

ANCHORAGE, ALASKA
AO No. 2009-104

1 AN ORDINANCE AMENDING ANCHORAGE MUNICIPAL CODE SECTION
2 21.05.030C., THE CHUGIAK-EAGLE RIVER-EKLUTNA PORTION OF THE
3 MUNICIPALITY OF ANCHORAGE COMPREHENSIVE PLAN, TO ADOPT THE
4 CHUGIAK-EAGLE RIVER SITE SPECIFIC LAND USE PLAN.
5
6

7 THE ANCHORAGE ASSEMBLY ORDAINS:
8

9 **Section 1.** The Chugiak-Eagle River-Eklutna element of the Municipality of Anchorage
10 Comprehensive Plan is amended to adopt the Chugiak-Eagle River Site-Specific Land Use
11 Plan, dated January 2009, incorporated by reference herein and submitted to the Anchorage
12 Assembly herewith, and further incorporating the revisions to the plan as recommended by the
13 Planning and Zoning Commission in Resolution No. 2009-026 (**Appendix B**), **except as**
14 **provided herein.**
15

16 **Section 2.** The adoption of the Chugiak-Eagle River Site Specific Land Use Study as an
17 element of the Chugiak-Eagle River-Eklutna Comprehensive Plan satisfies the requirement
18 that Heritage Land Bank disposals require a site specific land use study per Anchorage
19 Municipal Code 25.40.025C.
20

21 **Section 3.** Anchorage Municipal Code subsection 21.05.030C. is amended to read as
22 follows (*the remainder of the section is not affected, and therefore not set out*):
23

24 **21.05.030 Elements**
25

26 The comprehensive plan consists of the following elements, which are
27 incorporated into this chapter by reference. While they may be valid planning
28 tools, plans or other elements that are not listed below or incorporated into the
29 comprehensive plan elsewhere in this Code are not official elements of the
30 comprehensive plan. If elements of the comprehensive plan conflict, the
31 element most recently adopted shall govern.
32

33 *** **

34 C. *Chugiak, Eagle River, Eklutna*
35

- 36 1. Chugiak-Eagle River Comprehensive Plan, January 1993;
37 amended by Alternative 1 of HLB Parcel 1-085 Land Use
38 Study, May 1996; amended by Chugiak-Eagle River
39 Comprehensive Plan Update, April 2006; amended by
40 Chugiak-Eagle River Site Specific Land Use Plan, January
41 2009 (AO No. 79-136, AO No. 92-133; AO No. 96-86, AO No.
42 2006-93(S-1); AO No. 2006-93(S-1), § 2, 12-12-06).
43

44 *** **

(AO No. 18-75; AO No. 82-49; AO No. 85-165; AO No. 2000-119(S), § 4, 2-20-01; AO No. 2001-124(S), § 2, 2-20-01; AO No. 2002-68, § 1, 4-23-02; AO No. 2002-119, § 1, 9-10-02; AO No. 2003-74, § 1, 5-20-03; AO No. 2003-129, § 2, 10-21-03; AO No. 2005-115, § 3, 10-25-05; AO No. 2006-93(S-1), § 2, 12-12-06; AO No. 2007-107, § 2, 8-28-07; AO No. 2008-74, § 2, 6-24-08).

Section 4. AO 2006-172 (Title 21 Amendment), adopting Anchorage Municipal Code section 21.01.080B.1, Table 21.01-1 Comprehensive Plan Elements, is amended to read as follows (*the remainder of the section is not affected and therefore not set out*):

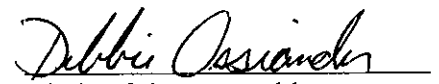
TABLE 21.01-1: COMPREHENSIVE PLAN ELEMENTS			
Area/Topic	Plan	Adoption Date [1]	Amendments
Chugiak; Eagle River; Eklutna	Chugiak-Eagle River Comprehensive Plan	AO 92-133; 1-12-93	AO 96-86; 6-25-96 – amended by Alternative 1 of HLB Parcel 1-085 Land Use Study AO 06-93(S-1); 12-12-06 AO 09-(insert no.) ; (insert effective date of this ordinance) – Chugiak Eagle River Site Specific Land Use Plan

Section 5. Upon passage and approval of this ordinance, the Land Use Plan map of the Chugiak-Eagle River Comprehensive Plan, as amended, shall be revised to incorporate land use classifications as specified in the Chugiak-Eagle River Site Specific Land Use Plan, January 2009, adopted by section 1 above.

Section 6. The Municipality shall zone the properties with the recommended zoning identified in Appendix B to the Chugiak-Eagle River Site-Specific Land Use Plan, dated January 2009, incorporated by reference in Section 1 of this AO 2009-104, prior to Heritage Land Bank disposal of the property, except for the three properties identified as: Muldrow Street West, Muldrow Street East, and Carol Creek A. Rural Residential. Prior to Heritage Land Bank disposal, the three properties identified as Muldrow Street West, Muldrow Street East, and Carol Creek A. Rural Residential, shall be rezoned to R-7SL with a minimum lot size of 40,000 square feet, to effectuate the intent of the plan.

Section 7 [6]. This ordinance shall be effective immediately upon passage and approval by the Assembly.

PASSED AND APPROVED by the Anchorage Assembly this 15th day of September, 2009.


Chair of the Assembly

ATTEST:


Municipal Clerk

MUNICIPALITY OF ANCHORAGE
Summary of Economic Effects -- General Government

AO Number: 2009-104

Title: AN ORDINANCE AMENDING ANCHORAGE MUNICIPAL CODE SECTION 21.05.030C., THE CHUGIAK-EAGLE RIVER-EKLUTNA PORTION OF THE MUNICIPALITY OF ANCHORAGE COMPREHENSIVE PLAN, TO ADOPT THE CHUGIAK-EAGLE RIVER SITE SPECIFIC LAND USE PLAN.

Sponsor: MAYOR
 Preparing Agency: Heritage Land Bank
 Others Impacted:

CHANGES IN EXPENDITURES AND REVENUES:	(In Thousands of Dollars)				
	<u>FY09</u>	<u>FY10</u>	<u>FY11</u>	<u>FY12</u>	<u>FY13</u>
Operating Expenditures					
1000 Personal Services					
2000 Non-Labor					
3900 Contributions					
4000 Debt Service					
TOTAL DIRECT COSTS:	\$ -	\$ -	\$ -	\$ -	\$ -
Add: 6000 Charges from Others					
Less: 7000 Charges to Others					
FUNCTION COST:	\$ -	\$ -	\$ -	\$ -	\$ -
REVENUES:					
CAPITAL:					
POSITIONS: FT/PT and Temp					
PUBLIC SECTOR ECONOMIC EFFECTS:					

Approval of this ordinance for adoption of the plan should have no impact on the public sector.

PRIVATE SECTOR ECONOMIC EFFECTS:

Approval of this ordinance for adoption of the plan should have no impact on the private sector.

Prepared by: William M. Mehner

Telephone: 343-4334

MUNICIPALITY OF ANCHORAGE

ASSEMBLY MEMORANDUM

No. AM 468-2009

Meeting Date: August 25, 2009

1 **From:** MAYOR

2
3 **Subject:** AN ORDINANCE AMENDING ANCHORAGE MUNICIPAL CODE
4 SECTION 21.05.030C., THE CHUGIAK-EAGLE RIVER-EKLUTNA
5 PORTION OF THE MUNICIPALITY OF ANCHORAGE
6 COMPREHENSIVE PLAN, TO ADOPT THE CHUGIAK-EAGLE RIVER
7 SITE SPECIFIC LAND USE PLAN.
8

9 The Heritage Land Bank (HLB) is requesting the Anchorage Municipal Assembly amend the
10 Chugiak-Eagle River-Eklutna element of the Municipality of Anchorage comprehensive plan
11 to adopt the land use classifications and development criteria stated in the Chugiak-Eagle
12 River Site Specific Land Use Plan.
13

14 The Chugiak Eagle River Site-Specific Land Use Plan (the Plan) fulfills three primary
15 objectives. First, it amends the Comprehensive Plan by assigning and amending land use
16 classifications on four tracts. Two of these tracts were designated "Special Study Area" in
17 the Chugiak-Eagle River Comprehensive Plan Update, December 2006, and require a site-
18 specific land use study to establish land use classifications prior to HLB disposal or land
19 development. The two tracts with Special Study Area classifications are the Carol Creek
20 tract and the Muldrow Street-East tract. Two other tracts, North Knoll and Muldrow Street-
21 West were designated in the comprehensive plan as very low residential and community
22 facility, respectively. The Plan provides land use classifications for the Special Study Areas
23 as well as land use changes to the other two tracts in a manner that is consistent with the
24 comprehensive plan.
25

26 Secondly, the Plan satisfies the requirements of Anchorage Municipal Code 25.40.025.C,
27 HLB disposals. HLB disposals must consider the applicable comprehensive plan and its
28 implementing measures prior to any disposal. When the comprehensive plan is "insufficient
29 to determine whether the disposal of a parcel or parcels is consistent with the plan or
30 measures, the Heritage Land Bank shall complete a site specific land use study."
31

32 Third, the Plan recommends management direction and implementation actions to guide
33 subsequent regulatory processes and decisions related to the long-term management and
34 development of specific sites described in the Plan.
35

The Plan recommends the following land uses (refer to Map 1 and Map 2 in The Plan):

Parcel Name	Size	Current Comp Plan Land Use Classification	Recommended Land Use Classification	Additional Recommendations
North Knoll	40 acres	Residential, <1 - 1 dwellings per acre	Park & Natural Resource	
Muldrow Street West	3.7 acres	Community Facility	Residential, 1 - 2 dwellings per acre	Design objectives established in plan
Muldrow Street East	7.8 acres	Special Study Area	Residential, 1 - 2 dwellings per acre	Design objectives established in plan
Carol Creek A, Rural Residential	10 acres	Special Study Area	Residential, 1 - 2 dwellings per acre	Design objectives established in plan
Carol Creek B, Natural Resource Corridor	26 acres	Special Study Area	Park & Natural Resource	
Carol Creek C, Residential	8 acres	Special Study Area	Residential, 3 - 6 dwellings per acre	Max of 50 units. Design objectives in plan and recommended site plan review.
Carol Creek D, Residential	7 acres	Special Study Area	Residential, 7 - 10 dwellings per acre	Max of 60 units. Design objectives in plan and recommended site plan review.
Carol Creek E, Park & Natural Resources / Very Low Density	23 acres	Special Study Area	Residential, <1 - 1 dwellings per acre / Park & Natural Resource	Max of 5 units

HLB hired Anchorage consulting firm Agnew::Beck Consulting in 2007 to conduct the site specific land use study. The study evaluated environmental conditions, physical characteristic, surrounding land uses and zoning, and existing infrastructure. The study included an analysis of community needs, land use compatibilities, population and housing trends, and a review of the Comp Plan in making land use recommendations.

Agnew::Beck executed a comprehensive public involvement program, which included a series of stakeholder interviews, community workshops, a project website, and approval of the Plan by the Heritage Land Bank Advisory Commission in May 2008 (See Appendix A).

A public hearing on the Plan was held before the Planning and Zoning Commission on February 25, 2009. The Planning and Zoning Commission recommended Assembly approval of the Plan, with amendments, on May 11, 2009 (See Appendix B).

To adopt the Chugiak Eagle River Site Specific Land Use Plan as an element of the Chugiak-Eagle River Comprehensive Plan, this ordinance is intended to amend both the existing Anchorage Municipal Code subsection 21.05.030C and the equivalent provisions in the recently adopted revision to Title 21 (AO 2006-172). The recently adopted subsection to be amended is identified as AO 2006-172, which is not intended to take effect until the remaining chapters in the rewrite of Title 21 are adopted (See Appendix C).

Appendix D of this Assembly Memorandum contains the P&Z Commission's Issue-Response Summary resulting from public and commission review and testimony of the

3
4
5 Chugiak-Eagle River Land Use Study, appended to the memorandum as Appendix E.

6
7 **THE ADMINISTRATION RECOMMENDS APPROVAL OF AN ORDINANCE**
8 **AMENDING THE CHUGIAK-EAGLE RIVER COMPREHENSIVE PLAN UPDATE**
9 **TO INCORPORATE THE CONTENTS OF THE CHUGIAK-EAGLE RIVER SITE –**
10 **SPECIFIC LAND USE PLAN.**

11
12
13 Prepared by: William M. Mehner, Director, Heritage Land Bank
14 Concur: Dennis A. Wheeler, Municipal Attorney
15 Concur: George J. Vakalis, Municipal Manager
16 Respectfully submitted: Daniel A. Sullivan, Mayor
17
18

19 Appendices:

- 20 A. HLB Advisory Commission Approval – Resolution No. 2008-06
21 B. Planning and Zoning Commission Case No. 2008-139 (5/11/09),
22 and P&Z Resolution No. 2009-026
23 C. AO 2006-172 – An ordinance amending AMC Title 21 to adopt new chapter 21.01,
24 21.02, 21.08, and 21.13.
25 D. 5/04/09 P&Z Issue-Response Summary
26 E. Chugiak-Eagle River Site Specific Land Use Plan - January 2009

APPENDIX A

HERITAGE LAND BANK ADVISORY COMMISSION

RESOLUTION No. 2008-06

A RESOLUTION OF THE HERITAGE LAND BANK ADVISORY COMMISSION RECOMMENDING ASSEMBLY APPROVAL FOR THE ADOPTION OF THE DRAFT CHUGIAK-EAGLE RIVER SITE-SPECIFIC LAND USE PLAN OF HLB PARCEL NOS. 1-071, 1-072, 1-073 AND 1-074.

