrial PDR development;
- Areas next to or with efficient access to Airport, Port, or Railroad facilities;
- Lands not significantly constrained by poor soils, utilities, or other conditions; and
- Separation or buffering from Neighborhoods and Centers.

**Definition of Industrial Activities:  
Production, Distribution, and Repair (PDR)**

Land use planning requires an understanding of what is “industrial” and the types and characteristics of contemporary industrial activities that drive the local economy.

The phrase “production, distribution, and repair,” or PDR, provides a way of thinking about contemporary industry which reflects trends toward “lighter” (e.g., less dirty, noisy, or bulky) forms of industry. It is more descriptive because it helps recognize that industrial is more than manufacturing—including goods handling, transportation, and repair uses. This shift in terms characterizes Anchorage’s industrial economy.

**Production** in many cities is mainly manufacturing. However, it also includes power generation and construction contracting enterprises, which are prevalent in Anchorage. Manufacturing is nationally evolving toward small and medium enterprises and light manufacturers.

**Distribution** includes ground freight trucking, delivery, and other transportation services; warehousing; snow storage; and waste management. It also includes the major regional airport, port, and railroad facilities.

**Repair** uses work closely with production and distribution enterprises and include repair services to vehicles and equipment, as well as building and facility maintenance services.

## 2.3 Growth-Supporting Features

Four Growth-Supporting Features overlay the base Land Use Designations:

- Transit-Supportive Development,
- Greenway-Supported Development,
- Residential Mixed-Use Development, and
- Traditional Neighborhood Design

These features support resilient, long-lasting growth. They catalyze and enhance development by: reducing traffic congestion; lowering household travel costs, reducing road infrastructure and maintenance costs; and using less land for parking. They include enhancements to neighborhood design and natural resources. Such development meets the demand for walkable neighborhoods and connections to businesses. Each of these features is gaining interest and public support because they enhance property values.

The Growth-Supporting feature modifies an area's underlying land use designation by offering development concepts that otherwise might not exist at the site.

### Transit-Supportive Development

Transit-Supportive Development (TSD) identifies road corridors where expanded public transit service will support a compact, walkable pattern of commercial, residential, and/or mixed-use development. Over time, compact development can create ridership demand to support more frequent bus service. It will give Anchorage's households more

choices in how to get to work and other destinations. It also provides more opportunities to live in a more walkable, accessible, and affordable neighborhood environment.

TSD could affect the design of streets, pedestrian facilities, and property developments for up to a quarter mile, or 5- to 15-minute walk, from the transit corridor. Exact boundaries will be determined through corridor studies and coordination with residents, businesses, and property owners.

Future development is encouraged to be generally in the range of 8 to 20 housing units per acre on average over the entire corridor. However, individual parts of the corridor, such as in existing single-family and two-family neighborhoods, may have less density. TSD is consistent with the density ranges of the underlying Land Use Designations shown on the Land Use Plan Map. It does not raise density ranges above the Designations.

Successful transit corridors can enhance property values. Increased bus service reduces dependence on personal vehicles and curbs their attendant effect on urban spaces devoted primarily to parking rather than people, households, and businesses. They can expand housing opportunities, as well as commercial land uses to provide job opportunities and other daily needs closer to where employees live.

To achieve these benefits, more residences (including workforce and affordable housing) and commercial building space are needed in the corridor to support more frequent, all-day transit service. Buses should run consistently every 10 to 15 minutes and connect to local and regional destinations: Town Centers, City Centers, and other service/employment centers such as the UMED.



Photo 28: Transit-supportive Development

Additionally, the shared urban design principles in Section 2.1 for enhancing connections and pedestrian access apply.



Photo 29: Transit-supportive Development

Road improvements on the TSD corridor should incorporate expanded sidewalks, strategically placed crosswalks, enhanced street furniture, highly visible transit facilities, and other pedestrian amenities. TSDs continue to accommodate through-traffic, and some roadway improvements may be needed to address congestion. Such improvements should minimize impacts on the pedestrian environment and transit service.

The 2040 LUP envisions Transit-supportive Development on the following corridors:

- Spenard Road
- 15th Avenue/DeBarr Road
- Arctic Boulevard
- Mountain View Drive/Bragaw Street
- Abbott Road/Lake Otis Parkway
- Northern Lights / Benson Boulevard

Public transit routes will continue to operate on many other roads. Public and private improvements on other roads should continue to accommodate and facilitate multi-modal access to transit.

### Greenway-Supported Development

Anchorage's greenbelts run from the Chugach State Park to Cook Inlet. Without its greenbelts, Anchorage would be a dramatically different community. Greenway-Supported Development (GSD) identifies places where new development will incorporate natural open spaces, creek corridors, wildlife habitat, wetlands and trail routes. This overlay includes linear features focused on creeks, or large sections of undeveloped land, on

institution and facility campuses. Future infill and redevelopment projects have the potential to interface with revitalized creeks, wetlands, wildlife habitats, or multi-use trails.

GSDs are depicted with a green line hatch. The underlying base color indicates the land use designation.

GSDs would support and enhance new construction, future revenue potential, and property values, by attracting more uses, housing, businesses, and employment.

#### *GSD-Linear Features*

Commuter trails within greenways improve travel alternatives between centers and surrounding neighborhoods. Trail access has the ability to support and enhance development. Benefits might include decreased parking requirements and lower traffic volumes.

The linear component of a GSD is based on restoring creek sections or other natural functions in redeveloping areas of the Bowl. Restored channels, drainage features, and mini-greenbelts, become neighborhood assets, sustainable storm water systems, and non-motorized trail routes and connections. Restored or daylighted creeks reduce pollution and flooding.

A typical GSD development pattern would extend for up to half a mile or a 5- to 15-minute walk from the creek corridor or trail greenway.



Photo 30: Greenway-supported Development

The shared urban design principles in Section 2.1 for enhancing connections and pedestrian access apply to development patterns in the linear GSDs.

The location of future trail or linear greenbelts would be determined through studies and coordination between agencies, neighborhoods, property owners, and developers. GSD features are proposed in the following locations listed in general order of priority:

- Fish Creek drainage across Midtown, potentially from east of New Seward Highway to Minnesota Drive, bringing Fish Creek to the surface with a parallel trail system.
- Chester Creek, the North Branch of the South Fork in Muldoon and at Creekside Town Center.
- Lower Ship Creek to Coastal Trail connection.



- Chester Creek northwest of Bragaw and Northern Lights Boulevard.
- Furrow Creek drainage crossing the Huffman Town Center.

Urban greenways may be incorporated into developments in various ways: as a newly constructed stream channel threaded between existing or future buildings, streets, or parking lots; or, as recreated natural water features and green spaces at intervals along a designated redevelopment corridor. This type of development will usually involve some restoration of natural features and functions. Many western US cities incorporate creek restorations and/or linear greenbelts into redevelopment projects.

A combination of development incentives, public parking, and street, trail, and infrastructure improvement projects supportive of the greenway would implement this growth supportive feature



Photo 31: Local Creek Restoration – Greenway-supported Development

### Trail, Urban Space and Natural Features

Urban amenities such as pocket parks, promenades, and mini-greenbelts create spaces for people in higher density residential areas and employment centers. They become destinations attracting residents, visitors, shoppers, and employers.

Urbanized areas like Midtown and Creekside Town Center area in Muldoon experience periodic flooding. Reclaiming natural channels and drainages raises land valuations and reduces flooding, icing, runoff, and improves habitat and aesthetics.

### *GSD-Facilities and Institutions*

The GSD overlay feature also addresses lands on public facility and institutional campuses. These areas include important wildlife habitat, buffers, greenbelt and trail connections, scenic values, or other recreation uses.

These lands are development reserves subject to owner institution jurisdictions. They are imperative to growth in order for the institution to carry out its mission serving the community. Future site-specific planning decisions will clarify the extent of facility development in these areas.

The GSD designation on institution and facility lands reflects natural open space as an alternative use should some of these areas be preserved or placed in public ownership.

The *Anchorage 2020* conceptual natural open space map<sup>2</sup> designated these areas for future open space planning actions. It is the intent of this plan to promote strategies that balance conservation with the owner institution's requisite objectives to grow.

Much of the GSD comprises certain tracts in Ted Stevens Anchorage International Airport. It also consists of tracts in Merrill Field Airport, Port of Anchorage, and greenbelts in the Alaska Railroad Ship Creek Terminal Reserve. Federal regulations apply to these transportation lands. Many of these areas are important wildlife habitats, development buffers, trail greenbelts, and other public assets.