WHEREAS, the Heritage Land Bank (HLB) was established to... “manage uncommitted municipal land and the Heritage Land Bank Fund in a manner designed to benefit the present and future citizens of Anchorage, promote orderly development, and achieve the goals of the Comprehensive Plan. The Heritage Land Bank shall acquire, inventory, manage, withdraw, transfer and dispose of municipal land which has not been dedicated or transferred to a specific municipal agency for one or more municipal uses” (AMC 25.40.010); and,

WHEREAS, the HLB has a responsibility to ... “complete a site specific land use study for the use of the land which has been adopted through the public process” (AMC 25.40.025.C); and,

WHEREAS, site specific land use studies must address: “a) the needs of community facilities such as roads, parks, trails, schools, satellite municipal offices, etc.; b) identify historical and natural landmarks, natural hazards, and environmentally sensitive lands; c) public utility needs; d) potential residential commercial and industrial uses; e) land use compatibility with adjacent areas; and f) consistency with land uses identified in the Comprehensive Plan and zoning for the area” (AMC 25.40.025.C); and,

WHEREAS, the draft HLB Chugiak-Eagle River Land Use Plan has provided extensive data on each of the parcels and general areas as required by AMC 25.40.025 C; and,

WHEREAS, the purpose of the draft HLB Chugiak-Eagle River Site Specific Land Use Plan is to provide direction for future land use activities on HLB Parcels 1-071 through 1-074 in the Chugiak-Eagle River area; and,

WHEREAS, the draft HLB Chugiak-Eagle River Land Use Plan received input from state and municipal studies, agencies, members of the public, community councils and non-governmental organizations in the creation of the study; and,

WHEREAS, HLB staff solicited comments from other Municipality Of Anchorage agencies regarding the draft HLB Chugiak-Eagle River Land Use Plan on April 11, 2008, and there were no objections; and

WHEREAS, the Department of Parks and Recreation has requested changes to the Land Use, Zoning Map on page 19 of the plan, and these changes will be made; and

WHEREAS, the Chugiak-Eagle River Land Use Plan would be of benefit to residents of Chugiak, Eagle River and Anchorage by its recommendations for retaining areas of additional

APPENDIX A

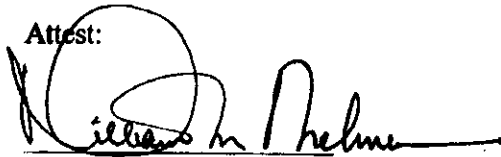
public open spaces and greenbelts, as well as identifying areas for potential infrastructure, commercial and residential development; and,

WHEREAS, the HLB Advisory Commission and HLB staff provided public notice of proposed adoption of the draft Chugiak-Eagle River Land Use Plan via publication in the Anchorage Daily News and the Alaska Star, mailings to local landowners, and held a work session followed by a public hearing on May 8, 2008 in accordance with AMC 25.40.030;

NOW, THEREFORE, THE HERITAGE LAND BANK ADVISORY COMMISSION RESOLVES TO RECOMMEND ASSEMBLY APPROVAL AND ADOPTION OF THE DRAFT CHUGIAK-EAGLE RIVER SITE SPECIFIC LAND USE PLAN FOR HLB PARCEL NOS. 1-071, 1-072, 1-073 AND 1-074.

PASSED AND APPROVED on this, the 8TH day of May, 2008.

Attest:



William M. Mehner, Director
Heritage Land Bank

Attest:



Jim Balamaci, Chair
Heritage Land Bank Advisory
Commission

APPENDIX B

MUNICIPALITY OF ANCHORAGE

PLANNING AND ZONING COMMISSION RESOLUTION NO. 2009-026

A RESOLUTION RECOMMENDING APPROVAL OF THE CHUGIAK-EAGLE RIVER SITE-SPECIFIC LAND USE PLAN.

(Case 2008-139)

WHEREAS, the Chugiak-Eagle River Comprehensive Plan Update was adopted by the Municipal Assembly in December 2006; and

WHEREAS, the Chugiak-Eagle River Comprehensive Plan Update addresses general land use issues and presents land use recommendations to guide future growth policies for the communities of Chugiak-Eagle River but does not designate land uses for two of the four Heritage Land Bank (HLB) parcels addressed in the Chugiak-Eagle River Site-Specific Land Use Plan (Plan); and

WHEREAS, two other HLB parcels were revisited, and new land uses are recommended in the Chugiak-Eagle River Site-Specific Land Use Plan; and

WHEREAS, the Chugiak-Eagle River Site-Specific Land Use Plan analyzes the environmental, social, physical, and demographic data available to determine the appropriate land uses for the Heritage Land Bank to achieve its mission while balancing community needs and concerns; and

WHEREAS, the Heritage Land Bank, along with its consultants, undertook a public involvement process, including four formal public meetings in Eagle River, to assess community land needs and future land uses for the planning area; and

WHEREAS, the Chugiak-Eagle River Site-Specific Land Use Plan fulfills three primary objectives, including amending the Chugiak-Eagle River Comprehensive Plan Update by assigning and amending land use designations on four tracts; satisfying the requirements of AMC 25.40.025 for Heritage Land Bank land disposals; and recommending management direction and implementation actions to guide subsequent regulatory processes prior to development; and

WHEREAS, the Planning and Zoning Commission held a public hearing on February 25, 2009, to take public testimony on the Draft Chugiak-Eagle River Site-Specific Land Use Plan; and

WHEREAS, the Planning and Zoning Commission directed Planning staff to provide an Issue-Response for their consideration that evaluated comments, provided answers to questions, and presented Plan modifications for their consideration at the Commission's May 11, 2009 regular meeting.

APPENDIX B

ATTACHMENT A

TO PLANNING AND ZONING COMMISSION RESOLUTION NO. 2009-026

CHUGIAK-EAGLE RIVER SITE-SPECIFIC LAND USE PLAN

(CASE NO. 2008-139)

REVISIONS

As Approved by the Planning and Zoning Commission

A. **Staff Recommendations Approved** *(from February 25, 2009 staff packet memo):*

1. Include the Land Use Recommendation Map that is on page 5 of the Executive Summary in Chapter 6 of the Plan: Land Use & Infrastructure Plan (page 28).
2. Include specific recommendations submitted by the Project Management and Engineering Department in its memo of January 28, 2009, for the inclusion of a discussion on drainage under the “Recommended Plan – Roads & Other Infrastructure” section on page 39 and for recommendations on page 40.
3. Include specific recommendations submitted by the Traffic Department in its email dated February 12, 2009. Under “Recommended Plan – Roads & Other Infrastructure” on page 39, second bullet, add the following: These improvements to include enhanced pedestrian safety and street crossing(s) to Fire Lake Elementary and McDonald Center.
- ~~4. Include specific recommendations submitted by the Fire Department’s Safety Division on October 7, 2008, regarding fire apparatus access roads on page 29.~~
- 4 5. Correct the Land Use Plan Map on page 5: remove “Residential” from the “Carol Creek Residential + Natural Resource Corridor.” This should ONLY be “Natural Resource Corridor.”
- 5 6. Correct the Land Use Plan Map on page 5: Muldrow parcels are not labeled or identified like the other areas. Consider calling it “Muldrow Street Rural Residential East and West” or something similar.

APPENDIX B

17. Page 34 -- Add language that clarifies that the driveway width is 20 feet maximum, but not the vegetation retention.
18. Page 34 – Amend the language under the Development Standards with: The site plan review recommended for future development should be found in conformance with these objectives prior to approval.
19. Pages 34 and 35 – Change header to Residential Development Objectives. Change “objective” to Overall Intent and change “development standards” to Development Objectives. Substitute reference to standards to objectives to be consistent throughout document.
- ~~20.~~ ~~Page 35~~: ~~-- Instead of “consider” all modes of transportation, use the words “accommodates” or “serves.”~~
- 19 ~~21.~~ Pages 37 and 38 – Remove photos on both pages to avoid confusion.
- 20 ~~22.~~ Page 39 and 40 – Add to pages 39-40, the clarification in the Issue-Response item 19 to the Roads section of the Plan, specifically to the second paragraph and bullets on page 39.
- 21 ~~23.~~ Page 39 – Replace in the fourth bullet “...however, a through road connecting these two roads is not permitted” with: ...however, the connection shall not be a cut-through road by extending Malaspina Drive north.
- 22 ~~24.~~ Page 42 – Delete ~~likely~~ in paragraph 5, line 3.
- 23 ~~25.~~ Page 42 – To clarify that the design objectives in the Plan are recommendations, change the wording to the following:
 - Third paragraph: The new zoning districts should[WILL] contain special limitations to ensure development is[WILL BE] consistent with residential development objectives recommended[GUIDELINES ESTABLISHED] in this plan.
 - Seventh paragraph: This plan recommends that Carol Creek parcels B, C, and D be required to follow site plan review process per 21.15.030.[THE AREAS DESCRIBED IN THE DEVELOPMENT GUIDELINES SECTION – AREAS B, C, D OF THE CAROL CREEK PARCEL – ARE REQUIRED TO SUBMIT A SITE PLAN FOR APPROVAL PER 21.15.030.]

APPENDIX B


Planning and Zoning Commission
Resolution No. 2009-026
Page 2

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

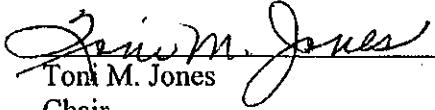
- A. The Commission makes the following findings of fact:
1. The Issue-Response document provided by Planning staff addressed the remaining details from the public hearing and questions from the Commission.
 2. The Plan includes the design recommendations that are important to the Chugiak community to support the zoning implementation districts recommended in the Plan.
 3. The site plan review requirement will ensure that the Plan's vision is realized.
 4. The Plan was prepared because the Chugiak-Eagle River Comprehensive Plan Update and implementing measures applicable to this area do not provide sufficient direction to guide future land uses on the properties.
 5. The Plan is intended to meet both the requirements of the Chugiak-Eagle River Comprehensive Plan Update and the Heritage Land Bank regulations (AMC 25.40) regarding site-specific studies for undesignated, uncommitted Heritage Land Bank lands.
- B. The Planning and Zoning Commission recommends to the Assembly that the Chugiak-Eagle River Site-Specific Land Use Plan be approved with the staff and Commission recommendations in Attachment A.

PASSED AND APPROVED by the Anchorage Planning and Zoning Commission the 11th day of May 2009.

ADOPTED by the Anchorage Municipal Planning and Zoning Commission this 8th day of June 2009.



Tom Nelson
Secretary



Tom M. Jones
Chair

Attachment A: Revisions Approved by the Planning and Zoning Commission

(2008-139)

APPENDIX B

ATTACHMENT A

TO PLANNING AND ZONING COMMISSION RESOLUTION NO. 2009-026

CHUGIAK-EAGLE RIVER SITE-SPECIFIC LAND USE PLAN

(CASE NO. 2008-139)

REVISIONS

As Approved by the Planning and Zoning Commission

A. Staff Recommendations Approved (from February 25, 2009 staff packet memo):

1. Include the Land Use Recommendation Map that is on page 5 of the Executive Summary in Chapter 6 of the Plan: Land Use & Infrastructure Plan (page 28).
2. Include specific recommendations submitted by the Project Management and Engineering Department in its memo of January 28, 2009, for the inclusion of a discussion on drainage under the “Recommended Plan – Roads & Other Infrastructure” section on page 39 and for recommendations on page 40.
3. Include specific recommendations submitted by the Traffic Department in its email dated February 12, 2009. Under “Recommended Plan – Roads & Other Infrastructure” on page 39, second bullet, add the following: These improvements to include enhanced pedestrian safety and street crossing(s) to Fire Lake Elementary and McDonald Center.
4. Include specific recommendations submitted by the Fire Department’s Safety Division on October 7, 2008, regarding fire apparatus access roads on page 29.
5. Correct the Land Use Plan Map on page 5: remove “Residential” from the “Carol Creek Residential + Natural Resource Corridor.” This should ONLY be “Natural Resource Corridor.”
6. Correct the Land Use Plan Map on page 5: Muldrow parcels are not labeled or identified like the other areas. Consider calling it “Muldrow Street Rural Residential East and West” or something similar.

APPENDIX B

B. Recommendations Approved from the Issue-Response (dated May 4 and postponed to May 11, 2009 for action; reorganized below by page order):

1. Page 1 – Add new Preface to precede the Executive Summary of the Plan.
2. Page 1– Add the Land Use Plan Map from the adopted 2006 Chugiak-Eagle River Comprehensive Plan Update to the Executive Summary of the Plan.
3. Page 3 – Change “Development Recommendations Objectives” to Recommended Development Objectives. Also, change second heading section from “Land Use Policies for Individual Parcels” to Recommended Land Use Classifications.
4. Page 3 – Add to list of objectives: Develop according to the Chugiak-Eagle River Comprehensive Plan.
5. Page 6 – Add to the top of page the following bold heading: **Land Use Designation**.
6. Page 6 – Change label to Development Intent under Land Use Classification Defined.
7. Page 7 – Clarify first bullet, last line, under Water and Sewer, On-site Wells and Septic Systems, “...water quality and flow issues” by replacing it with: that water quality and capacity might not be sustainable for new and existing residences that rely on wells.
8. Page 7 – Delete “33” from the second to last line.
9. Page 7 – Correct last bullet to read: ...these areas (C & D) will be developed.
10. Page 12 – Change the second paragraph, last sentence to: privately owned, undeveloped land to the north[SOUTH] and west.
11. Pages 18 and 23 – Label Chugach State Park Access Inventory points on Map 6 on page 23 to match the text on page 18. Add to Map 6 and label a dot for the fourth access area mentioned on Page 18; and label roads for reference.
12. Page 28 – Correct the third line to read “ ... concerns of residents ...”

APPENDIX B

13. Page 29 – Include the table below under the Recommended Plan – Land Use section to clarify the inconsistencies in the Plan on the density recommendations:

Area	Recommendation
Muldrow	No change: 1-2 DUA, maintain cap of 11 units
A	No change: 1-2 DUA, maintain cap of 10 units
B	No change: 0 DUA
C	Reduce to 3-6 DUA, maintain cap of 50 units
D	Reduce to 7-10 DUA, maintain cap of 60 units
E	No change, maintain cap of 5 units due to high environmental constraints

Also include these density recommendations on page 3 of the Executive Summary and throughout the Plan where densities are mentioned to clarify the inconsistencies.

14. Page 29 – Amend the Recommended Plan – Land Use section as follows:
- The first section is North Knoll Property
 - The second section is Muldrow Street Parcels
 - The third section SHOULD be titled Carol Creek Parcels (Areas A, B, C, D, E) where it currently is titled Carol Creek Rural Residential (A on Map 2) – 10 acres.
 - Carol Creek Rural Residential should be a subsection under the new third section Carol Creek Parcels. This should go after the first paragraph directly prior to Background and Intent. This subsection will be followed by further subsections as listed (Carol Creek...(B, C, D...) and Southeast Slope (E...)).
15. Page 30 – Correct the formatting to be consistent with the rest of the document.
16. Page 33 and 39 – Clarify the objective language on page 33 and 39 regarding the Southeast E Parcel:
- Page 33, Southeast Slope, first paragraph, replace “The topography requires creative engineering and possible access via parcels which HLB does not own” with: Legal and physical access to Area E is from Chardonnay Circle as shown on Plat 84-296.
 - Page 39, last bullet, add the following sub-bullet: Avoid switchback roads.
 - Page 39, last bullet, add the following sub-bullet: Design road to minimize impact with adjacent open space corridor.

APPENDIX B

17. Page 34 – Add language that clarifies that the driveway width is 20 feet maximum, but not the vegetation retention.
18. Page 34 – Amend the language under the Development Standards with: The site plan review recommended for future development should be found in conformance with these objectives prior to approval.
19. Pages 34 and 35 – Change header to Residential Development Objectives. Change “objective” to Overall Intent and change “development standards” to Development Objectives. Substitute reference to standards to objectives to be consistent throughout document.
20. Page 35: - Instead of “consider” all modes of transportation, use the words “accommodates” or “serves.”
21. Pages 37 and 38 – Remove photos on both pages to avoid confusion.
22. Page 39 and 40 – Add to pages 39-40, the clarification in the Issue-Response item 19 to the Roads section of the Plan, specifically to the second paragraph and bullets on page 39.
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 - Third paragraph: The new zoning districts should[WILL] contain special limitations to ensure development is[WILL BE] consistent with residential development objectives recommended[GUIDELINES ESTABLISHED] in this plan.
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APPENDIX B

26. Page 43 – Make the following changes to “Table 5, Implementation Summary”:

- Change table title to: Recommended Zoning
- Replace with the following table:

Table 5: Recommended Zoning

Parcel Name	Land Use Recommendation	Recommended Zoning	Additional Detail	
North Knoll	Park and Natural Resources	PLI		
Muldrow Street West	Residential (low density; 1-2 dua)	R-7		
Muldrow Street East	Residential (low density; 1-2 dua)	R-2A SL	No rezone required	
Carol Creek	Section A Rural Residential	Residential (low density; 1-2 dua)	R-7	
	Section B Natural Resource Corridor	Park and Natural Resources	PLI	
	Section C Residential	Residential (low/medium density; 3-6 dua)	R-2M SL	SL recommends administrative site plan review to conform to design standards; cap at 50 units
	Section D Residential	Residential (low/medium density; 7-10 dua)	R-2M SL	SL recommends administrative site plan review to conform to design standards; cap at 60 units
	Section E Southeast Slope	Residential (very low density) Park and Natural Resources	R-10 SL	SL to cap allowed number of units (5)

APPENDIX C

Submitted by: Chair of the Assembly at the Request of the Mayor
Prepared by: Planning Department
For reading November 21, 2006

CLERK'S OFFICE

APPROVED As Amended
Date: 4-10-07
Assembly Committee Substitutes
of all Chapters were Anchorage, Alaska
substituted 3-27-07 and AO 2006-172
subsequently amended

1 AN ORDINANCE AMENDING ANCHORAGE MUNICIPAL CODE
2 TITLE 21 TO ADOPT NEW CHAPTERS 21.01, 21.02, 21.08, AND 21.13.
3

4
5 THE ANCHORAGE ASSEMBLY ORDAINS:
6

7 **Section 1.** Anchorage Municipal Code is hereby amended to adopt a new
8 chapter 21.01, General Provisions, as set forth in Attachment A, attached hereto.
9

10 **Section 2.** Anchorage Municipal Code is hereby amended to adopt a new
11 chapter 21.02, Boards, Commissions, and Municipal Administration, as set forth
12 in Attachment B, attached hereto.
13

14 **Section 3.** Anchorage Municipal Code is hereby amended to adopt a new
15 chapter 21.08, Subdivision Standards, as set forth in Attachment C, attached
16 hereto.
17

18 **Section 4.** Anchorage Municipal Code is hereby amended to adopt a new
19 chapter 21.13, Enforcement, as set forth in Attachment D, attached hereto.
20

21 **Section 5.** This ordinance shall become effective simultaneous with:
22

23 A. Adoption of chapters 21.03 Review and Approval Procedures;
24 21.04 Zoning Districts; 21.05 Use Regulations; 21.06 Dimensional
25 Standards and Measurements; 21.07 Development and Design
26 Standards; 21.12 Nonconformities; and 21.14 Definitions; and
27

28 B. Repeal of chapters 21.05 Comprehensive Plan; 21.10 Boards and
29 Commissions; Administrative Officers; 21.15 Variances,
30 Conditional Uses, Subdivision Approval and Other Special Land
31 Use Permits; 21.20 Zoning Map Amendments; 21.25 Enforcement;
32 Violations and Penalties; 21.30 Appeals; 21.35 General Provisions;
33 21.40 Zoning Districts; 21.45 Supplementary District Regulations;
34 21.50 Standards for Conditional Uses and Site Plans; 21.55
35 Nonconforming Uses; 21.60 Floodplain Regulations; 21.65 Airport
36 Height Zoning Regulations; 21.67 Water Pollution Control; 21.67

MUNICIPALITY OF ANCHORAGE
Summary of Economic Effects -- General Government

AO Number: 2006- 172

Title: AN ORDINANCE AMENDING ANCHORAGE MUNICIPAL CODE TITLE 21 TO ADOPT NEW CHAPTERS 21.01, 21.02, 21.08, AND 21.13 (PZC Case No. 2006-147)

Sponsor:
 Preparing Agency: Planning Department
 Others Impacted: None

CHANGES IN EXPENDITURES AND REVENUES:		(In Thousands of Dollars)				
	FY06	FY07	FY08	FY09	FY10	
Operating Expenditures						
1000 Personal Services	\$ -	\$ -	\$ -	\$ -	\$ -	
2000 Non-Labor	-	-	-	-	-	
3900 Contributions	-	-	-	-	-	
4000 Debt Service	-	-	-	-	-	
TOTAL DIRECT COSTS:	\$ -	\$ -	\$ -	\$ -	\$ -	
Add: 6000 Charges from Others	\$ -	\$ -	\$ -	\$ -	\$ -	
Less: 7000 Charges to Others	-	-	-	-	-	
FUNCTION COST:	\$ -	\$ -	\$ -	\$ -	\$ -	
REVENUES:						
CAPITAL:						
POSITIONS: FT/PT and Temp						

PUBLIC SECTOR ECONOMIC EFFECTS:

As Chapters 1, 2, 8, and 13 propose mostly minor changes to the current code, the economic effects are expected to be minimal. However, the Planning Department is contracting to have an Economic Impact Analysis performed on the proposed code. As these four chapters will not take effect until the remaining chapters are also adopted, any significant economic results produced by the Economic Impact Analysis can be factored in at a later date.

PRIVATE SECTOR ECONOMIC EFFECTS:

See above.

Prepared by: Erika McConnell

Telephone: 343-7917

APPENDIX C



**MUNICIPALITY OF ANCHORAGE
ASSEMBLY MEMORANDUM**

No. AM 853 -2006

Meeting Date: November 21, 2006

1 **From: MAYOR**

2
3 **Subject: AN ORDINANCE AMENDING ANCHORAGE MUNICIPAL CODE**
4 **TITLE 21 TO ADOPT NEW CHAPTERS 21.01, 21.02, 21.08, AND 21.13.**
5

6 The Assembly approved a schedule for the Title 21 Rewrite Project, calling for adoption of
7 chapters 21.01, 21.02, 21.08, and 21.13 by the end of 2006. A brief description of these
8 chapters follows:
9

10 Chapter 21.01, *General Provisions*: This chapter lays out the authority, purpose,
11 applicability, and jurisdiction of the title. It establishes the official zoning map and the
12 elements of the municipal comprehensive plan, and also proposes provisions for dealing with
13 conflict between various documents, and the transitional provisions to be followed once the
14 full Title 21 is adopted.
15

16 Chapter 21.02, *Boards, Commissions, and Municipal Administration*: This chapter describes
17 the powers and duties of each board and commission with responsibilities established in
18 Title 21, as well as general procedures for all the bodies.
19

20 Chapter 21.08, *Subdivision Standards*: This chapter sets the design standards for
21 subdivisions, including drainage design, access, and utility easements. In addition, it
22 outlines the types and amounts of dedications the municipality may require, and the types of
23 improvements required, along with the person or entity responsible for each improvement. It
24 also describes the subdivision agreement process, and provides an alternate method of
25 subdividing, called a Conservation Subdivision.
26

27 Chapter 21.13, *Enforcement*: This chapter defines a violation, identifies the person/entity
28 responsible for enforcement and inspections, sets remedies and penalties for violations, and
29 provides two procedures (public and private) for enforcement actions.
30

31 While an economic impact analysis is being performed on the remaining chapters
32 (chapters 3-7, 12), these four chapters of Title 21 have little to no effect on economic
33 changes brought about by the revised code. By adopting them this fall, the department has
34 completed approximately half of the Title 21 Rewrite (Chapters 21.09, *Girdwood Land Use*
35 *Regulations*, and 21.47, *Signs*, are already adopted and in effect).

1
2 The Platting Board held public hearings on October 18 and November 1, and the Planning
3 and Zoning Commission public hearing is scheduled for November 13. Their
4 recommendations and the Administration's will be provided in late November or early
5 December.
6

7
8 Prepared by: Planning Department
9 Approved by: Tom Nelson, Director, Planning Department
10 Concur: Mary Jane Michael, Executive Director
11 Office of Economic and Community Development
12 Concur: James N. Reeves, Municipal Attorney
13 Concur: Denis C. LeBlanc, Municipal Manager
14 Respectfully submitted, Mark Begich, Mayor
15

16
17 Attachments: Chapter 21.01, *General Provisions*
18 Chapter 21.02, *Boards, Commissions, and Municipal Administration*
19 Chapter 21.08, *Subdivision Standards*
20 Chapter 21.13, *Enforcement*


Municipality of Anchorage



Planning Department

MEMORANDUM

DATE: May 4, 2009

TO: Planning and Zoning Commission

THRU:  Tom Nelson, Director
Planning Department

FROM:  Tyler Robinson, Planning Supervisor
 Van Le Crockett, Associate Planner
Physical Planning Division

SUBJECT: Case No. 2008-139, *Chugiak-Eagle River Site-Specific Land Use Plan*
Issue-Response Summary

Introduction

The Planning Department has prepared the following Issue-Response Summary to address public comments received during review of the draft of the *Chugiak-Eagle River Site-Specific Land Use Plan* (Plan) and issues identified by the Planning and Zoning Commission at the February 25, 2009 public hearing for this Plan. The Issue Response is available for public review and comment prior to the regular meeting at which the Commission will deliberate on this Plan.

This Issue Response Summary focuses on items or suggestions that differ with or were not addressed in the draft Plan, and on issues that required further discussion or explanation. *These are issues beyond those highlighted and/or addressed in the original packet for this Plan's February 25, 2009 public hearing.* Where deemed appropriate for accuracy and readability, additional clarifications and editorial corrections will be incorporated into the final approved Plan. The Planning Department is encouraging the Planning and Zoning Commission to finalize policy recommendations at the May 4 commission meeting; actual plan editing will be made following Assembly adoption.

Following the February 25 public hearing, the Planning Department and the Heritage Land Bank met with municipal departments and conducted an additional site visit. The primary purpose of these meetings was to clarify a number of issues related to road and connectivity recommendations in the Plan. Additional analysis was also done by Planning on existing land use and zoning; that analysis is described below.

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The issues are organized into five categories: General Comments, Design Guidelines and Implementation, Roads Traffic and Connectivity, Environmental and Ownership, and Minor Edits. Key points for each comment are summarized or paraphrased by issue in most cases. (For reference, see Attachment 3, the public hearing minutes.) A response and, if necessary and appropriate, a recommendation from the Planning Department follows each issue. Issues common to one or more of those who testified have been combined where possible and appropriate.

Department Recommendation

The Department recommends approval of the 2009 Chugiak-Eagle River Site-Specific Land Use Plan with amendments from the February 25 staff packet (Attachment 4) and additional recommendations below.

General Comments

1. **Issue:** Provide clarity on the regulatory purpose of the plan, and the authority of the Planning and Zoning Commission (PZC) to recommend its approval.

Staff Response: The Chugiak-Eagle River Site-Specific Land Use Plan (Plan) fulfills three primary objectives.

First, the Plan amends the Chugiak-Eagle River Comprehensive Plan (see Attachment 1, Land Use Plan Map). The Plan does so by assigning and amending land use designations on 4 tracts. Two of these tracts were designated “Special Study Area” in the Chugiak-Eagle River Comprehensive Plan Update (2006), and as such require a site-specific land use study before use designation or development. The two tracts with Special Study Area designation are the Carol Creek tract and Muldrow Street-East tract. Two other tracts, North Knoll and Muldrow Street-West, were designated in the Comp Plan as very low residential and community facility, respectively. The Plan proposes land use designations for the Special Study Areas and land use changes for the other two tracts, in a manner consistent with the Comprehensive Plan. A summary of these recommendations is provided on pages 3-6.