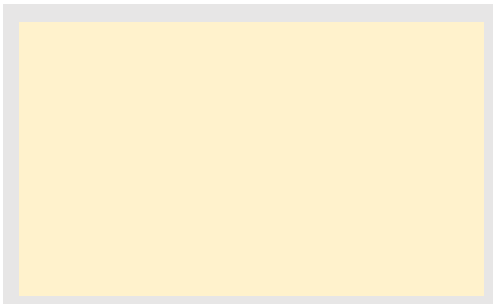
GSD overlay also characterizes the interconnected undeveloped lands in the northern UMED District. These development reserves contribute to ecological, scenic, wildlife, and recreational values for the Chester Creek watershed and for residents, employees, and students who use these lands. These reserves are addressed for long-term growth in the UMED District Plan and individual master plans of the institutions.

The land owner facilities and institutions have allowed public recreational use on many GSD

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<sup>2</sup> Updated by Map CI-7, Community Natural Assets, in Map Folio.

parcels, by formal agreement, land patents, subdivision, easement or permit. In many areas these formal mechanisms have expired although recreational access continues to be allowed. In all cases the primary use remains focused on the owner institution's needs and jurisdiction. Public access is subject to the owner facility's discretion. Open space recreational uses must be compatible with the owner facility operations and federal regulatory conditions.



GSD Photo Placeholder

Specific tracts of the Ted Stevens Anchorage International Airport are opportunity parcels for a possible land exchange or other mechanism that would resolve land use and ownership conflicts. These conflicts are outlined in *Anchorage 2020* and the *West Anchorage District Plan*. Some of the long term conflict resolution possibilities require public participation and ballot measures.

Within GSD areas, the boundaries between open space and public facility expansion will be established through area planning. Alternative means of preserving lands may include land exchanges, wetland banking, purchase, or easements.

Future growth within GSD areas will include careful assessment of the value of open space components relative to further developments. Open spaces may be reduced or re-shaped to accommodate program needs and facilities; however, losses should be minimized to those necessary to provide for development, and to be mitigated. Design elements for recreation, trail connections, and ecological benefits will be consistent with adopted plans, such as the *UMED District Plan* and *West Anchorage District Plan*.

### Traditional Neighborhood Design

This growth-supporting feature enhances existing urban patterns of development. These older urban neighborhoods and districts have a more highly interconnected street system, smaller block sizes, greater connectivity, and sidewalks. The Neighborhood Development Patterns map (see Map CC-1) in Appendix A identifies these parts of town as well as other neighborhoods with a more suburban or semi-rural character.

For an evolving market, traditional urban neighborhoods and the characteristics associated with them are desirable and expected to be sought in the future.

Neighborhoods such as South Addition, Fairview, Mountain View and share the same block grid of streets and alleys with Downtown. Other neighborhoods have a more relaxed and irregular street grid/alley pattern such as Government Hill, Airport

Heights, Rogers Park, and parts of Spenard and western Midtown.



Photo 32: South Addition Street Pattern

Some neighborhood plans have recognized these character areas and recommended that future infill and redevelopment occur in a compatible pattern. Downtown, Fairview, and Government Hill have recommended new overlay zones or zoning districts with urban guidelines that enhance the character of such areas.

Traditional Neighborhood Design facilitates compact development that reinforces these characteristics. It promotes policies, guidelines, and incentives that allow for and encourage new development and infrastructure (streets, sidewalks) to capitalize on this urban form. The shared infill design principles in Section 2.1 apply.

Changes may include alternative parking and driveway standards, and new overlay districts or form-based codes. Certain undeveloped tracts or redevelopment sites adjacent to existing urban neighborhoods area also included in this designation (See Section 3).



Photo 33: Spenard Street Pattern

## Residential Mixed-Use Development

This growth-supporting feature promotes medium to high density housing opportunities combined with commercial mixed-use retail, office, lodging, other services, and coordinated public infrastructure investments, to create a viable mixed-use neighborhood.

This feature is appropriate where it can facilitate revitalization in or near City Centers, University or Medical Centers, Town Centers, and Main Street Corridors served by transit and trails.

The goal of this feature is to retain and grow local housing capacity, not erode the residentially zoned land supply.

This growth-supporting feature allows an increase in density and scale of development over the base designation when coupled with transition features in building height and bulk to lower density neighborhoods.



Photo 34: Residential Mixed-use

Where it overlays Neighborhood Land Use Designations, this feature provides flexibility to integrate mixed-use into residential developments, while recommending minimum residential densities consistent with the underlying residential Designation.

Some Residential Mixed-use Development areas reflect adopted neighborhood or district plans, including the Downtown, Fairview, and East Anchorage plans.

Some of these designations are in existing residential zones. Here, residential units are required to be included at a minimum housing density (20 du/a in R-4 and R-4A; and 12 du/a in the R-3) to avoid loss of residential land base.

This includes, for example, multi-family zoned blocks of Fairview in the Gambell Street mixed-use corridor, multi-family zoned parcels along Piper Street south of UMED, and part of the Rangeview mobile home park near Creekside Town Center on Muldoon. Underutilized sites in non-residential zones include the DT-3 District

and sections of the Spenard B-3 corridor. These areas will continue to allow non-residential projects such as office/retail mixed-use, at a scale and intensity compatible with an urban living environment, while encouraging residential development through new incentives, partnerships, and infrastructure investments.

Where they overlay Centers or Main Street Corridors, these areas are encouraged to become mixed-use urban villages that include housing.

In all areas, buildings are street oriented with windows, entries, and balconies, and have strong pedestrian and bicycle connections with nearby neighborhoods, business districts, and amenities. Neighborhood parks, pedestrian streetscapes, and linkages should be provided as residential/mixed-use occurs. This urban design fosters efficient use of land with less traffic congestion or need for parking.

Zoning Districts: R-4A, RO; new DT-3 in Downtown;; new variation of R-3 zone; or potential overlay zoning. (See Section 3.)



Photo 35: Residential Mixed-use Higher Intensity



## 2.4 Other Map Features

### Major Streets

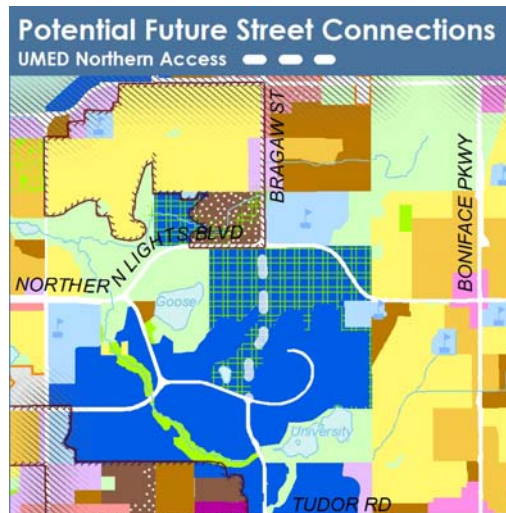
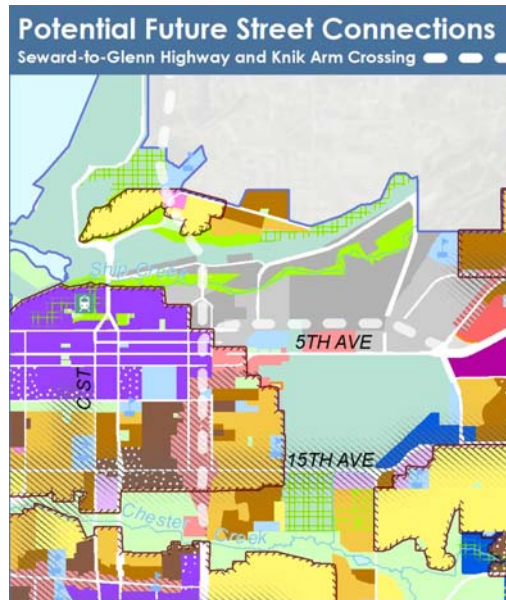
Future and existing major streets designated in Anchorage's 2035 *Metropolitan Transportation Plan (MTP)* appear in white on the Land Use Plan Map. This illustrates the relationship between future uses and the city's planned primary road network. It also shows the land area devoted to these rights-of-way. The right-of-way space includes the roadway itself, pedestrian sidewalks and pathways, and street or highway landscaping. The 2040 *LUP* does not predetermine specific future roadway alignments. It should be updated and amended to reflect future area-specific plans and transportation plans and projects.



Photo 36: Major Street

Three potential major street connections included in the 2035 *MTP*—for which the timing, funding, design, and alignment are not yet determined—are illustrative with white translucent dashed lines overlaid onto the 2040 *LUP* inset maps at right. The Seward-to-Glenn Highway connection and Knik Arm Crossing

appear on the first map; and the UMED Northern Access is shown on the second.



These proposed projects are illustrated in this Plan because of their potential impact on Anchorage's economic, development, and housing future. Planning and implementation will be required consistent with all adopted plans. Mitigation will be required pursuant to all federal regulations. The locations of these road projects on the insets are illustrative only.

### Lakes and Streams

Lakes and streams appear on the Land Use Plan Map as landmarks for visual orientation. They illustrate relationships between future intended land uses, such as open space and important water resources.

Due to map scale, not all smaller lakes, streams, and tributaries are shown. The Land Use Plan Map is not intended for use in determining the location of streams or stream protection setbacks.



Photo 37: Anchorage Stream

Photo 38: Bluebells



### **Land Use Plan Area Boundary**

The Plan Area Boundary depicts the extent of the land use planning area of the Land Use Plan Map.

Joint Base Elmendorf-Richardson, Fire Island, and lands of the State of Alaska in Chugach State Park and the Anchorage Coastal Wildlife Refuge are not subject to the *Anchorage 2040 Land Use Plan*. Certain inholdings of municipal and private land exist within the legislative boundary of the Anchorage Coastal Wildlife Refuge in the Bowl. These inholdings are subject to the *2040 LUP* planning area.

Areas outside of the Plan Area Boundary are subject to the overall municipal *Comprehensive Plan* as addressed in other plan elements and Title 21.

The Land Use Plan Area Boundary may change over time as a result of future land transfers, exchanges or agreements between the surrounding land management agencies, private landowners, or the Municipality. Changes to the boundary are processed as an amendment to the *2040 LUP*.

## Section 3 Action Strategies and Actions Checklist





### 3.1. Implementation Tools

Achieving the goals of the *2040 Anchorage Land Use Plan (2040 LUP)* requires sustained actions and decisions by many groups and individuals over many years. To implement the Plan, the Municipality and its partners will need to change certain regulations, permitting processes, and other practices. Partners include government agencies, utilities, neighborhoods, civic organizations, and the business community, as well as property owners and developers. The municipal Planning Department will coordinate many of these actions.

Section 3 identifies changes needed to implement the goals and policies presented in Sections 1 and 2. Section 3.1 identifies the implementation tools available to the Municipality. Section 3.2 recommends essential mechanisms, or key Strategies, that use the tools described in 3.1. Section 3.3 provides a specific **Actions Checklist**. The checklist outlines time frames and responsibilities for a range of Actions, which are illustrated in an *Actions Map* at the end of the section.

To ensure success with the *2040 LUP's* recommendations, status reviews and updates to the Actions Checklist are critical. Updates recognize Actions that have been completed or when an Action is found to be insufficient to accomplish its policy. In that case, the policy guidance still holds and an alternate Action should be found.

The primary tools that the Municipality uses to guide land use changes and implement this Plan include:

#### A. Zoning and Development Regulations

Zoning and subdivision regulations in Title 21 are the primary land use and development controls. Zoning and subdivision regulations apply three sets of rules to specific properties:

- The kinds of uses that are allowed;
- Form regulations, such as height and setbacks; and
- Site development regulations, such as parking and landscaping.

Subdivision regulations guide platting actions, lot patterns, and how particular parcels can be divided into two or more smaller parcels.

Title 21 regulations ensure development compatibility and provide for access, infrastructure, and safety.

Other development regulations include the building code, traffic engineering policies, and municipal Design Criteria Manual. Together, these shape the location, intensity, and physical character of development.

Administrative procedures for review and approval of proposed developments also influence land use patterns. The permitting process may be more intensive for conditional uses or exceptions. Projects that achieve city objectives may be expedited.

#### B. Capital Improvements

The Capital Improvement Program (CIP) and Transportation Improvement Program (TIP) are the two primary municipal planning and budgeting processes used to determine cost, timing, funding, and priorities of capital projects. The CIP and TIP span a six-year period. Other agencies, such as the Anchorage School District and the Alaska Department of Transportation and Public Facilities, have their own capital improvement planning processes.

Because of limited public dollars, the Municipality must balance infrastructure investment priorities with available revenues and funding. This Plan intends that future updates to the annual CIP be consistent with the priorities established in the *Comprehensive Plan*.

Aside from municipal funds, other capital project financing sources include Government Obligation Bonds, state and federal grants, leases, loans, or donations.

Functional plans provide specific direction for improvements to public facilities and services, such as transportation, trails, parks and recreation, and water and sewer systems. Facility planning guarantees there are adequate public facilities to serve existing and new development, reduce the cost of serving new development with public facilities, and ensure that these facilities will be in place when development occurs. The plans provide input into the annual Capital Improvement Program.

### C. Financing and Taxation

The Municipality may consider adopting financing and taxation policies that incentivize important uses that are difficult to finance, such as multiuse or multifamily buildings or industrial businesses. New incentives would support reinvestment in revitalization priority areas. Financial tools and incentives may include:

- Property tax abatements, where the current property tax rate is locked in for up to 10 years. This provides property tax relief and frees up funds to invest in property development. Tax deductions or tax credits may also be employed.
- Forgivable loans, loan guarantees, "below-market" interest rate loans, or in-kind benefits or grants.
- Low-interest loan funds for cleanup of contaminated (Brownfield) sites can return parcels to development-ready condition.
- "Land-based" taxation can allow properties with low-density uses, such as commercial parking lots or ministorage, to redevelop to higher-intensity uses in designated policy areas where usable land is at a premium.
- Payment-in-lieu-of-taxes agreements, such as with university or non-profit medical institutions not subject to local property tax, could contribute funds for municipal services through an agreement.

### D. Land Acquisition and Preparation

Land banks and development authorities specialize in the acquisition or management of land to achieve a public policy—such as natural area conservation, public land reserves, or conversion of foreclosed property into productive uses like housing.

The Anchorage Community Development Authority (ACDA) has the authority to acquire and amass vacant, underutilized, or compromised properties. Lot consolidations and municipal investment in public infrastructure can be used in tandem with other tools to facilitate redevelopment and catalyze new development in an area.

The Heritage Land Bank (HLB) and Real Estate Services are Divisions of the Real Estate Department. The HLB manages municipally owned real estate property and administers the tax-foreclosure process.

The Heritage Land Bank (HLB) manages and surpluses public land for new schools, parks, or other developments.

HLB is creating a wetland mitigation banking program where conservation easements are employed to preserve natural areas.

The two divisions in the Real Estate Department or other authority may administer Brownfield remediation programs that clean up and prepare contaminated vacant parcels constrained by cleanup costs.

### E. Coordination and Partnerships

Much of what Anchorage residents and businesses want for the future goes beyond what the Municipality can achieve on its own. Partnering with other entities is key to achieving the *Comprehensive Plan*.

Public-Private Partnerships provide cost-effective services or facilities for use by the partners and the general public. An example of this is a Business Improvement District (BID). BIDs are designated areas in which property and business owners assess themselves to collectively fund the district's maintenance or improvements.

Local Improvement District (LID) is another way to finance capital improvements that provide a special benefit to the properties within the LID boundary. The LID formation process leads to the sale of bonds and the retirement of those bonds via annual payments paid by the owners within the district. LID assessments become liens on the benefitted properties.

Other government agencies exercise land management controls that are not under the Municipality's direct jurisdiction. Nevertheless, this Plan constitutes the Municipality's public policy as to how state and federal land management agencies should conform to the *Comprehensive Plan*.

### 3.2. Essential Strategies

The *2040 LUP* presents several strategies as a means for accomplishing Anchorage’s desired land use goals.

**Strategies** are key mechanisms to carry out the *2040 Land Use Plan*. They provide details for how to meet the Goals and Policies of Section 1, and achieve the land uses in Section 2. Strategies are long-term engagements, implemented through **Actions**, which involve forming lasting partnerships among multiple organizations and the community.

**Actions** are the specific measures to carry out the Policies and Strategies. An individual Action is often part of a longer-term Strategy. Actions are short-term steps: Most have an identifiable end state after which the Action is considered complete. The Actions are presented in Section 3.3 Action Checklist. The following Strategies drive many of the Actions.

#### *Strategy 1: Phasing of Growth and Investment*

Phasing of new development and public infrastructure is integral to how the Plan Map is implemented. While this Plan guides growth to 2040, not all of that growth will occur everywhere all at once. Phasing and prioritization of limited public investments within key locations will help achieve community goals for housing and job growth.

The Municipality will balance its priorities to phase growth and infrastructure investments

over time. Phasing allows flexibility in how growth or public service upgrades occur.