Secondly, the Plan satisfies the requirements of AMC 25.40.025 Heritage Land Bank disposals. HLB disposals must consider the comprehensive plan and its implementing measures prior to any disposal. When the comprehensive plan is “insufficient to determine whether the disposal of a parcel or parcels is consistent with the plan or measures, the Heritage Land Bank shall complete a site specific land use study.” The section of code requires a site specific land use study to address the need for community facilities, to identify landmarks, natural hazards, and environmentally sensitive lands, public utility needs, potential residential, commercial, and industrial uses, land use compatibility with the surrounding area and consistency with land uses in the Comprehensive Plan and zoning.

AMC 25.40.025 H also states that HLB disposal shall benefit the public, and that the “disposition shall include additional requirements and conditions to insure the proper development and completion of the project in the public interest.” Development objectives,

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and the explanation on how those objectives would be effectuated, are included in the Plan to meet the public interest as captured during the public outreach portion of the plan.

Third, the Plan recommends management direction and implementation actions to guide subsequent regulatory processes and decisions related to the long-term management and development of the specific sites described in the Plan. Typically, a site specific land use plan would at a minimum recommend zoning districts appropriate to effectuate the land use recommendations in the plan. This Plan recommends zoning districts, and also recommends development objectives describing the character, structure types, site and building design guidelines. Subsequent development processes, including HLB disposal, platting, and zoning are required to take the Plan recommendations into consideration. In the case of the Carol Creek parcels, a site plan review would be required.

As an amendment to the Comprehensive Plan, PZC is tasked with making a recommendation to the Assembly for approval and adoption. The land use designations recommended in the Plan would, after Assembly adoption, formally adopt the comprehensive plan's land use map. The implementation actions would be adopted as Municipal policy to guide subsequent regulatory actions and decisions, such as platting, zoning, disposal, and development. PZC should be aware that AMC 25 requires HLB to go through a site-specific land use study prior to disposal of these properties, as the Comprehensive Plan is in the case of these properties insufficient. AMC 25 details the basic requirements of a site-specific land use study. The HLB Advisory Board approved the Plan through Resolution 2008-06.

Staff Recommendation: Include a Preface to the Plan with the above explanation (minus the last paragraph), as well as the map in Attachment 1.

2. Issue: What is the difference between a Comprehensive Plan amendment and a master plan?

Staff Response: The Comprehensive Plan and its implementing measures are established in AMC 21.05. The purpose of the Comprehensive Plan is to set the goals, objectives, and policies governing future land use development. The comprehensive plan establishes land use classifications which serve as a guide to the Municipality's land use regulation system. Land use classifications, according to AMC 21.05.050, should consider mix and balance of uses, separation of incompatible uses, physical, social, and economic vitality of the community, incentives for reinvestment, and changing social, economic, and technological conditions.

The Chugiak-Eagle River Site-Specific Land Use Plan amends the Comprehensive Plan by assigning land use classifications on several tracts and tracts that will be created through future platting actions. Land use classifications, when residential, describe residential intensities (density). The appropriateness of these classifications is based on the goals and policies of the Comprehensive Plan as well as other factors commonly used by Planning staff in analysis of appropriate land use designations, such as land characteristics, existing and future transportation needs, and examination of surrounding land uses.

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A master plan is a general term that describes a document that identifies site access and general improvements which is designed to guide growth or development over a number of phases or years. AMC 21 identifies the following types of plans that, in some form, can be considered master plans:

- A site-specific land use study
- A site plan, such as what would be required to satisfy the requirements of a public facility site plan review
- Girdwood Area Master Plans
- Girdwood Development Master Plans
- Master development plan required by PC planned community district

In addition to these plans referenced by the code, at times the requirement of a master plan is imposed through a regulatory process such as a rezoning. In this case, the purpose and requirements of the master plan is either specifically identified through that regulatory action, or else left to be applied generally through sound planning practices.

The site-specific land use plan includes additional recommendations in order to effectuate the desired design objectives in the plan. Because of this, it can be considered a master plan, but it must satisfy the requirements of a site specific land use study (AMC 25). Its primary function is to amend the comprehensive plan.

3. **Issue:** Page 3: Development recommendations, first bullet. If the quality and character of the existing neighborhood are to be protected, where are those qualities and characteristics described? This study analyzes the HLB parcels but doesn't explicitly describe the neighborhood other than scattered references in various sections.

Revision: Add a short list of neighborhood qualities to be protected to this bullet. Add to Description of the Study Area a new paragraph titled "Character of adjoining neighborhoods". Description should include features to protect and to apply to the new low density areas. Chugiak residents can describe their own list, but in other rural or semi-rural neighborhoods, these often include: low speed of traffic, no cut-through traffic, lots with mature trees and natural vegetation predominating, no street lights.

Staff Response: To meet HLB regulations (AMC 25.40.025) and amend the land use classifications in the Comprehensive Plan, a site specific land use study must address land use compatibility with adjacent areas and consistency with land uses identified in the Comprehensive Plan and zoning of the area. Staff believes the Plan satisfies these requirements.

Staff Recommendation: No change.

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4. **Issue:** Pages 4-6. Contradictions between recommended land use residential intensities and suggested caps on number of units, as well as recommended structure type. Clarify where land use classifications come from. If Parcel C is 8 acres and is limited to 50 units, then it shouldn't be labeled as 7-10 DUA. Likewise, Parcel D is 7 acres and limited to 60 units, so call it 7-10 DUA not 7-15 DUA.

The classifications are much broader and more intensive than the restricted uses recommended on pages 3 & 4, esp. for North Knoll and Carol Creek Sections D and D. Parcel D is classified for greater than 11 and up to 15 DUA whereas page 4 limits D to less than 9 DUA.

Staff Response: The study recommends land use classifications from the Chugiak-Eagle River (C-ER) Comprehensive Plan Update to ensure consistency and clarity with the overall community plan. The classifications are intended to act as a policy guide and legal basis for future zoning changes and other development decisions. Residential classifications include housing units per gross area (including streets, open spaces, unusable land), which indicate the overall distribution of population but are not intended to be applied directly to measure how many units may be allowed on individual lots.

In addition to gross densities, the residential classifications include general descriptions of housing types and neighborhood characteristics that would be expected to be developed. For example, Residential, 7 – 10 dwelling per acre describes single-family, small lot housing, attached single family or duplexes with landscaped setbacks and low traffic volume streets. Residential, 11-15 dwelling per acre includes duplexes, townhouses, and low-to-medium density multi-family. The classifications also include locational criteria, such as “areas within unobstructed walking distance of schools, parks, transit and local commercial services.”

As indicated by the issue raised, the cap on the number of units in the study would effectively bring the recommended gross density lower than what would be allowed by the cap. However, the character of development described in the plan (e.g., townhouses in the 11-15 DUA) is consistent with the DUA recommended in the plan.

Area	Acres	Max Units	DUA by Cap	DUA in Plan
North Knoll	40			
Muldrow	11	11	1.0	1-2
A	10	10	1.0	1-2
B	26	0	N/A	N/A
C	8	50	6.25	7-10
D	7	60	8.6	11-15
E	23	5	0.22	> 0.4

As shown in bold in the above table, the dwellings per acre that would be recommended with the cap on total units is less than the lowest point of the range of the recommended land use classification.

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Staff Recommendations:

Staff believes that either the proposed or reduced residential intensities would be appropriate, but recommends the following changes to the land use classifications to address inconsistencies in the plan.

Area	Recommendation
Muldraw	No change: 1-2 DUA, maintain cap of 11 units
A	No change: 1-2 DUA, maintain cap of 10 units
B	No change: 0 DUA
C	Reduce to 3-6 DUA, maintain cap of 50 units
D	Reduce to 7-10 DUA, maintain cap of 60 units
E	No change, maintain cap of 5 units due to high environmental constraints

Development requirements and retention of the open space parcel in Carol Creek mitigate and effectively lower the overall net density. Carol Creek A and Muldraw parcels would be required to develop at 40,000 s.f. per unit due to the requirements of MOA On-Site Water and Wastewater Division.

Design Guidelines and Implementation

5. **Issue:** Does the Plan have the authority to recommend zoning districts? Recommend deletion of recommended zoning districts on page 43.

Staff Response: A plan will often contain recommendations for implementation, and a zoning district designation is the action that effectuates a land use classification. Assembly adoption of the Plan establishes land use classification for subject properties and provides direction for future land use regulation (i.e., zoning). Adoption of the plan does not establish zoning districts, but does and should provide direction for future actions. Past land use plans, such as the adopted HLB Parcel 1-085 Land Use Study (AO 96-86) in Eagle River, also contain recommended zoning actions.

Staff Recommendation: No change. However, clarification to table on page 43 is detailed under Issue 17.

6. **Issue:** A recommendation of R-6 zoning is more appropriate than R-7 in Muldraw Street area and Carol Creek A.

Staff Response: The neighborhood north of the Carol Creek parcels is zoned R-2ASL (AO 1982-111S). The zoning district establishes a minimum lot size of 20,000 s.f. in the area adjacent to the Old Glenn, and minimum lot sizes of 1 acre in the remaining parcels (Attachment 2 map). The Muldraw Street-East parcel is contained within that zoning district, and therefore would not need to be rezoned to develop in a manner consistent with surrounding neighborhood.

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The existing development includes single- and two-family structures on lots ranging from 20,000 square feet to over 1.25 acres. Half the neighborhood consists of one and two-family structures on lots less than 40,000 s.f., lots that would not conform to existing zoning or current on-site wastewater requirements. Less than a quarter of the parcels in the area have single-family structures on lots greater than an acre and a quarter, which would be consistent with R-6 zoning; this is about the same number of parcels that currently have two-family structures on them.

The map in Attachment 2 shows the mix of the existing development, on varying lot sizes, and is summarized in the following table:

Table 1. Study Area Parcel Sizes and Unit Types

Parcel Area (s.f.)	1 Family	2 Family	Total
20,000 or less	1	0	1
20,001 to 39, 999	41	14	55
40,000 to 54,450	24	4	28
Greater than 54, 450	26	3	29
Total	92	21	113

The table and map indicate the following:

- 55 of the 113 developed parcels, or 49%, are less than 40,000 s.f.;
- 29 parcels (26%) are greater than 54,450, the minimum lot size in the R-6 zoning district;
- A majority of single-family homes (72%) are located on lots less than 54,450 s.f. and,
- 19% of the structures in the neighborhood are duplexes.

The R-7 zoning district is intended for intermediate rural residential districts. The zoning district requires a minimum 20,000 square foot lots, with an additional 20,000 square foot lot for each additional unit. Given that development will likely need to address water and sewer needs on-site, minimum lot sizes are likely to be 40,000 square feet or greater. The R-2A zoning district, on the other hand, is intended to apply to two-family residential districts on large lots. The R-6 suburban residential district requires a minimum lot size of an acre and a quarter. Given the emphasis on single-family detached, the R-7 district is recommended.

Staff Recommendation: Analysis of existing development shows the neighborhood more closely resembles R-7 with on-site requirements than R-6 or R-2A. No change on Muldrow-West and Carol Creek A. Recommend no changes to recommended zoning table for Muldrow-East, which would remain R-2ASL.

APPENDIX D

7. **Issue:** What is the zoning on the Carol Creek parcel?

Staff Response: See page 22. PLI.

8. **Issue:** Pages 37 and 38 show three of four housing designs that could not be built in Anchorage under the current or future Title 21 Rewrite; the driveways do not meet the standard and the road rights-of-way do not meet single-family or condo development standards. The Commission is being asked to approve a plan that contains examples that could not be built under either current or future code standards.

Staff Response: The intent of the images on pages 37 and 38 is to provide a visual example of the types of housing that is desired by Heritage Land Bank and by the community. The **Residential Development Standards and Examples** section on pages 34 and 35 provide the specifics of the site and building design elements that would guide development. Furthermore, these are recommendations only.

The images do not provide information on road width and are not intended to serve as site layout plans that this Plan will follow. Road design, alignment and site layout will be provided in detail during the actual development and design process.

Staff Recommendation: To avoid confusion, remove photos on pages 37 and 38.

9. **Issue:** Page 34: How can proposed special limitations be mandated? Does the plan need to be more explicit? Some of conditions for development need to be plat notes and also in the CCRs to ensure enforceability over the long term.

Revision: delete the words “these objectives will guide the platting and site plan review” and insert “*these objectives will be incorporated during the re-zoning and site plan review into plat notes and CCRs for each proposed residential development.*”

Staff Response: Proposed special limitation cannot be mandated, but are recommendations of the plan in order to effectuate the development objectives. However, the Planning Department does agree that further clarity is needed.

Staff Recommendation: Replace language above with: the site plan review recommended for future development should be found in conformance with these objectives prior to approval.

10. **Issue:** P. 35 first bullet in “Building Orientation:” What does “have a relationship with the natural setting or common open space” mean? Does that mean the front of the homes face the open space?

Staff Response: The language is flexible enough to allow either buildings oriented to open space on the front (i.e., cottage style) or rear. The reason for recommending a site plan is to allow for flexibility while still ensuring consistency with plan.

APPENDIX D

Staff Recommendation: No change.

11. **Issue:** Change wording from “Development Standards” to “Development Objectives.”

Staff Response: Staff agrees that the word “standards” implies actual code requirements, which in this case is not accurate.

Staff Recommendation: On pages 34-35, change header to Residential Development Objectives. Change “objective” to Overall Intent and change “development standards” to Development Objectives. Substitute reference to standards to objectives to be consistent throughout document.

12. **Issue:** Include map of special study area from the 2006 C-ER Comp Plan Update.

Staff Response: Agree. See Issue 1 and Attachment A.

13. **Issue:** Clarify at the beginning of the Study that Land Use Recommendations are found on Page 29.

Staff Response: Agree. See proposed preface in Issue 1.

14. **Issue:** The Plan is very specific in some places (i.e., recommends 20 wells – how do we know?). The Plan should be more general.

Staff Response: The primary purpose of the study is to recommend land use designations. Decisions about on-site systems will be made during more active development application phase. However, the plan states “approximately 20 additional wells” on page 7, and as such implies that further analysis will be required. Staff has attempted to address overall purpose of plan through the preface on page 1.

Staff Response: No change.

15. **Issue:** Use language like “may” or “should” when regarding plan recommendations.

Staff Response: Staff believes this comment is directed primarily at the implementation and design objectives section. As such, the word objectives has been substituted for standards as described in Issue 11. In addition, additional changes should be made on page 42.

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Staff Recommendation: On page 42:

- 3rd paragraph: The new zoning districts [WILL] should contain special limitations to ensure development [WILL BE] is consistent with residential development [GUIDELINES ESTABLISHED] objectives recommended in this plan.
- 7th paragraph: [THE AREAS DESCRIBED IN THE DEVELOPMENT GUIDELINES SECTION – AREAS B, C, D OF THE CAROL CREEK PARCEL – ARE REQUIRED TO SUBMIT A SITE PLAN FOR APPROVAL PER 21.15.030.] This plan recommends that Carol Creek parcels B, C, and D be required to follow site plan review process per 21.15.030.

16. Issue: Outline the process that should guide platting actions as it relates to this Plan.

Staff Response: For the most part, recommended design objectives will be effectuated through the zoning process, as well as requirements for site plan reviews. Relevant recommendations to platting actions include the overall recommendation for the tract plat, road connection requirements connecting Carol Creek A to C, and the recommendation for no through access of Malaspina through the Muldrow Street parcel.

17. Issue: Chart on page 43 is difficult to understand. Zoning notes column is misleading as it deals with rezoning recommendations as well long-term ownership plans. Furthermore, the table header is only one part of the implementation.

Staff Response: Staff agrees clarification is needed. Furthermore, the Muldrow parcels are currently two tracts; the eastern most tract is already zoned R-2A SL, and as such is consistent with the surrounding neighborhood. Staff recommends no change to this zoning designation to eliminate the need for rezoning. The western tract, currently zoned PLI, will be required to rezone to R-7 as it most closely reflects current, recent, and desired development patterns.

Tracts for implementation purpose will be labeled Muldrow Street East and Muldrow Street West.

Staff Recommendations: Make the following changes:

- Change title to: Recommended Zoning
- Replace with the following table:

APPENDIX D

Table 5: Recommended Zoning

Parcel Name	Land Use Recommendation	Recommended Zoning	Additional Detail
North Knoll	Park and Natural Resources	PLI	
Muldraw Street West	Residential (low density; 1-2 dua)	R-7	
Muldraw Street East	Residential (low density; 1-2 dua)	R-2A SL	No rezone required
Section A Rural Residential	Residential (low density; 1-2 dua)	R-7	
Section B Natural Resource Corridor	Park and Natural Resources	PLI	
Carol Creek	Section C Residential	Residential (low/medium density; 3-6 dua)	R-2M SL SL recommends administrative site plan review to conform to design standards; cap at 50 units
	Section D Residential	Residential (low/medium density; 7-10 dua)	R-2M SL SL recommends administrative site plan review to conform to design standards; cap at 60 units
	Section E Southeast Slope	Residential (very low density) Park and Natural Resources	R-10 SL SL to cap allowed number of units (5)

Roads, Traffic, and Connectivity

- 18. Issue:** What traffic analysis was performed as part of this Plan, including any impact to the Old Glenn Highway? Why was a traffic impact analysis not performed, as a TIA would have been required of a private sector developer?

Staff Response: The 2027 Long-Range Transportation Plan (LRTP) for the Chugiak-Eagle River Area did not anticipate enough of a population increase in this area to predict a significant impact on the Old Glenn Highway, the arterial that serves this area. The transportation modeling prepared for the LRTP used population projections from the 2006 Chugiak-Eagle River (C-ER) Comp Plan Update. Population estimates for the study area is 99 people or 34 households, based on the household size of 2.9 used in the C-ER Comp Plan Update.

The LRTP estimates that the population “hotspots” in Chugiak-Eagle River and the traffic demand from this growth, is in five primary areas (page 19 of LRTP 2027): the Powder Reserve subdivision west of the Glenn Highway; Eagle Crossing and adjacent parcels south of Eagle River Road and east of Eagle River Loop Road; the area south of Eagle River and bordered by the south and east by Eagle River Loop Road; and the Eklutna 770 in Chugiak (north of the study area) and bounded by the Old Glenn Highway and the Glenn Highway and the North Peter Creek area.

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MOA Traffic Department was consulted and participated in the planning process for this Plan, and confirmed that the study area is outside of the population “hotspots” estimated by the LRTP traffic demand modeling. Traffic impact analyses (TIA) are required when a specific proposed development exceeds a certain threshold. As a Comprehensive Plan amendment, the study assigns land use classifications and general ability of the area to support growth, but does not provide a level of specificity that can accompany a development proposal.

Step down traffic or circulation studies can be required by the Municipal Traffic Engineer if a project is under the threshold of a TIA but may cause changes in traffic volumes for a particular development area. Typically this is at the Traffic Engineer’s discretion to decide early in the scoping process of a project. The Traffic Engineer participated in the early process of this land use study and has not deemed that a traffic study or a circulation study needs to be completed at this time.

Page 40 of the study indicates that a TIA may be required by MOA Traffic as part of the approval process (platting, zoning, site plan review, building permit) for McDonald Drive. Generally a TIA is required when a development will generate 100 trips during peak hours. For residential types of use each unit generates approximately .6 to .7 trips per unit during peak hour. That would require 142 units in a development to require a TIA. Additionally the ADOT&PF may require a TIA when State Facilities are impacted by a proposed development pursuant to 17 AAC 10.060. DOT has reviewed the land use study and has no comment or requirement for a TIA at this time.

19. Issue: Clarify what roads HLB will be required to construct as part of the development.

Staff Response: As identified in a site visit with PM&E Private Development and verified with recorded plats, all subject parcels in the Plan currently have legal and physical access from existing roads.

Area A is accessible off the Old Glenn Highway on Fishhook Road. Area B, the natural resource corridor will be accessible via various trails via McDonald Drive. Areas C & D are accessible off the Old Glenn Highway on McDonald Drive. Area E is accessible off the Old Glenn Highway on Rachel Avenue to Beaujolais Drive to Chardonnay Circle (Plat 84-296). The Muldrow parcels are accessible off the Old Glenn Highway on Fishhook Road. All roads providing primary access are classified as local roads in the OS&HP.

Triggers for road upgrades or a connection between Areas C & D and Area A & Muldrow parcels will be determined by Fire Code with regards to public safety. The number of residential dwelling units may generate the need for an additional access. The McDonald Recreation Center is in the permitting process for a substantial expansion. This may trigger McDonald Drive to be upgraded to collector standards, especially since an elementary school also uses the same driveway.

A temporary public use easement (PUE) through Area A will be included on the tract plat that allows for a potential road connecting McDonald Drive and Mendenhall Street.

APPENDIX D

This PUE will be subject to relocation based on the topography and final design of Area A.

Staff Recommendation: Add the above clarification to Roads section on pages 39-40, specifically the second paragraph and bullets on page 39.

- 20. Issue:** Access to Carol Creek E. Page 33: Would the HLB have to ensure road access to sell Parcel E? Ensuring road access has two negatives for the public: a connector road as shown would probably merit some amount of public funding, and this is probably not a high priority for public funding; and opening this land plus adjoining parcels in other ownership would possibly compete on the market against the better-located parcels HLB wants to sell (A, C & D). Page 39, Parcel E Preclude a switchback road.

What is meant by “putting the road “just above the open space corridor”? If that means a residential access road along the border of Parcel B, it would have to switchback across parcel E to get to the bench where house sites are proposed. This would not retain the scenic and natural features of Parcel E (stated in the Development Intent) and could impact the drainage and wildlife habitat values on E or B. ‘Revision: Delete the reference to the road along the open space corridor. Add: *A switchback road across Parcel E is not compatible with the objective to maintain the natural appearance of the parcel from the surrounding areas.*

Staff Response: The plan classifies Area E as Southeast Slope Residential/Natural Area. Due to the topography, the plan calls for this hybrid area to denote that if residential development happens in the future, while unlikely, it would only provide for up to 5 units. Area E is currently accessible off the Old Glenn Highway on Rachel Avenue to Beaujolais Drive to Chardonnay Circle (Plat 84-296). It is not probable that Area E will see any development in the near future, if ever. If development does occur, the road within this area will be required to meet all municipal standards for grading, sloping, and drainage, etc.

Staff agrees to clarify objective language per above comment.

Staff Recommendation:

- Page 33, Southeast Slope, first paragraph, replace [THE TOPOGRAPHY REQUIRES CREATIVE ENGINEERING AND POSSIBLE ACCESS VIA PARCELS WHICH HLB DOES NOT OWN] with: Legal and physical access to Area E is from Chardonnay Circle as shown on Plat 84-296.
- Page 39, last bullet, add the following sub-bullet: Avoid switchback roads.
- Page 39, last bullet, add the following sub-bullet: Design road to minimize impact with adjacent open space corridor.

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- 21. Issue:** The connection between the Muldrow Street and Carol Creek parcels is not clear because the document says there would be no access through Muldrow parcel. How will the connection be made from McDonald Drive (extended) to Fish Hatchery Road?

Staff Response: There are two issues. First, regarding the Muldrow Street Parcels, the plan states that these parcels will be accessed by Fish Hatchery Road or Muldrow Street, but that a Malaspina or some other connection through the tract is not recommended. The reason is that the overall the plan recommends connectivity, but in a way that discourages through traffic.

Secondly, the intent is to access the Carol Creek parcel by extending McDonald Drive. Malaspina Drive would then connect the Carol Creek parcel to the Muldrow parcels. This through connection would allow for another access to the neighborhood and is supported by connectivity policies in the C-ER Comp Plan, the Traffic Department and the Fire Safety Division of the Fire Department. The exact alignment of the internal roads is outside the scope of this land use study but will be required during the development process for review by the Fire Department, Project Management and Engineering Private Development Division and the Traffic Department's Safety Division.

Staff Recommendation: See clarifying language in Issue 19.

- 22. Issue:** There are numerous comments from the public hoping for a gate on any extension from McDonald Drive. That is rejected in the plan based on lack of clearing of snow near the gate and that they end up left open anyway.

Are these concerns correct? How are the gates working on Elmore near South High? There is a fire gate at the north end of Birch that is cleared and remains closed. Gates in Sahalee are also maintained and appear to remain closed.

Staff Response: The Plan recommends the road be constructed and access provided. A gate is no longer recommended.

Staff Recommendation: No change.

- 23. Issue:** P 7 & 39: Clarify where the McDonald Drive extension is allowed to connect to Fish Hatchery Road if it is expressly not allowed to cross the Muldrow Parcels. Knob Hill Drive looks like too-steep a connection.

Staff Response: The road connections drawn on Map 2 in the Plan are conceptual. The proposed road connection from McDonald Drive through Area A to Mendenhall Street could be developed in a couple different locations. This will depend on the topography and how future development will be designed to make best use of the area. Extending Mendenhall Street east from Malaspina to Knob Hill Drive is an option to consider for traffic circulation. This connection to Knob Hill does not appear to have grades too steep for road construction, but will require further analysis at a later time.

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Staff Recommendation: Page 39, fourth bullet, replace “a through road connecting these two roads is not permitted”, with: the connection shall not be a cut-through road by extending Malaspina Drive north.

24. **Issue:** P.7, third bullet in Road Section: reference to “Public Streets within new residential areas will be built to residential standards.” Rural or Urban standards?

Staff Response: Street standards are determined by the underlying zoning district. In current Title 21, R-7 is considered suburban while R-2M is considered urban.

Staff Recommendation: No change.

25. **Issue:** There are comments asking for sidewalks. If they are provided, would CBERRSA maintain them?

Staff Response: CBERRRSA maintains sidewalks in winter in CBD only.

26. **Issue:** Where is the primary egress and secondary egress for the Carol Creek parcels?

Staff Response: The existing primary access to the Carol Creek Parcels C and D is McDonald Drive and for Parcel A, primary access is via Malaspina and Knob Hill. There is no connection between Area A and Areas C and D, but as explained in Issue 19, a temporary PUE is recommended to be shown on the tract plat that creates Parcel A. If and when it is necessary to develop a secondary access to the Carol Creek parcels, it will connect McDonald Drive with Mendenhall Street.

The exact internal road alignment and road design is outside the scope of this land use study which aims to only designate land uses and is not a detailed plan for development. During the subsequent development processes that would follow this land use plan (platting, rezoning, site plan review), the details of the road design and alignment will be required and will be reviewed by the Fire Department, PM&E and the Traffic Department.

27. **Issue:** Cul-de-sacs can have only a 600-foot length and there cannot be 110 units with one egress. The community will not get what the Commission endorsed, if this plan is approved. There must be either a lot of detail that conforms to Title 21, or the plan has to be generic. Ultimately the community will be the loser because what is promised cannot be delivered.

Staff Response: The road shown on the Land Use Recommendation Map (Map 2, page 5) is conceptual only. This land use plan does not intend to provide the level of detail of road design that will be required during the development process (platting, rezoning, site plan review) that will follow this process.

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It is also the intent of the study to endorse the connectivity policies provided in the C-ER Comp Plan. These connectivity policies are supported by both the Fire Department's Fire Safety Division and the Traffic Department. See Issue 19.

- 28. Issue:** P.5 picture. The trails from the south end of Savage Drive looks like it would go on private property with homes. Is that correct? How would the easement be obtained?

Staff Response: The map shows a possible future road, not trail, connecting to Savage Drive. Appropriate easements would be incorporated into the road design.

- 29. Issue:** p.39 second bullet. "Ultimately a controlled intersection (stop light) may be required at the intersection of McDonald Drive with the Old Glenn ..." What would determine when this is needed? The east side looks largely developed already.

Staff Response: Ultimately, the State will determine the need.