Phasing applies specifically to growth supporting features on this Plan, such that only one or two Transit Supportive Development and Greenway-Supported Development corridors receive attention at any given time. The General order of phasing priority appears on the *Actions Map*.

If growth is slower than expected, phasing allows the city to see substantial progress in at least some mixed-use Centers, transit supportive development corridors, or new greenway corridors. The number of areas seeing improvement will be in synch with the rate of economic and population growth.

The strategy is to develop and implement phasing mechanisms and apply them across the various infrastructure entities.

#### *Strategy 2: Reinvestment Focus Areas*

One important phasing mechanism is the identification of Reinvestment Focus Areas (RFAs). RFAs direct infrastructure investments, incentives, and other Actions to catalyze infill and redevelopment in strategic areas. This will spur new compact housing and business investment within targeted urban centers, mixed-use corridors, industrial employment areas, and older neighborhoods. Investment in infrastructure may include a combination of streetscapes, sidewalks, drainage systems, utilities, parks, schools, and civic amenities, etc. These can be coordinated with incentives, such as tax

abatement, land assemblage incentives, or permit review assistance. Investment in a targeted manner in older neighborhoods and commercial areas will enhance quality of life and improve a neighborhood’s ability to attract and retain residents and businesses.

This strategy focuses public redevelopment efforts on a few neighborhoods or districts each year. It maintains these priorities until infrastructure or services are in place that support private investment. The focus then moves to another area in a phased manner.

Selection of RFAs should follow criteria that begin with the factors 1-10 at the end of Section 1.3, *Areas of Growth and Change*. In particular, RFAs exhibit the following characteristics from the Section 1.3 criteria to a high degree:

- Close proximity to major employment centers.
- Walkable to area shopping and attractions.
- Development-ready sites.
- Potential for additional housing.
- Interested land owners.
- Sufficient infrastructure capacity with cost effective public investment.
- Avoids natural hazards or big constraints.

In conformance with these criteria, RFAs should be areas of anticipated growth on the Growth and Change Map, and of compact housing or mixed-use on the *2040 Land Use Plan Map*.



In addition, an RFA demonstrates need, opportunity, and local support. It is in need of public-sector assistance to catalyze private-sector reinvestment. It is also an area of opportunity expected to give the greatest return on the public investment and incentives; producing more new housing, yielding greater economic development, and creating great places where people wish to live, work, and play.

This Plan identifies RFAs for a near-term focus of implementation and candidate RFAs for future prioritization. During the *2040 LUP* planning process, three RFAs rose to the top as initial priorities for implementation. The priority RFAs are depicted in dark purple on the *Actions Map* at the end of Section 3.

1. South Downtown Residential Mixed-use
2. Middle Spenard
3. West Fairview / Third Addition

Additional RFAs were identified which could become top priorities as phasing progresses. These candidate RFAs are depicted in a light purple on the *Actions Map*:

- Boniface / Riviera
- Denali Street Area / Fish Creek
- East Creekside Town Center
- Fireweed /Northern Lights
- Lower Ship Creek Mixed Use
- South Bragaw / Northern Lights
- South of Dowling / Seward Industrial
- South UMED Residential/Mixed-use
- Spenard Town Center

This Plan retains flexibility for the Municipality to add, remove, shift, or re-

prioritize the RFAs. The *2040 LUP* is intended to be a "living document," and its Strategies and Actions updated regularly as new opportunities and information arise. Therefore, the list of RFAs above and their locations and boundaries depicted on the *Actions Map* will be flexible.

RFAs can be implemented through small area plans that will include an infrastructure inventory, Return on Investment (ROI) analysis, and incentive identification. It may also include a development agreement, targeted area rezoning and other strategies of this section.

### ***Strategy 3: Infrastructure Financing and Provision***

This strategy identifies ways to finance and provide infrastructure improvements. It seeks to coordinate infrastructure planning and prioritize infrastructure investments that yield the greatest return on investment.

Infrastructure improvements retain or expand the capacity of streets, public parking, pedestrian facilities, public transit, schools, water and wastewater facilities, and other public infrastructure. These improvements are necessary to provide more housing and jobs in areas designated for infill and redevelopment.

Assisting in the financing or provision of new infrastructure needs to be balanced with the current infrastructure maintenance and safety obligations. As the Municipality and its partner agencies move forward it is important that an ROI analysis on

infrastructure investment options be performed to prioritize proposed projects.

Preparing an asset inventory of existing infrastructure conditions and capacity in areas intended for growth or revitalization will inform long term capital improvement programming.

The following funding methods are viable considerations for the Municipality:

*Infrastructure Financing:* Available in different forms including bonds, area-specific taxes, EPA Super funds, HUD, or privatization of some public services.

*Local Improvement District:* Allows public utilities to participate with willing property owners in the delivery and funding of infrastructure to targeted development areas.

*Business Improvement District:* Are designated areas in which property and business owners tax themselves to collectively fund maintenance or improvements in a district.

*Federal Grants:* Are available to help restore natural features, transit corridors, and make public health-related pedestrian improvements.

*Off-site Improvements Requirements:* Provide a more flexible and predictable formula for determining basic off-site improvements required of development projects. Reforms could create or enhance fee-in-lieu programs versus the current requirement to build off-site improvements.

*Development Agreements:* Development Agreements commit the Municipality to provide infrastructure and lock in the



development standards, providing certainty for both parties and enabling larger projects to be financially feasible.

**Strategy 4: Targeted Area Rezonings**

The 2040 LUP does not recommend a Bowl-wide rezoning to bring the municipal zoning map into compliance with the Plan. Instead, where existing zoning does not line up with the Land Use Plan designation, individual rezonings can occur over time, as property owners determine they are ready to develop, and, as the need arises.

However, the Municipality can expedite implementation of the Plan in priority areas, by initiating and carrying out "targeted area" rezonings with the support of the property owners. For example, a targeted area rezoning to residential mixed-use enables desired types of development in the Reinvestment Focus Areas where there are multiple property owners. Some RFAs may need platting assistance. This strategy can extend to targeted area re-plats as facilitated subdivision platting assistance for housing development in RFAs.

In other cases, the Municipality may support rezonings of industrial land to non-industrial because industrial is not consistent with how the area has developed.

The following are the justifications for a Targeted Area Rezone:

1. An area specified in Title 21 for additional analysis and potential rezoning.

2. 2040 LUP land use designation and existing zoning are inconsistent, especially within RFAs and Centers.
3. Rezone can further catalyze reinvestment and redevelopment in an area that has received recent public investments.

**Strategy 5: New Zoning Districts/Overlay Zones**

Recent *Comprehensive Plan* elements recommended making Title 21 more versatile and responsive to contemporary land use trends. They recommended innovative zoning districts designed to grow the city through compact development in the city's centers, compatible development in existing neighborhoods, and promoted key economic sectors.

Examples include the *West Anchorage District Plan's* recommended airport zoning, and the *Anchorage Downtown Comprehensive Plan's* recommendation for new zoning districts to address Downtown Central Business District (CBD) revitalization and mixed-use housing. Other neighborhood and district plans call for new overlay zones to encourage pedestrian-oriented mixed-use and neighborhood infill.

**Strategy 6: Infill Housing Development Regulations**

This strategy provides the means to amend Title 21, and other regulations to allow infill housing of many types, include design standards and address neighborhood compatibility.

It includes expanding provisions for innovative housing types, such as small-lot housing, accessory dwellings, and townhouses. It also includes increasing flexibility in some site development standards that can be obstacles to compact, walkable housing in policy priority areas. Specific examples include allowing parking reductions by-right, reduced traffic mitigation requirements, and reduced internal site drive aisle requirements near Downtown, in traditional urban neighborhood contexts, such as in Fairview or on transit supportive development corridors. Another forms of flexibility for development standards engineering design criteria for on-site utilities.

It also includes exploring compatible ways to allow additional units on small- to medium-sized lots near Town and City Centers, such as allowing an additional dwelling on a lot or an additional story, subject to building massing and step-back requirements.

The Actions Checklist includes a series of amendments to foster innovative infill housing projects that can fit into the neighborhood context. This Plan intends that this series of reforms include a public planning process.

**Strategy 7: Traded Sectors Industrial Site Availability and Readiness**

This strategy retains and attracts targeted industrial "traded sector" businesses, which provide well-documented economic benefits in Anchorage. It helps these uses find suitable sites and overcome obstacles to industrial development feasibility on these lands.

The strategy begins with identification of geographic clusters of key industrial uses and traded sectors, along with their supporting supply chain sectors. Outreach to these businesses then helps to identify their characteristic site needs. This informs an enhanced industrial land inventory and property database, to enable quick, informed response for municipal land use and business site decision-making needs for traded sectors.

The resulting information and public-private relationships can leverage more targeted, effective land use policies and decisions regarding key industrial areas. It also forms the basis for evolving an industrial development readiness program the second stage of this strategy. This program comprises fiscal tools and a "development-ready" site program to facilitate industrial development and redevelopment. These tools help overcome expensive obstacles to industrial development feasibility, as the available inventory of easily buildable industrial sites decreases over time.

Fiscal tools may include tax increment financing, property tax abatements, industrial bonds, property acquisition and sale. It can also include enhanced programs by which utilities may pay for up-front costs of extension and be repaid over time.

The "development-ready" site program will provide advance due diligence that verifies and "certifies" an industrial site is fully served with infrastructure, utilities, and has all potential development issues documented, enabling a user to begin construction within a

defined timeframe. As more of the development inventory consists of redevelopment sites, most vacated industrial sites will have uncertainty about contamination issues, and will qualify as "Brownfield" sites for federal programs and funding for due diligence through remediation if necessary.

#### ***Strategy 8: Special Study Areas/Small Area Plan***

*Special Study Areas* are locations where additional study and analysis are needed to refine the land use designation boundaries, and local planning implementation actions. Some areas have been identified through adopted neighborhood and district plans. Others will help implement RFAs.

Examples include North Muldoon corridor, Fairview's Gambell Street corridor, and the 3500 Tudor Road Master Plan redevelopment area.

Until such time as new land use designations are adopted, existing policies and regulations apply to these areas.

*Small Area Plan* is a planning tool to evaluate and propose land uses or residential density changes to priority areas of the Bowl. These plans can resolve conflicts related to development and growth and direct private and public investment. The plans cover several geographic scales—large parcels, a small neighborhood, or part of a street corridor. Small Area Plans encompass a specific boundary that has a cohesive set of existing or desired future characteristics.

This type of planning works as a partnership between the Municipality, its residents, businesses, builders, and developers and includes a public process.

#### ***Strategy 9: Development Permitting Assistance***

This Plan recommends several improvements to the municipal development permit review process.

One strategy is to create a "Project Review Management Service" to help applicants navigate the permit review process if their proposals meet certain criteria. This service would be available to development proposals that achieve certain objectives of the *Comprehensive Plan*, such as workforce housing, compact housing types, adaptive reuse of older structures, or industrial "traded sector" businesses. It could serve projects with challenging site conditions (e.g., floodplain, slope, or wetlands), complex reviews, or phased permits.

Under the Project Review Management Service, a project manager would be assigned to a project's review process. The service would assist the applicant in understanding municipal requirements and identifying issues up front, enabling them to submit complete applications and avoid delays. It also facilitates interagency reviews.

This program could also prioritize development application processing in designated Centers, such as Downtown, and in the Revitalization Focus areas.

This Strategy will require the Municipality to determine and provide the necessary resources, and to weigh the costs for delivery, as well as impacts to existing permit processes.

***Strategy 10: Systematic Monitoring and Amendment of this Plan***

Planning is a process that continues beyond the production of a document. It includes monitoring urban conditions, collecting data on changes over time, and making adjustments to a plan as the need arises.

Like the rest of the *Comprehensive Plan*, the 2040 LUP is "living document." It should be updated based on performance indicators and new information as the city evolves and responds to new circumstances.

Monitoring and periodic assessment of the *Comprehensive Plan* is how the Municipality and public can best measure progress, successes, and challenges in achieving its goals. Performance measures monitor progress toward achieving community goals and provide a basis for periodic plan updates or improvements.

This Strategy requires the creation of new performance measures. Development of a key indicators list will provide measurable insight about progress on key land use issues—e.g., housing production and affordability—that are addressed by this Plan. Regular reports on these indicators can help the public and elected officials judge the effectiveness of the Plan and the Municipality's Strategies and Actions to implement it. The Planning Department is the agency responsible for periodic assessment of

the progress being made toward achieving the *Comprehensive Plan*.

The Municipality may also consider *Land Use Plan Map* amendments concurrently with associated development proposals. A rezoning that deviates from the 2040 LUP may be appropriate if it demonstrates community-wide benefits or responds to new issues, needs, or opportunities not addressed in the *Comprehensive Plan*. Such a rezoning should demonstrate consistency with the Goals and Policies of 2040 LUP, and should not set precedents or pose long-term effects that run contrary to the Plan.

Land use decisions, such as rezonings, facility site selections, and area-specific plans, that deviate from the *Land Use Plan Map* should be accompanied by a concurrent amendment to the *Anchorage 2040 Land Use Plan*. This is essential for the *Comprehensive Plan* to remain current and useful as a policy guide. It maintains alignment between land use decisions and *Comprehensive Plan* elements and addresses potential impacts on other parts the community.

### 3.3. Actions Checklist

The Actions Checklist identifies the specific Actions to achieve the *Land Use Plan Map*.

Two tables follow:

**Table 3** is the key to the terms and acronyms used in the Actions Checklist.

**Table 4** is the Actions Checklist identifying the specific Actions to achieve the *Land Use Plan Map*.

The Actions Checklist assigns Action items to responsible agencies and gives each a time frame. It makes clear ties to other Strategies and whether the Action requires capital funds. An "Actions Map" following the tables shows the location of key Actions.

Actions are specific tasks to carry out the Goals and Strategies of this Plan. They identify particular programs, regulations, funding needs, or partnerships.

The 2040 LUP is structured so that the Action Checklist will be updated periodically as implementation occurs. Through the plan monitoring and assessment process, Actions can be removed if accomplished or if deemed infeasible. If necessary, the Municipality would seek alternative ways of accomplishing a Policy.

The Actions Checklist table is structured around the 10 Goals identified in Section 1. Actions under each Goal are prioritized by time frame, with nearer-term Actions first.

**Table 3. Key to Time Frames and Implementers in Actions Checklist**

#### Time Frame

Indicates whether the action should occur in the short term, medium term, long term, or is ongoing.

Term	Description
Now	Immediate: at time of or within several months after adoption of Land Use Plan Map
1 - 3	Short term: within 1 to 3 years of Land Use Plan Map adoption
4 - 6	Medium term: within 4 to 6 years of adoption
7 - 10	Long term: within 7 to 10 years of adoption until next update of Land Use Plan Map
Ongoing	Ongoing: continuous; no predetermined start or end; to be worked on for foreseeable future.

#### Agencies

Lists the municipal departments and other agencies or groups that will lead or participate as implementors of the action.

Municipal Agencies	Description
ACDA	Anchorage Community Development Authority
ASD	Anchorage School District
AWWU	Anchorage Water and Wastewater Utility
DevServ	Development Services Department
DHHS	Department of Health and Human Services
Finance	Finance Department
GIS	Graphic Information and Data Center
HLB/RED	Heritage Land Bank/Real Estate Development
OECD	Office of Economic and Community Development
OMB	Office of Management and Budget
PA	Property Appraisal Department
Parks	Parks and Recreation Department
Planning	Planning Department
Planning-AMATS	Planning Department - Transportation Planning Division
PM&E	Project Management & Engineering Department
Traffic	Traffic Engineering Department
Transit	Public Transportation Department

Other Partners	Description
ADOT	Alaska Department of Transportation & Public Facilities
AEDC	Anchorage Economic Development Corporation
Airports	Airports, including TSAIA, Merrill Field, and JBER
CEA	Chugach Electric
PRIV	Private Sector (includes Developers, Property Owners, Neighborhood Groups, Non-profits)
SOA	State of Alaska
Railroad	Alaska Railroad Corporation
TSAIA	Ted Stevens Anchorage International Airport
Utilities	Utilities, generally including AWWU, ML&P, CEA, Enstar, etc.

**Table 3. Key to Plans and Studies and Capital Funding Requirements**
**Plans and Studies**

Lists adopted plans or studies with policies, strategies, or implementation actions that directly relate to the action.