Environmental and Ownership

- 30. Issue:** Is there any need to postpone the preservation of wetlands? Pages 4, 31 and 33. Were wetlands mapped adequately to know what should be protected? Revision: If wetlands have been mapped, change the recommendation to *specifically show the acreage and location of preservation wetlands*. Delete the unenforceable language that "it is the intent of the HLB to set aside portions of this natural resource corridor in a wetlands mitigation bank."

Staff Response: The plan recommends a land use classification of Park and Natural Resources and *consideration of the option* of trading to CSP or a non-profit land trust. Any future decisions regarding disposal of the land, by trade or other disposal method, would be subject to the requirements of AMC Chapter 25.40, which requires public notice and hearings before both the Heritage Land Bank Advisory Commission and the Assembly prior to any disposal.

Staff Recommendation: No change.

- 31. Issue:** Why is a trade recommended (page 3 & 29)? Does HLB sometimes give land to other public or private agencies for public purposes? If transferring the land to CSP meets the HLB mission of securing land for future public purposes of Anchorage residents, it need not be tied to a trade. This probably wouldn't be a high trade priority for CSP anyway since it is not developable.

Examples of HLB land that might be/have been given away or token sales: Road ROWs for Elmore extension and 48th? The new Crime Lab? 5 to 8 acres of HLB land designated for

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road realignment of Potter Valley Road? Other parkland? Abbott Loop Community Church in Section 30?

Revision: delete the recommendation that Chugach State Park must or should trade equal value land for the North Knoll. State that HLB will manage North Knoll according to CSP management directives and if there is no change in accessibility or development potential in the next xx years, will transfer the parcel to CSP.

Staff Response: As explained in Issue 30, the Plan states that HLB should “consider the option to trade land to CSP or a non-profit.” The Plan does not recommend a trade, and any land disposal would be required to follow AMC Chapter 25.40.

Staff Recommendation: No change.

- 32. Issue:** P. 19, second paragraph, Chugach State Park Access. The 1986 Chugach State Park Plan also indicates an important trail easement across the North Knoll parcel ...” Also, public comments refer to this. Add a recommendation that these easements be protected to connect the adjacent CSP parcels if the parcel is not transferred to CSP.

Staff Response: The Plan recommends a classification of Park and Natural Resources, which will be completely consistent with trail use. If a disposal changing that use is proposed at some time in the future, there will be substantial opportunity for public and other municipal agencies to comment, ensuring that any appropriate trail easements will be considered. Additionally, at page 29, the Plan recommends reserving a public access easement in the Southeast corner of the property.

Staff Recommendation: No change.

- 33. Issue:** Page 4, 32 & 33. Possible confusion over future use and ownership of Carol Creek Natural Resource Corridor Area B:

- Page 4 says “manage corridor to be substantially undisturbed.”
- Page 31 says this 26 acres “will be retained in public ownership.”
- Page 32 discusses B, C & D and says “Another proposal... for the Carol Creek parcel was to use the HLB parcel as a base for a ski slope...nothing in this plan strictly rules that out...the ski development advocates could conceivably be the party to acquire the HLB parcel once it is offered for disposal.”

Revision: clarify whether or not Parcel B will remain in public ownership and substantially undisturbed, since it is located at the run-out of the surrounding slopes. Clarify if Carol Creek could be tapped for snowmaking.

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Staff Response: By recommending the land remain in public ownership, the Plan is not committing to the land being dedicated park. However, that could be one option. Whether the land remains within HLB inventory or MOA parkland is somewhat outside the scope of the plan; the primary purpose of the plan is to designate the land use.

The discussion on page 32 provides background regarding a development proposal related to the development of a ski slope. The plan does not recommend land use designations that would support a large commercial ski facility, other than to indicate that housing and the parks and recreation area could be worked into the planning of a ski area. Staff believes that the plan is clear on intent to create a separate tract to preserve the creek corridor, seek wetland preservation, and allow only low impact recreational uses. The plan states that should a ski area seek to go forward, the developer would need to work “with HLB and the community to revise this plan.”

Utilizing Carol Creek for snowmaking would likely require permits from ADNR and/or ADEC, and would likely not be allowed once permanent dedication to wetland mitigation bank was achieved.

Staff Recommendation: No change.

34. **Issue:** Page 7, clarify “water quality and flow issues.” Replace with “*that water quality and capacity might not be sustainable for new and existing residences that rely on wells.*”

Staff Response: MOA On-Site is involved in platting and permitting process to ensure adequate compliance with on-site requirements.

Staff Recommendation: Staff agrees to make proposed change.

35. **Issue:** p.42 4th paragraph, 4th bullet. “Notifying the Community Council within which the affected Heritage Land Bank land is located and Community Councils within 1,000 feet.” Should this also include CC’s within 1,000 feet? Somewhere in the plan it said there is a CC boundary close to the area.

Staff Response: The above section simply states what is required by code. Staff practice has been to notify all 3 community councils in the area.

36. **Issue:** P. 3 and P. 19: reference the pending revision of the CSP Master Plan and CSP Trails Plan and state that the North Knoll will accommodate the Chugiak Hillside Trail and other trails that may be adopted through the CSP Master Plan.

Staff Response: The Plan recommends a classification of Park and Natural Resources, which will be completely consistent with trail use. If a disposal changing that use is proposed at some time in the future, there will be substantial opportunity for public and other municipal agencies to comment, ensuring that any appropriate trail easements will be

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considered. Additionally, at page 29, the Plan recommends reserving a public access easement in the Southeast corner of the property.

Staff Recommendation: No change.

Minor Edits:

37. **Issue:** P. 3, Development Recommendations Objectives” is not grammatical. Delete the word “recommendations”

Staff Response: Change to Recommended Development Objectives. Also, change second section on page 3 to Recommended Land Use Classifications.

38. **Issue:** P. 12: Ownership to the south is mentioned twice. One of these references should be to the “north.”

Staff Response: Agree to change the sentence to “privately owned, undeveloped land to the [SOUTH] north and west.

39. **Issue:** P. 3, 15, 16, 21: Contradiction between Fig. 4 Development Suitability Map and text. Suitability map shows 80 percent of North Knoll as relatively high development suitability—more so than parcel E. Other text says slopes average 30 to 45 percent. Table 3 says “generally unsuitable for development”.

Staff Response: Darker colors on figure 4 are less suitable. Staff does not see contradiction.

Staff Recommendation: No change.

40. **Issue:** P. 18 & 23: Label CSP Access Inventory points on Map 6 to match the text on page 18. There are only unlabeled dots, and no dot for the fourth access area mentioned on Page 18; and the roads aren’t labeled for reference.

Staff Response: Agree that this would be helpful.

41. **Issue:** P. 34: Clarify that the driveway width is 20 feet maximum, but not the vegetation retention.

Staff Response: Agree to make this clarification change.

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42. **Issue:** P. 35: Instead of “consider” all modes of transportation, use the words “*accommodates*” or “*serves*.”

Staff Response: Agree to make proposed change.

43. **Issue:** Add to list of Objectives on p. 3: “*Develop according to the Chugiak-Eagle River Comprehensive Plan.*”

Staff Response: Agree to make proposed change.

44. **Issue:** P. 6, top of page needs a bold heading: “**Land Use Designation**”

Staff Response: Agree to make change.

45. **Issue:** P. 7 second to last line delete “33.”

Staff Response: Agree to make change

46. **Issue:** P.28, correct the third line to read “... concerns of residents ...”

Staff Response: Agree to make change.

47. **Issue:** P.42, paragraph 5, line 3, delete the striked-out word “likely.”

Staff Response: Agree to make change.

48. **Issue:** P. 7, last bullet, correct to read “*these areas ((C & D)).*”

Staff Response: Agree to make change.

49. **Issue:** P. 6 Land Use Classification Defined, in table is mislabeled. This describes a level of detail beyond the basic classification.

Staff Response: Change label to Development Intent.

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50. Issue: P. 30 (formatting). On page 29, under Recommended Plan – Land Use, the first section is North Knoll Property, the second section is Muldrow Street Parcels, the third section SHOULD be titled Carol Creek Parcels (Areas A,B,C,D,E) where it currently is titled Carol Creek Rural Residential (A on Map 2) – 10 acres. That existing title should be a subsection under the new 3rd section Carol Creek Parcels. This should go after the first paragraph directly prior to Background and Intent. This subsection will be followed by further subsections as listed (Carol Creek...(B,C,D...) and Southeast Slope (E....)).

Staff Response: Agree to make change.

Attachments: 1. Map: Land Use Plan, Chugiak-Eagle River Comprehensive Plan Update
 2. Map: Parcel Sizes and Number of Living Units Per Parcel
 3. Planning and Zoning Commission Minutes of February 25, 2009
 4. Staff Packet of February 25, 2009

E.1.


Municipality of Anchorage

Planning Department

MEMORANDUM

DATE: May 11, 2009

TO: Planning and Zoning Commission

FROM:  Tyler Robinson, Planning Supervisor
Physical Planning Division

SUBJECT: Case No. 2008-139, *Chugiak-Eagle River Site-Specific Land Use Plan*
Issue-Response Summary – Issue #1 Replacement Preface

Attached is a recommended replacement for the “Preface” discussed in Issue 1. Additions are shown in yellow and deletions are shown as strike through.

The changes reflect feedback from the Commission. The proposed Preface clarifies the purpose and function of the plan, and summarizes the plan recommendations.

Attachment

Preface

The Chugiak-Eagle River Site-Specific Land Use Plan (Plan) fulfills three primary objectives.

First, the Plan amends the Chugiak-Eagle River Comprehensive Plan (see Attachment 1, Land Use Plan Map). The Plan does so by assigning and amending land use designations on 4 tracts. Two of these tracts were designated “Special Study Area” in the Chugiak-Eagle River Comprehensive Plan Update (2006), and as such require a site-specific land use study before use designation or development. The two tracts with Special Study Area designation are the Carol Creek tract and Muldrow Street-East tract. Two other tracts, North Knoll and Muldrow Street-West, were designated in the Comp Plan as very low residential and community facility, respectively. The Plan proposes land use designations for the Special Study Areas and land use changes for the other two tracts, in a manner consistent with the Comprehensive Plan. The plan recommendations are summarized in the table below, and shown on Map 2 (page 5): ~~A summary of these recommendations is provided on pages 3-6.~~

Parcel Name	Size	Current Comp Plan Land Use Classification	Recommended Land Use Classification	Additional Recommendations
North Knoll	40 acres	Residential, <1 - 1 dwellings per acre	Park & Natural Resource	
Muldrow Street West	3.7 acres	Community Facility	Residential, 1 - 2 dwellings per acre	Design objectives established in plan
Muldrow Street East	7.8 acres	Special Study Area	Residential, 1 - 2 dwellings per acre	Design objectives established in plan
Carol Creek A, Rural Residential	10 acres	Special Study Area	Residential, 1 - 2 dwellings per acre	Design objectives established in plan
Carol Creek B, Natural Resource Corridor	26 acres	Special Study Area	Park & Natural Resource	
Carol Creek C, Residential	8 acres	Special Study Area	Residential, 3 - 6 dwellings per acre	Max of 50 units. Design objectives in plan and recommended site plan review.
Carol Creek D, Residential	7 acres	Special Study Area	Residential, 7 - 10 dwellings per acre	Max of 60 units. Design objectives in plan and recommended site plan review.
Carol Creek E, Park & Natural Resources / Very Low Density	23 acres	Special Study Area	Residential, <1 - 1 dwellings per acre / Park & Natural Resource	Max of 5 units

Secondly, the Plan satisfies the requirements of AMC 25.40.025 Heritage Land Bank disposals. HLB disposals must consider the comprehensive plan and its implementing measures prior to any disposal. When the comprehensive plan is “insufficient to determine whether the disposal of a parcel or parcels is consistent with the plan or measures, the Heritage Land Bank shall complete a site specific land use study.” The section of code requires a site specific land use study to address the need for community facilities, to identify landmarks, natural hazards, and

environmentally sensitive lands, public utility needs, potential residential, commercial, and industrial uses, land use compatibility with the surrounding area and consistency with land uses in the Comprehensive Plan and zoning.

AMC 25.40.025 H also states that HLB disposal shall benefit the public, and that the “disposition shall include additional requirements and conditions to insure the proper development and completion of the project in the public interest.” Development objectives, and the explanation on how those objectives would be effectuated, are included in the Plan to meet the public interest as captured during the public outreach portion of the plan.

Third, the Plan recommends management direction and implementation actions to guide subsequent regulatory processes and decisions related to the long-term management and development of the specific sites described in the Plan. Typically, a site specific land use plan would at a minimum recommend zoning districts appropriate to effectuate the land use recommendations in the plan. This Plan recommends zoning districts, and also recommends development objectives describing the character, structure types, site and building design guidelines. Subsequent development processes, including HLB disposal, platting, and zoning are required to take the Plan recommendations into consideration. In the case of the Carol Creek parcels, a site plan review would be required.

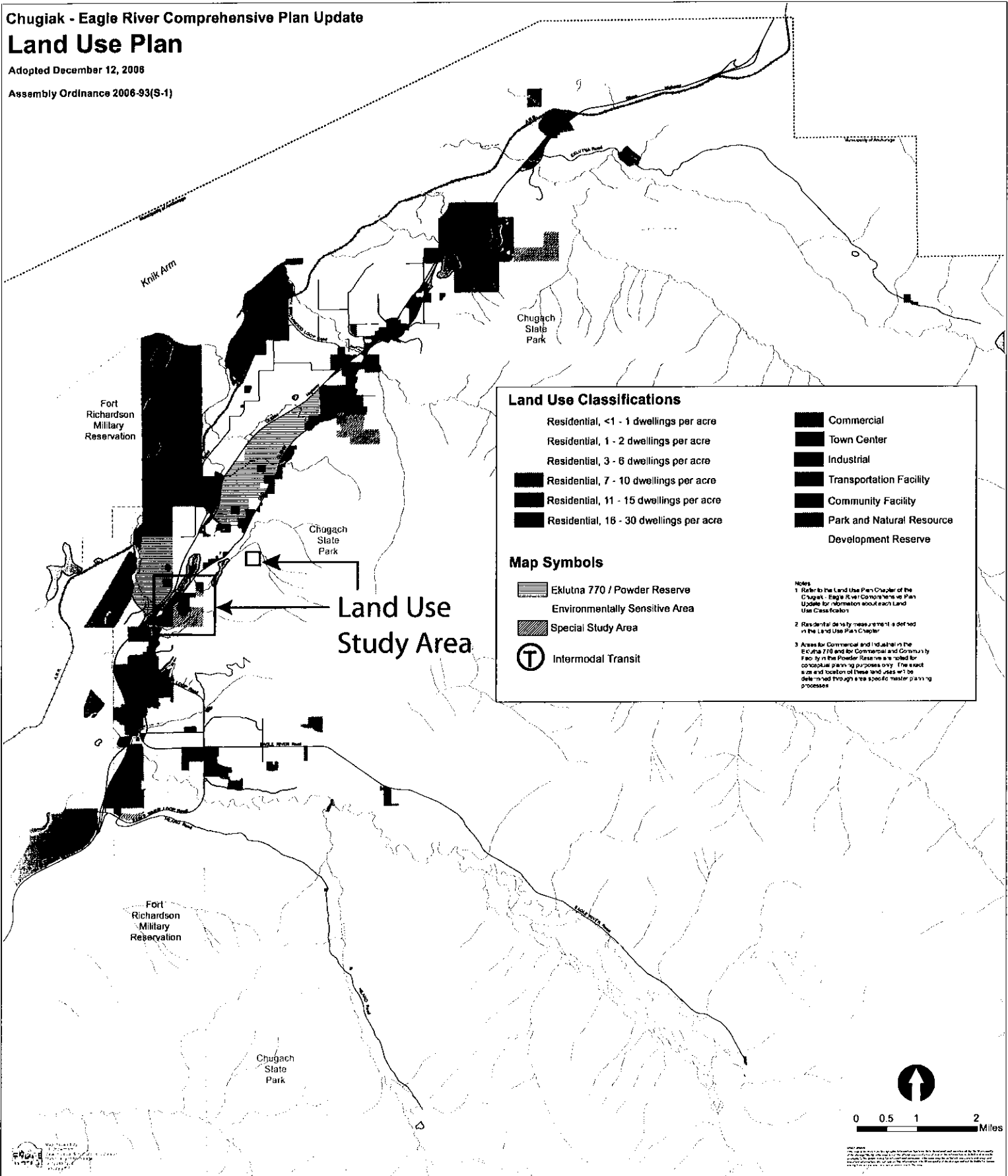
As an amendment to the Comprehensive Plan, PZC is tasked with making a recommendation to the Assembly for approval and adoption. The land use designations recommended in the Plan would, after Assembly adoption, formally adopt the comprehensive plan’s land use map. The implementation actions would be adopted as Municipal policy to guide subsequent regulatory actions and decisions, such as platting, zoning, disposal, and development. ~~PZC should be aware that~~ AMC 25 requires HLB to go through a site-specific land use study prior to disposal of these properties, as the Comprehensive Plan is in the case of these properties insufficient. AMC 25 details the basic requirements of a site-specific land use study. The HLB Advisory Board approved the Plan through Resolution 2008-06.

Attachment 1 APPENDIX D

Chugiak - Eagle River Comprehensive Plan Update Land Use Plan

Adopted December 12, 2008

Assembly Ordinance 2006-93(S-1)



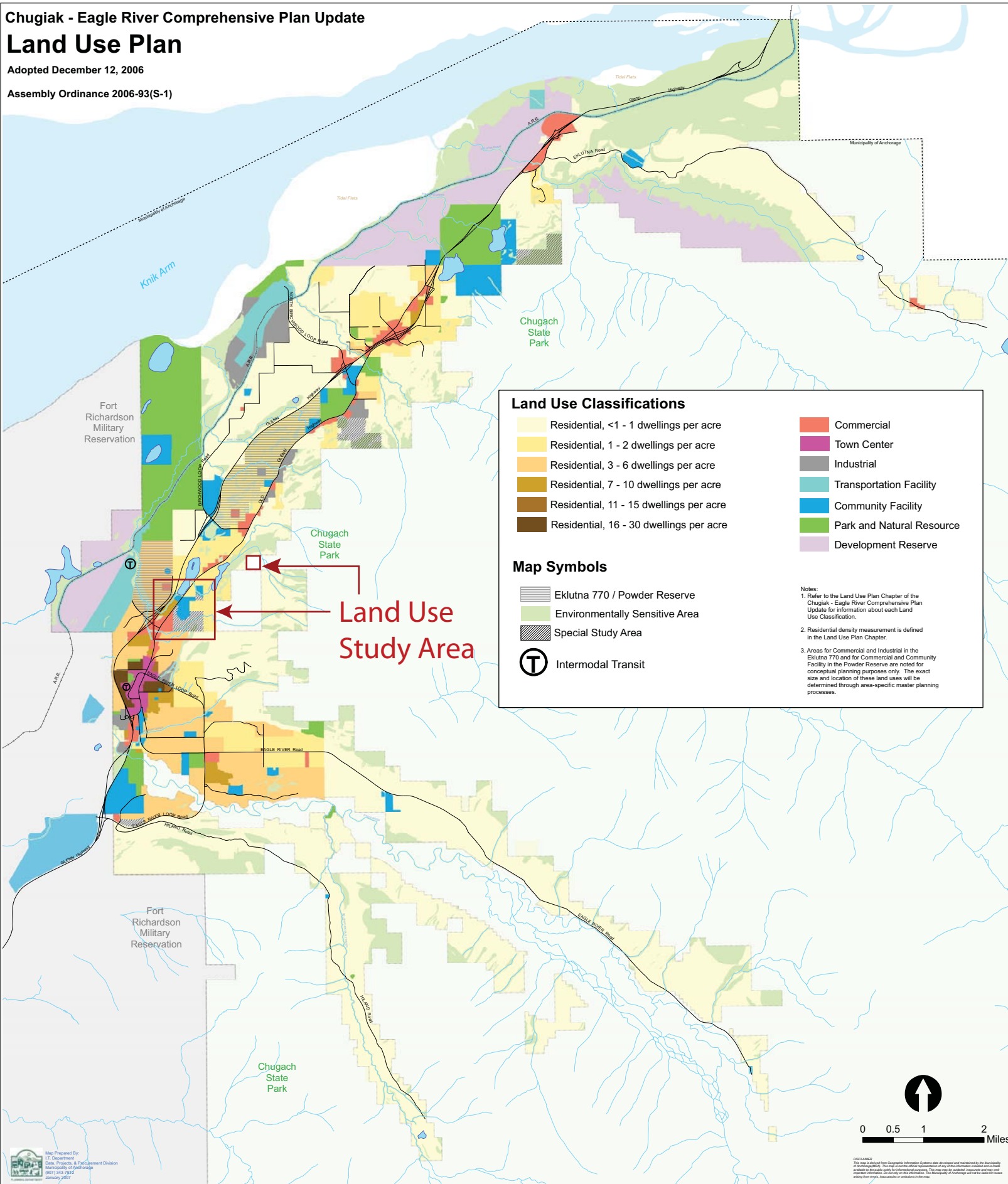
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Chugiak - Eagle River Comprehensive Plan Update

Land Use Plan

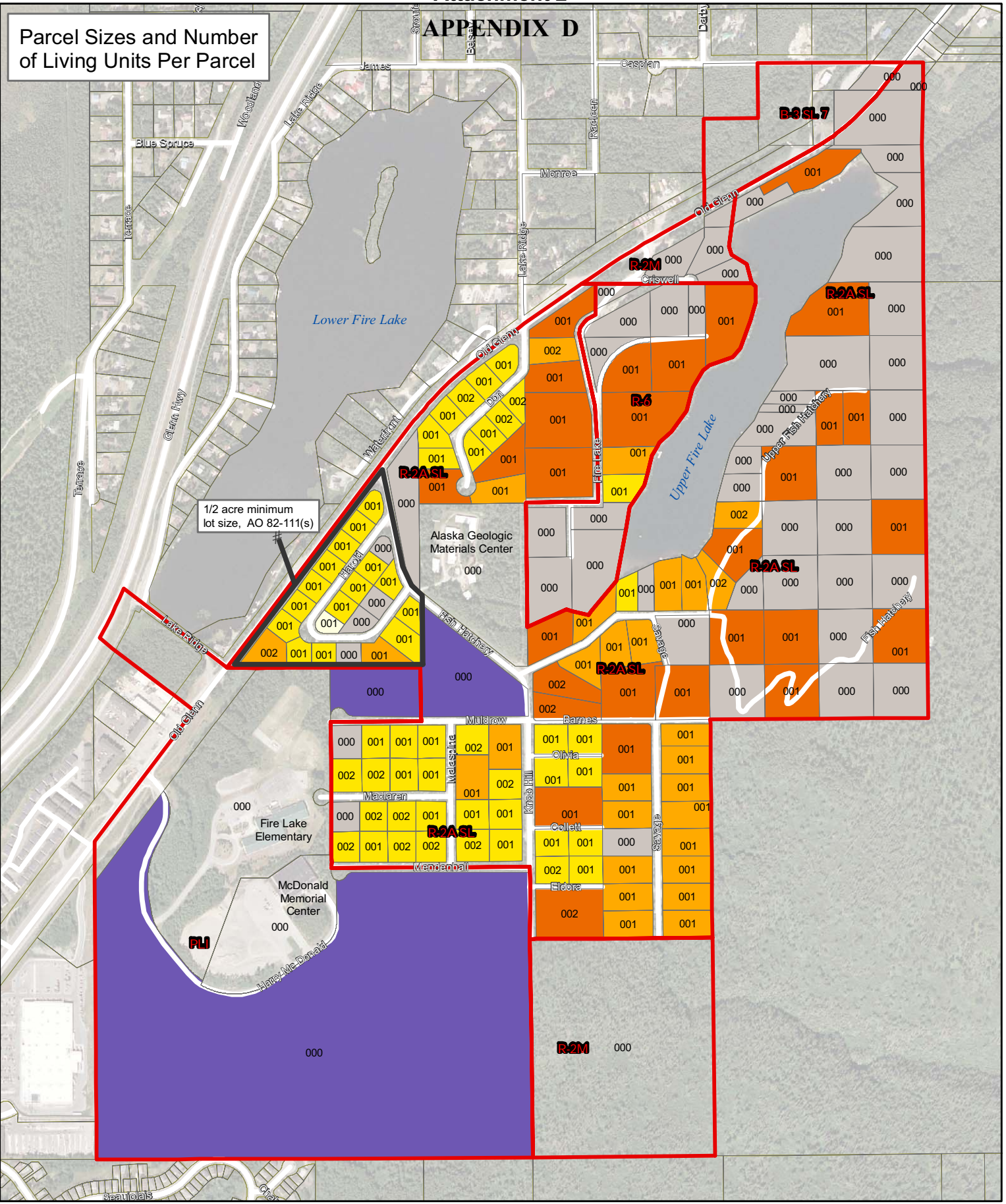
Adopted December 12, 2006

Assembly Ordinance 2006-93(S-1)



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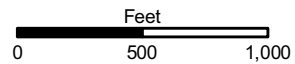
Parcel Sizes and Number of Living Units Per Parcel



Parcel Area in Square Feet

- 20,000 or less
- 20,001 - 39,999
- 40,000 - 54,450
- Greater than 54,450

- Heritage Land Bank
- Zoning
- No Living Units



K

Parcel Area in Sq Ft

Parcel Area in Sq Ft	1 Family	2 Family	Total
20,000 or less	1	0	1
20,001 to 39,999	41	14	55
40,000 to 54,450	24	4	28
Greater than 54,450	<u>26</u>	<u>3</u>	<u>29</u>
Total	92	21	113

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Attachment 3

PLANNING AND ZONING COMMISSION MEETING
Assembly Chambers
Z.J. Loussac Library
3600 Denali Street
Anchorage, Alaska

MINUTES OF
February 25, 2009
6:30 PM

A. ROLL CALL

Present Toni Jones, Chair
 Art Isham, Vice Chair
 Thomas Vincent Wang
 Jim Fredrick
 John Weddleton
 Nancy Pease
 Bruce Phelps
 Connie Yoshimura

Excused William Earnhart

Staff Tyler Robinson
 Angela Chambers
 Van Le Crockett

B. MINUTES

COMMISSIONER ISHAM moved for approval of the minutes of January 5, 2009, January 12, 2009, January 26, 2009 and February 2, 2009.
COMMISSIONER PEASE seconded.

COMMISSIONER PEASE corrected a typographical error on page 27 to change “trial” to “trail” and inserted “plat” after “note on the” in the motion on page 28 of the January 5, 2009 minutes.

COMMISSIONER WEDDLETON corrected page 5 of the January 5, 2009 minutes to delete “not” in the first paragraph under “Resolution 2008-083.”

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PLANNING AND ZONING COMMISSION MEETING
February 25, 2009

Page 2

AYE: Phelps, Weddleton, Isham, Jones, Fredrick, Pease

NAY: None

PASSED

CHAIR JONES noted that Appearance Requests would be addressed as item 2 under Special Order of Business.

C. SPECIAL ORDER OF BUSINESS

1. Disclosures

VICE CHAIR ISHAM requested that members make disclosures regarding items on this evening's agenda.

COMMISSIONER PEASE disclosed relevant to case 2008-139 dealing with the Site Specific Land Use Study for Chugiak-Eagle River, that in 2007 she was working part time for Agnew::Beck, the consultant that prepared this plan and she was asked to develop phone lists and make calls to agencies. That firm had not yet been awarded the contract and she made no personal connections or contacts. VICE CHAIR ISHAM viewed this as a disclosure and not a conflict.