Comprehensive Plans	Description
AB Comp Plan	Anchorage Bowl Comprehensive Plan (Anchorage 2020)
Area-specific Plans	Description
DTP	Anchorage Downtown Comprehensive Plan
EADP	East Anchorage District Plan
FV	Fairview Neighborhood Plan
FNB	Far North Bicentennial Park Plan
GH	Government Hill Neighborhood Plan
HDP	Hillside District Plan
MV	Mountain View Targeted Neighborhood Plan
SC	Ship Creek/Waterfront Land Use Plan
Tu35	3500 Tudor Road Master Plan
UMED	UMED District Plan
WADP	West Anchorage District Plan
Functional Plans	Description
AWMP	Anchorage Wetlands Management Plan
AW/WP	Anchorage Water and/or Wastewater Master Plan
BIKE	Anchorage Bicycle Plan
HCDP	Consolidated Housing and Community Development Plan
MTP	Metropolitan Transportation Plan
ONHPP	Original Neighborhoods Historic Preservation Plan
OSHP	Official Streets and Highways Plan
PARK	Anchorage Bowl Park, Natural Resource, and Recreation Facility Plan
PED	Anchorage Pedestrian Plan
TRAIL	Areawide Trails Plan
WATER	Watershed Plans (Little Campbell Creek or Chester Creek)
Other Documents	Description
AMP	Airport Master Plans (TSAIA or Merrill Field)
CLA	Anchorage Commercial Lands Assessment (2012)
DCM	Municipal Design Criteria Manual
HMA	Anchorage Housing Market Analysis (2012)
ILA	Anchorage Industrial Lands Assessment (2015)
Seismic	Anchorage Seismic Risk Assessment Report (2010)
TSR	Anchorage Traded Sectors Analysis (2016)

**Capital Funding Needs**

Term	Description
\$	Dollar sign symbol indicates that the Action requires capital funds, such as from the Capital Improvements Program, Transportation Improvement Program, or other source.

Each Action contains three main parts:

- **Action Statement:** This statement provides what each Action is intended to accomplish. Some statements are simple, while others provide more detail and guidance. Each Action requires further work and analyses as part of its implementation. The dollar sign icon to the right of the action statement denotes whether the Action requires capital funds.
- **Implementers:** This identifies the agencies and partners most likely to carry out the Action. Responsibility for implementing most Actions rests with municipal departments and involve multiple departments to mobilize expertise across the Municipality. In some cases, the Action can be partly or entirely managed within the private- or non-profit sector.
- Where more than one implementer is specified, the first to be listed is the lead agency, with subsequent participants in a supporting role.
- **Time Frame:** This indicates when the Action should occur in the short term, medium term, or long term, or if it is ongoing. Time frames are general and depend on resources and community support.

In addition, the last column for each Action identifies other adopted municipal plans and studies that have policies, strategies, or implementation that directly relate to the Action.



**Table 4: Actions Checklist**

#	Action	Responsible Agency	Time Frame	\$	Related Plans and Studies
<b>Goal 1</b>	<b>Anchorage achieves residential and commercial growth that improves community resiliency and citizens' quality of life by supporting their vision for the future.</b>				
1-1	Prepare, maintain, and publish a land use and buildable lands inventory database, development and demographic trends, and environmental conditions data.	GIS, Planning, HLB, DevServ, PA, PRIV, ASD, AEDC	Now/Ongoing		HMA, CLA, ILA
1-2	Identify key indicators of progress on issues addressed by the 2040 LUP, monitor progress, and report on those indicators on a regular basis. Integrate progress monitoring of Comprehensive Plan elements, including functional (e.g., Bike Plan) and area-specific plans.	Planning, OECD, PRIV	Now/Ongoing		
1-3	Initiate a complete revision of the Anchorage Bowl--Anchorage 2020 Comprehensive Plan.	Planning	1-3	\$	
<b>Goal 2</b>	<b>Infill and redevelopment meets the housing and employment needs of residents and businesses in Anchorage.</b>	Actions 1-1, 2-5, 5-3, 6-1, 6-2, and 6-4 in other sections of this table are also integral to this Goal.			
2-1	Adopt and apply economic development tools to catalyze growth and redevelopment.	Planning, ACDA, OECD	Now	\$	DTP, EADP, FV, UMED, WADP
2-2	Coordinate with agencies and partners to establish criteria and the public/private partnership framework for the Reinvestment Focus Areas (RFAs). Identify a range of public investments, fiscal incentives, and other tools, and how they may be coordinated.	OECD, Planning, PRIV, utilities, PM&E, Parks, ASD, ACDA, SOA, Transit.	Now		
2-3	Implement the priority RFAs as established in Section 3.2 of this Plan.	OECD, Planning, utilities, Traffic, Transit, ADOT, PM&E, Parks,	1-3	\$	AB Comp Plan, DTP, WADP, FV
2-4	Revise state laws to expand municipal tax incentive tools for economic development.	OECD, ACDA, SOA	1-3		AB Comp Plan, FV
2-5	Implement a Project Review Management Service to help applicants navigate the permitting process for priority 2040 LUP projects, such as compact housing and adaptive reuse of older buildings, and developments in reinvestment focus areas.	Planning, DevServ, Traffic	1-3	\$	AB Comp Plan, HMA, ILA

Table 4: Actions Checklist

#	Action	Responsible Agency	Time Frame	\$	Related Plans and Studies
2-6	Adopt a medium-density residential district that allows mixed-use commercial in an integrated neighborhood setting. Require projects to meet or exceed an established minimum housing density. Promote mixed-use compatible with the surrounding neighborhood.	Planning	1-3		EADP
2-7	Adopt and apply an adaptive reuse ordinance to promote reuse of older structures, consistent with life safety standards.	Planning, DevServ, Traffic	4-6		4NHPP
<b>Goal 3</b>	<b>Mixed-use, walkable commercial centers and corridors thrive within their neighborhood context, offer housing affordable to a range of incomes, and enable business growth.</b>	Actions 2-1 to 2-6, 4-2, 5-1 to 5-3, and 6-1 to 6-5 are also integral to this Goal.			
3-1	Simplify zoning regulations for mixed-use projects relative to commercial or other projects.	Planning	1-3		AB Comp Plan, UMED, FV, MV, DTP, EADP
3-2	Amend Title 21 to reformat the B-2A, B-2B, and B-2C downtown zoning district regulations from the old Title 21 to include in current Title 21, and incorporate limited substantive revisions to these regulations that will assist implementation of Downtown Plan in the near term.	Planning, OECD, PRIV	1-3		DTP
3-3	Adopt a seismic hazard mitigation overlay zone.	Planning	1-3		AB Comp Plan, DTP, Seismic
3-4	Establish incentives for stand-alone housing projects that meet or exceed a required minimum housing density in Town and City Centers.	Planning	1-3		Title 21
3-5	Revise the Title 21 Commercial Center Overlay zoning district to more effectively implement and apply to Neighborhood Centers, Town Centers, and Main Streets.	Planning	4-6		AB Comp Plan, FV, GH, UMED, MV, EADP, WADP
3-6	Complete a comprehensive update to the downtown zoning regulations, establishing new DT districts, as part of a targeted plan review and update to Downtown Plan with an analytical report of issues and conditions.	Planning, OECD, PRIV	4-6	\$	DTP
<b>Goal 4</b>	<b>Anchorage's neighborhoods provide a range of places to live, meeting the housing needs of residents at all income levels, household sizes, interests, ages, abilities, and races and ethnicities.</b>	Actions 1-1, 2-1 to 2-5, 5-3, 6-1, 6-2, and 7-2 to 7-4 are also integral to this Goal.			
4-1	Expand regulatory user guidance / assistance materials for residential uses, including for ADUs and other desired use types.	Planning, DevServ	Now; Ongoing		HMA



**Table 4: Actions Checklist**

#	Action	Responsible Agency	Time Frame	\$	Related Plans and Studies
4-2	Facilitate a Targeted Area Rezoning in the vicinity of Middle Spenard Reinvestment Focus Area, with coordinated targeted area re-platting assistance or small area plans on some portions.	Planning, PRIV, Planning-AMATS	Now	\$	
4-3	Amend Title 21 to allow parking reductions by-right for residential uses; offer greater reductions in RFAs and other key development areas.	Planning, Traffic	Now		
4-4	Amend Title 21 to allow compact housing on R-2M or R-3 zoned lots near designated Centers. May include increased height or allowed units per lot, subject to additional urban design and neighborhood compatibility standards. Determine appropriate measures through a public process.	Planning	1-3		AB Comp Plan, EADP
4-5	Review site and utility engineering design criteria for infill housing and explore amendments to standards and procedures to reduce infrastructure costs while preserving safety and engineering objectives.	OECD, PM&E, utilities, Traffic, DevServ, Planning	1-3	\$	DCM, HMA
4-6	Amend Title 21 and other regulations for internal site circulation for vehicles, parking courtyards, and private lanes for compact infill housing.	Planning, Traffic, PM&E	1-3		HMA
4-7	Amend Title 21 to expand provisions allowing Small-Lot Housing on lots smaller than 6,000 sq. ft., subject to compatibility standards.	Planning, DevServ, PRIV, AWWU	1-3		AB Comp Plan, HMA
4-8	Amend Title 21 to ease current restrictions that currently deter compact housing types, such as ADUs and townhouses.	Planning, DevServ, PRIV, AWWU	1-3		HMA
4-9	Research and pre-approve housing construction plans that specifically promote desired new forms of compact housing development for walkable infill neighborhood contexts. Review existing municipally pre-approved plans to determine forms of housing that may be more appropriate to pre-approve primarily in suburban contexts, and replace those with pre-approved variations more appropriate in urban neighborhood environments.	OECD, DevServ, PRIV, Planning	4-6	\$	AB Comp Plan, FV
4-10	Require minimum densities for new single-family in multifamily zones in areas that are near Town and City Centers and are designated for public infrastructure investment or incentives for housing, such as Reinvestment Focus Area.	Planning	4-6		AB Comp Plan
4-11	Prepare and implement a 3500 Tudor mixed-use small area plan.	Planning, HLB, Transit, PM&E, PRIV, ADOT, ASD	4-6	\$	Tu35, EADP, UMED, HMA
4-12	Update the 2012 Anchorage Housing Market Analysis including market trends, forecast housing needs.	Planning, AEDC	4-6	\$	HMA

Table 4: Actions Checklist

#	Action	Responsible Agency	Time Frame	\$	Related Plans and Studies
4-13	Adopt a housing impact mitigation program to ensure that any losses of housing units or residential land to rezonings or ROW acquisitions are offset by additions in an appropriate location.	Planning, PRIV	4-6	\$	AB Comp Plan, HMA
<b>Goal 5</b>	<b>Coordinated and targeted infrastructure investments catalyze new growth, provide an acceptable return on investment, and equitably improve safety and quality of life.</b>	Actions 2-2, 2-3, and 6-1, 6-2, 6-4, 8-1, 8-2, 8-7, and 8-9 are also integral to this Goal.			
5-1	Refine the criteria used for the review of capital projects to be included in the CIP to promote implementation of the capital priorities identified in 2040 LUP, functional plans, neighborhood and district plans.	PM&E, OECD, Finance, Planning, Parks	Now		
5-2	Develop and incorporate a method for estimating and including Return on Investment (ROI) in criteria used to prioritize capital projects in the CIP, TIP, and other programs within RFAs.	Finance, PM&E, ACDA	1-3		EADP, DTP
5-3	Develop an updatable asset inventory of the condition and capacity of Anchorage's infrastructure, including water, sewer, storm water, roads, alleys, sidewalks, public transit, schools, and energy utilities--especially in areas designated for growth.	OECD, AWWU, PM&E, Traffic, ADOT, Utilities, Planning, ASD.	1-3		??
5-4	Develop an enhanced measure of school facility capacity relative to forecast/designated growth, as a means to coordinate planning for future school facility needs with land use planning and allocation of future growth.	ASD, Planning	1-3		
5-5	Expand existing programs by which AWWU may finance or provide infrastructure ahead of development within the water and waste water service area, to include reimbursement of AWWU costs.	AWWU, OECD, SOA	1-3	\$	HMA
5-6	Evaluate parameters and feasibility of a storm water utility, to address management and maintenance of storm water pipe infrastructure and runoff drainage problems.	OECD, PM&E	4-6	\$	HDP
<b>Goal 6</b>	<b>Anchorage coordinates transportation and land use to provide safe, efficient, and affordable travel choices.</b>				
6-1	Coordinate with agency partners to develop a working list of additional local and collector street connections, intersection and access improvements, and pedestrian connections that are needed to support infill and redevelopment in neighborhoods, centers, and corridors targetted to experience growth and change, such as along Lake Otis and Tudor near the UMED District.	Planning-AMATS, Traffic, PM&E, ADOT, Transit	1-3	\$	DCM, DTP, OSHP

Table 4: Actions Checklist

#	Action	Responsible Agency	Time Frame	\$	Related Plans and Studies
6-2	Adopt a policy and municipal street design criteria for "Complete Streets" and urban and mixed-use Street Typologies to serve all users and reflect adjacent land use patterns. Apply these in priority Reinvestment Focus Areas.	PM&E, Traffic, Planning-AMATS, Transit, ADOT	1-3		AB Comp Plan, OSHP,DTP,FV, GH,EADP,DCM
6-3	Adopt a Transit-Supportive Development Corridor/Transit-Oriented Development implementation plan.	Planning-AMATS, Transit, Traffic	1-3	\$	AB Comp Plan, MTP
6-4	Adopt a Street Typology map and a procedure for determining typologies as part of individual street improvement projects as an update to the OS&HP and as part of area-specific plans.	Planning-AMATS, PM&E, ADOT, Traffic, Transit	4-6		OSHP,DTP
6-5	Adopt a Transit-Oriented Development (TOD) overlay to support and regulate TOD uses, necessary infill intensities, and related projects.	Planning-AMATS, Traffic, Transit	4-6		AB Comp Plan
<b>Goal 7</b>	<b>Infill development is compatible with the valued characteristics of surrounding properties and neighborhoods.</b>	Actions 4-9, 4-13, 6-1, 6-2, 6-4,10-3, and 10-4 are also integral to this Goal.			
7-1	Adopt and incorporate neighborhood buffering standards in Airport Management District (see Action 10-1) in accordance with WADP.	Planning, TSAIA	Now		WADP
7-2	Incorporate neighborhood compatibility standards in compact housing amendments in Actions 3-4, 4-3, 4-4, 4-6, 4-7, and 4-8.	Planning, PRIV	Now, 1-3		AB Comp Plan, FV, GH
7-3	Adopt compatibility criteria in the Economic Development Tools and other incentives to ensure consistency with the 2040 LUP.	Planning, ACDA, HLB/RED, OECD	1-3		AB Comp Plan, FVNP, GHNP
7-4	Adopt a Traditional Neighborhood Design zoning district or overlay zone for urban neighborhoods, which reflects adopted plans. Incorporate "form based" regulations and structure the code to accommodate neighborhood differences and characteristics.	Planning	1-3		FV, 4NHPP, GH, MV, UMED
7-5	Adopt a Hillside Conservation Subdivision ordinance.	Planning, DevServ, PRIV	4-6		HDP
7-6	Identify development standards and incentives to mitigate impacts to wildlife near wildlife habitats.	Planning	7-10		AB Comp Plan,UMED, HDP
<b>Goal 8</b>	<b>Anchorage maintains, improves, and strategically expands parks, greenbelts, and trail corridors to enhance land values, public access, neighborhoods, and mixed-use centers.</b>	Actions 5-3, 6-1, and 10-4 are also integral to this Goal.			
8-1	Pursue state and federal grants and bonding to fund restoration or aquisition of creek corridors and wetlands.	PM&E, Planning	Ongoing	\$	Watershed, AWMP
8-2	Establish a municipal wetlands bank employing conservation easements.	HLB	1-3		AWMP, HLB Plan



Table 4: Actions Checklist

#	Action	Responsible Agency	Time Frame	\$	Related Plans and Studies
8-3	Adopt stream protection setbacks in Title 21.	Planning, PM&E	1-3		AWMP, AB Comp Plan, HDP
8-4	Conduct housekeeping rezone of dedicated parks to PR district, and some T-zoned lands to PLI.	Planning, HLB, Parks,	1-3		Park
8-5	Expand the Anchorage Parks and Recreation Service Area, consistent with the HDP, to include the entire Anchorage Bowl.	Parks, Planning	1-3		HDP, Parks Plan
8-6	Prepare a Small Area Plan for the block between 100th Avenue, Minnesota Drive, and C Street to integrate the open space and future development in a cohesive land use pattern across the public and private parcels.	Planning, Parks, HLB, PRIV	1-3	\$	
8-7	Update the Anchorage Bowl Parks Plan and include analyses of designated infill and redevelopment areas and underserved neighborhoods to pursue methods to resolve park and natural area deficiencies. Address viewshed assessment protection in the plan.	Planning, Parks, HLB, AWWU, ADOT	4-6	\$	Park, DTP, FV
8-8	Determine which municipal parks are not dedicated parks for potential nomination to full dedication status.	Planning, HLB, Parks, Legal	4-6		
8-9	Conduct valuation and ecological studies of the natural economy of Anchorage's ecosystem to determine current watershed and wetland functions, economic value, and land use development impacts.	PM&E, Planning, AWWU, PA	4-6	\$	AB Comp Plan, UMED
<b>Goal 9</b>	<b>A sufficient, predictable, and strategically located land supply allows Anchorage's industrial employment sectors to thrive, protected from non-industrial uses that might displace them.</b>	Actions 1-1, 2-1, 2-4, 2-5, 5-1 to 5-3, and 10-1 are also integral to this Goal.			
9-1	Designate TSAIA land on Raspberry Road for airport/logistics industry use as part of Action 10-1 to create an airport zoning district.	Planning, TSAIA, OECD, PRIV	Now		WADP, ILA
9-2	Facilitate a Targeted Area Rezoning of selected south "C" Street I-2 zoned lands to B-3, PCD, and I-1 as a prerequisite to implementing industrial use protections in the I-2 district.	Planning, PRIV	Now		ILA
9-3	Facilitate a Targeted Area Rezoning of selected Abbott Town Center I-2 zoned lands to B-3 and I-1, as a prerequisite to implement industrial use protections in the I-2 district.	Planning, PRIV	Now		AB Comp Plan, ILA
9-4	Expand allowances for technical/professional service offices in the I-1 zone and with fewer limits in I-2. This may include expanding allowances for medical services.	Planning	1-3		ILA

Table 4: Actions Checklist

#	Action	Responsible Agency	Time Frame	\$	Related Plans and Studies
9-5	Amend Title 21 commercial allowed use entitlements in the industrial zoning districts in consideration of findings of the 2015 ILA. This may include easing restrictions on some non-industrial uses and other supportive uses found in I zones, while increasing limitations on uses found problematic in the ILA. Clarify industrial sector allowed use categories in Title 21 to reflect Anchorage industrial land use patterns and business trends.	Planning	1-3		ILA, CLA, TSR
9-6	Identify geographic clusters of industrial traded sector uses along with their supply chain sectors. Determine the characteristic site needs of these sectors. Recommend priorities to protect, incentivize, and support these sectors into the future.	Planning, AEDC, PRIV	1-3	\$	ILA, TSR
9-7	Create an industrial readiness program for industrial traded sector uses, which comprises fiscal incentives and a development-ready site program.	Planning, AEDC, PRIV, HLB/RED, ACDA, OECD	4-6	\$	
9-8	Determine methods to upgrade/extend public utilities/roads to targeted industrial lands in Anchorage Bowl.	AWWU, PM&E, ACDA	4-6	\$	ILA
9-9	Allow innovative forms of "Live-work" industrial mixed use in parts of Downtown, Ship Creek, etc.	Planning	4-6		DTP
9-10	Expand Brownfield remediation assistance programs for industrial reuse by "traded sector" firms. Apply for loans and grant incentives to expand Brownfield remediation programs.	HLB/RED, ACDA, SOA	7-10	\$	DTP, ILA, HLB Plan
Goal 10	<b>The community supports its anchor institutions and facilities and recognizes the important local and statewide benefits they provide, while mitigating adverse impacts associated with development and locational expansion.</b>	Actions 6-1 and 7-1 are also integral to this Goal.			
10-1	Adopt an Airport lands zoning district that combines multiple zoning districts at TSAIA. Incorporate actions 7-1 and 9-1.	Planning, TSAIA	NOW		WADP, AMP
10-2	Resolve land use issues to encourage mixed use in UMED villages and at the interface of community and UMED District (Lake Otis/36th; Tudor Center).	Planning, Institutions, Private Owners	1-3		UMED
10-3	Develop airport interface compatibility overlay zone for areas next to TSAIA, Merrill Field, and JBER, to address noise, runway protection zones, public safety, and airport special functions.	Planning, Airports, DevServ	4-6		WADP, MV, FV
10-4	Resolve land use, ownership, and open space conflicts around TSAIA.	Planning, HLB, TSAIA, PRIV	7-10	\$	WADP, AMP

## Actions Map

The "Actions Map" at right illustrates the location of some key Actions from the Actions Checklist and shows their spatial relationships.

The map shows the approximate locations of the candidate Reinvestment Focus Area (RFAs) discussed in Section 3.2. Multiple action items in the Actions Checklist refer to RFAs.

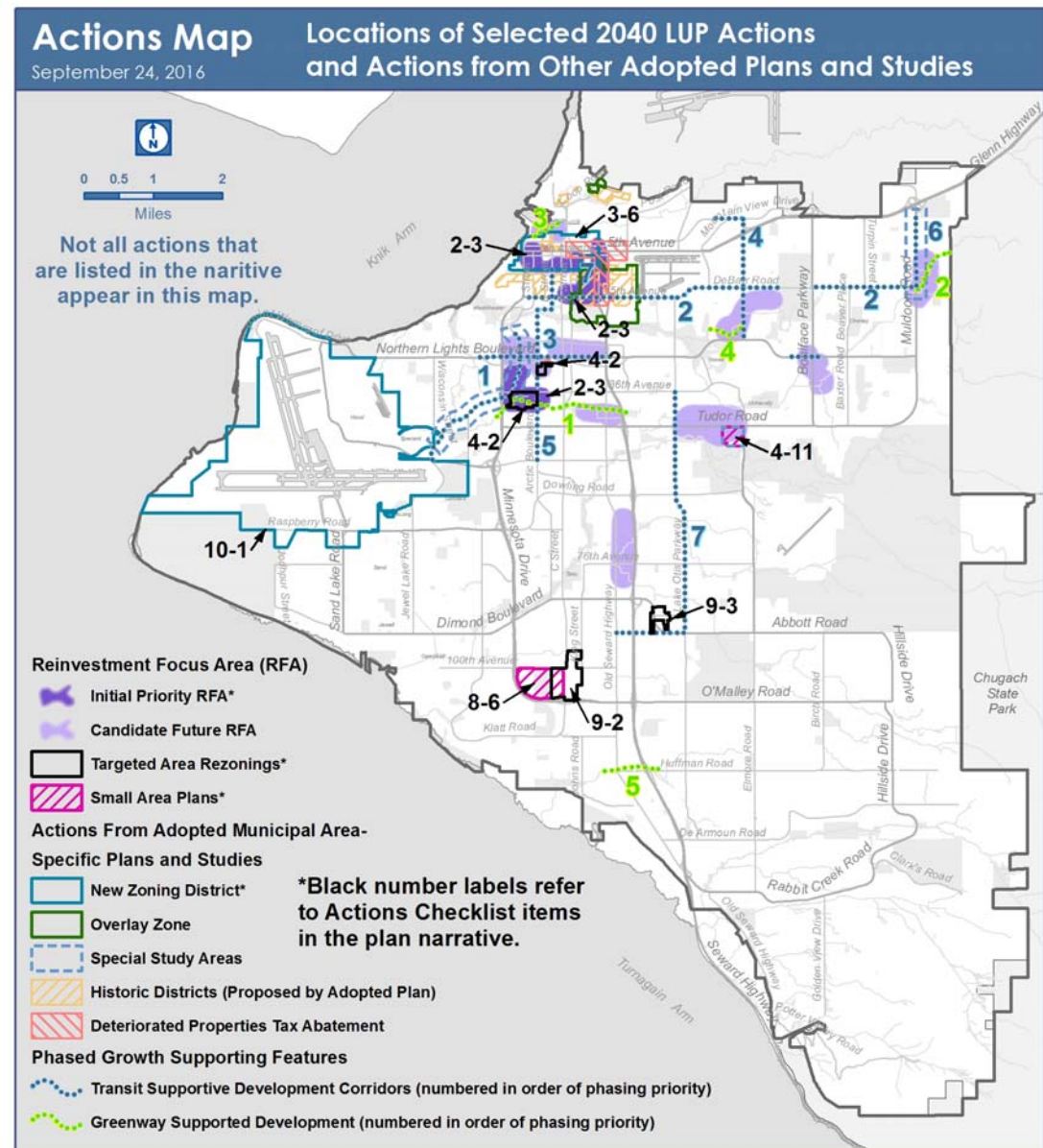
It also shows the locations of Targeted Area Rezoning specified in the Actions Checklist. The number labels on the map correspond to the action number of each Targeted Area Rezoning in the Actions Checklist.

Some action items that reflect adopted neighborhood and district plans also appear on the *Actions Map*. These include new zoning districts, overlay zones, special study areas, and proposed historic districts from the area-specific plans.

Three areas designated by the Municipality for tax abatement are shown in red. Two of these appear as red dots (one on 4<sup>th</sup> Avenue and one on Northern Lights Boulevard) because of their small size.

Lastly, the map illustrates the location and phasing priority of the Transit Supportive Development Corridors and Greenway Supported Development, as discussed in this Plan.

A larger-scale version of the *Actions Map* will be available on the *Anchorage 2040 Land Use Plan* web page and the Map Gallery.



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