CHAIR JONES noted she would abstain from case 2009-016 as the law firm with which she is employed represents AWWU and has a contract with the Municipality. She has historically abstained in cases involving AWWU. She stated regarding case 2009-117 that her law firm has represented Southcentral Foundation in relation to certain business items, although nothing to do with land use. The only involvement she has had is one time looking up the definition of a word in the federal statute. She has been directed to participate in matters in the past involving Southcentral Foundation. She noted that she is an hourly employee of the law firm. VICE CHAIR ISHAM viewed this as a disclosure and noted that there has been a previous ruling to allow Ms. Jones to participate in matters involving Southcentral.

COMMISSIONER WEDDLETON moved to direct Toni Jones to participate in case 2009-016. COMMISSIONER FREDRICK seconded.

VICE CHAIR ISHAM felt Ms. Jones had a true conflict and should not participate. He did not favor the motion.

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PLANNING AND ZONING COMMISSION MEETING
February 25, 2009

Page 3

AYE: None

NAY: Phelps, Weddleton, Isham, Fredrick, Pease, Yoshimura

ABSTAIN: Jones

FAILED

2. Appearance Request

DIANNE HOLMES distributed a sheet containing three photographs of trails and stairs. She stated that over the 10 years that she has been involved in the *Anchorage 2020* process, she felt there has been deviation from the goals. This is the result of mistakes from an overworked staff, lack of education for commissions, deliberate oversight by some administration and staff, and developers' lobbying. She stated that Anchorage has to do things better than Outside. The value of trails often does not translate at the ballot box, so when the Commission has the opportunity, and requirement, to require trail and pedestrian easements to fulfill certain *Anchorage 2020* policies, she asked that they please do so. She asked that the Commission not feel sorry for the developer who may claim that these are a taking. She suggested analyzing the real estate ads, noting that any parcel with greenery nearby uses that as a selling point and those properties are sold for 20% more than those without greenery nearby. The city's Watershed Management manager has laid out statistics for this in an excellent report. The Staff recommendations do not always serve the Commission well. The *Parks Plan* calls for securing missing greenbelt parcels and private/public partnerships, but last fall the Commission was told the City could not accept such land, even with a willing developer. There was also a condition on that plat against having a trail within the wide, steep stream setback because of erosion. That condition was never part of the original request. At a subsequent Platting Board hearing a condition for a trail easement was required, but the packet lacked the statement from the Trails Coordinator for an easement perpendicular to the stream. The developer was willing, but his statement on the steepness of that locale killed the deal. She said the Commission should never assume that a steep slope could not accommodate an access sustainably. There are no trail designers on the City's payroll and consultants are not trail designers. She asked that the Commission follow the *Anchorage 2020* policy in order to ensure the city is developed as it was envisioned 10 years ago.

COMMISSIONER ISHAM asked the location of the photos she had distributed. MS. HOLMES replied that the photos are of the Rabbit Creek Greenbelt.

COMMISSIONER PEASE noted that the photos of steps may be seen as not ADA acceptable, but she understood that outdoor steps are permissible in

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certain terrain. She asked what are the grades shown in the photo. MS. HOLMES stated there are trails in the MOA that are not required to be ADA accessible. The grade is 66% on stairs shown in the top photo, which was an Eagle Scout project, and the grade on the steps in the lower photo is 44%. COMMISSIONER ISHAM asked if those figures are degrees or percent. MS. HOLMES believed the grade is measured in degrees. She offered to email the information provided to her by the trails designer, which would clarify this.

COMMISSIONER YOSHIMURA asked who maintains the trails in the photos. MS. HOLMES replied that the entrances are designed to require little maintenance. The trails require brush clearing, which is done by volunteer groups.

COMMISSIONER WEDDLETON thought the issue of trail easements does not require that a trail be built in that easement. He noted that there are trails in his neighborhood that do not receive official maintenance and they are adequate for the amount of use they receive.

COMMISSIONER YOSHIMURA asked on what land the trail is located. MS. HOLMES replied that it located on municipal parkland.

COMMISSIONER PEASE noted that Ms. Holmes mentioned that developers sometimes claim there is a taking, but they should not because of the property value enhancement. She thought Ms. Holmes was alluding to the fact there are policies that require trails and, therefore, it is not a taking. She asked which policies Ms. Holmes was referencing. MS. HOLMES cited *Anchorage 2020* Policy #55, which requires trails, Policy #13 and others that require connections to trails in adopted plans.

D. CONSENT AGENDA

1. **Resolutions for Approval:** 2008-079 (case 2008-150), 2009-003 (case 2007-077-2), 2009-005 (case 2009-006), 2009-006 (case 2009-002), 2009-008 (case 2009-014)
3. **Site/Landscape Plan Approval**
4. **Time Extensions; Expedited Hearing Requests; Minor Conditional Use Amendments**
5. **Other**

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COMMISSIONER ISHAM moved for approval of the Consent Agenda.
COMMISSIONER PEASE seconded.

COMMISSIONER PEASE pulled Resolutions 2008-079 and 2009-003.

COMMISSIONER WEDDLETON pulled Resolution 2009-008.

AYE: Phelps, Weddleton, Isham, Jones, Yoshimura, Fredrick, Pease
NAY: None

PASSED

Resolution 2008-079

COMMISSIONER ISHAM moved to approve Resolution 2008-079.
COMMISSIONER WEDDLETON seconded.

AYE: Phelps, Weddleton, Isham, Yoshimura, Fredrick, Pease
NAY: None
ABSTAIN: Jones

PASSED

Resolution 2009-003

COMMISSIONER PEASE reviewed the changes she had made to this resolution, which had been distributed in revised form. She added a change to A.1 to state “Rezone from R-1A to R4 SL: The special limitation will limit residential density to 16.5 DUA (a maximum of 228 units), with a height limitation of 55 feet for the western part of the site currently proposed for five residential buildings, with the structures on the eastern part of the site to not exceed 41 feet in height.”

MS. CHAMBERS stated the Commission clarified the special limitation during the hearing, but there was no specific finding. She suggested deleting A.1 because it was not stated during the hearing, but rather was part of the Staff analysis. COMMISSIONER PEASE agreed to this change.

COMMISSIONER PEASE moved to approve Resolution 2009-003,
amended to delete A.1 and renumber the subsequent findings.
COMMISSIONER seconded.

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AYE: Phelps, Weddleton, Isham, Jones, Yoshimura, Fredrick, Pease
NAY: None

PASSED

Resolution 2009-008

COMMISSISONER WEDDLETON noted that he and Commissioner Earnhart made remarks to distinguish this matter from the case heard earlier in the evening. MS. CHAMBERS indicated those findings should be in the findings section of the resolution, if they were made after the motion.

COMMISSIONER WEDDLETON noted he made the point that the existing zoning was not high density, where the R-3 in the other case was appropriately dense for a town center. He also made the point that this is a retail operation as opposed to an auto-oriented operation. He also noted there was no nearby B-3 alternative. Commissioner Earnhart also made findings to this effect.

COMMISSIONER PEASE noted that page 22 of the minutes contains these findings. MS. CHAMBERS offered to revise the resolution to include these and put the resolution on the March 2, 2009 meeting.

COMMISSIONER WEDDLETON moved to postpone to March 2, 2009.
COMMISSIONER seconded.

AYE: Phelps, Weddleton, Isham, Jones, Yoshimura, Fredrick, Pease
NAY: None

PASSED

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E. UNFINISHED BUSINESS AND ACTIONS ON PUBLIC HEARINGS

F. REGULAR AGENDA – None

G. PUBLIC HEARINGS

COMMISSIONER ISHAM noted there are some relatively quick items on the agenda and suggested those be dealt with prior to case 2008-139, which would take longer. He moved to reorder the agenda to set 2008-139 at the end of the Public Hearings. COMMISSIONER WEDDLETON seconded.

AYE: Phelps, Weddleton, Isham, Jones, Yoshimura, Fredrick, Pease
NAY: None

PASSED

COMMISSIONER FREDRICK moved to postpone 2009-018 to March 2, 2009 at the request of the petitioner. COMMISSIONER PEASE seconded.

AYE: Phelps, Weddleton, Isham, Jones, Yoshimura, Fredrick, Pease
NAY: None

PASSED

COMMISSIONER FREDRICK moved to postpone case 2009-028 to March 9, 2009. COMMISSIONER ISHAM seconded.

AYE: Phelps, Weddleton, Isham, Jones, Yoshimura, Fredrick, Pease
NAY: None

PASSED

- 2. 2009-016** Anchorage Water & Wastewater Utility. A conditional use to allow an Anchorage Water and Wastewater Utility water reservoir. Goldenview Gate Tracts, Tract B. Located in the SW 1/4 portion of Section 2, T11N, R3W, S.M., Alaska. Generally located east of Saint John's Drive and Olena Pointe Circle intersection.

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Staff member ANGELA CHAMBERS explained that the petitioner is seeking an amendment to the final conditional use approval for a Utility Substation, specifically to add a 1 million gallon water reservoir tank to site developed with a 0.5-million gallon water reservoir tank. The site is zoned R-7. Approval for the existing tank was received in 2005, as was concept approval for a 2-million replacement reservoir tank. Site selection was done at that time. Site selection and analysis has since been done and the need was reduced. Therefore, the petitioner is before the Commission to finalize the concept approval. The Department recommends approval of this request subject to conditions 1 through 5. The UDC has already approved the public facility landscape plan review.

COMMISSIONER PEASE noted that the site is zoned R-7, while the packet shows it is zoned R-3 and R-7. MS. CHAMBERS stated the site is R-7.

COMMISSIONER WEDDLETON noted there was a previous recommendation on page 56 of the packet regarding the drawing of the sight line from Potter's Marsh of the water reservoir tank. MS. CHAMBERS replied that this has already been addressed; visual analyses were submitted and are contained on pages 36 and 37 of the packet. The petitioner is not requesting a change in height from what exists. COMMISSIONER WEDDLETON asked if the photographs guarantee this is not visible from Potter's Marsh. MS. CHAMBERS suggested that the petitioner's representative respond.

COMMISSIONER PEASE noted that page 8 of the packet discusses the *Trails Plan* but not vehicular circulation. She looked at the *Draft Hillside District Plan* because she is aware that connectivity is not complete in the area. That Draft Plan shows several proposed connections in this vicinity on page 4-6. She asked whether Staff had looked at those connections to be sure there is not an obstruction or impediment to them. She asked if this facility retains legal and practical opportunities for road connections. MS. CHAMBERS replied that road connections are not planned and will not to through this site. Public access to this site is not desired by the water utility for safety reasons. The subdivision to the south is currently under subdivision agreement. This site is not being considered for any potential future access. There is a trail above this site, but it does not traverse this site. Because this site was selected for a water reservoir, it has not been considered for a road connection. COMMISSIONER PEASE asked if there is connectivity possible through the large parcels to the east,

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noting that Prominence Pointe Drive comes to the edge of that parcel to the east. MS. CHAMBERS replied that a connection will have to go through Prominence Pointe, then to the east and to the north, and possibly to the south. Because of the location of Olena Point Circle, there is no potential for connectivity and there is also a topographic change that would not allow a trail in that area.

The public hearing was opened.

JEFF COLEMAN, representing AWWU, stated he had no specific comments, but was available for questions. He had no objection to the conditions recommended by the Planning Staff and the UDC.

COMMISSIONER PEASE wanted to be able to make a finding on the Comprehensive Plan policy that this project is efficient and cost-effective. While this meets the immediate need, but another site will have to be identified and constructed in order to meet the long-term needs of 2 million gallons. MR. COLEMAN explained that the level of development in the area requires 1 million gallons. Two sites have been identified through the site selection process. DONNA LEE, project civil engineer, stated that initially the lower location at Legacy Pointe was to house a 2 million gallon facility, but because of a lack of immediate demand, the project was reduced to 1 million gallons at the site that AWWU already owned. Rather than worry about completing the 2 million gallon project, the 1 million gallon tank would satisfy the need in the short-term. The other site will be reserved for future development and would be based on upgrades for Goldenview and be developer dependent for development at Legacy Pointe. COMMISSIONER PEASE asked about the efficiency of building and operating two sites. MS. LEE stated there is existing infrastructure in place that will allow filling of the reservoir and the site is already available. COMMISSIONER PEASE noted that there would be two sites to maintain in the future, however. MS. LEE indicated it might be possible to incrementally increase capacity at this site rather than build at the Legacy Pointe site.

COMMISSIONER WEDDLETON asked the capacity of the site. MS. LEE replied that if the existing half million were replaced with one million, there could be a total of 2 million gallons at this site. COMMISSIONER WEDDLETON asked if the existing tank could be replaced with a 2 million gallon tank so there is a total of 3 million gallons. MS. LEE replied that the site would be tight, but it could be done. COMMISSIONER WEDDLETON asked what was the public response to a tank at Legacy Pointe. MS. LEE replied that Legacy Pointe was the preferred location because it was out of the residential area and the school was going to be there, but due to demand

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and the fact that AWWU owns the site at Prominence Pointe, it was felt best to put it nearer the existing development. COMMISSIONER WEDDLETON asked if it is twice as costly to build a 2 million gallon tank compared to a 1 million gallon tank. MS. LEE replied that the cost is incrementally more, but not twice the cost. COMMISSIONER WEDDLETON noted that when he was involved with these tanks early on, the issue overlooked was the need for water for wildfire. He felt this would be a good time to prepare for that. MS. LEE commented that if Goldenview were developed and a line was put in to develop Legacy Pointe and a reservoir was placed there, AWWU discussed fire hydrants along Goldenview. Any storage capacity would not otherwise be available to hydrants, but rather to trucks hauling from the reservoir.

COMMISSIONER PEASE asked if this is an efficient and cost-effective proposal because if demand develops at the south end of Goldenview, that lower elevation site would require lower pumping cost. MS. LEE clarified that Legacy Pointe would require pumping costs because it is at the lowest elevation and would need to pump to adjacent pressure zones, which in one location is higher than the location of the reservoir. The reservoir would be inadequate in providing gravity flow to areas adjacent to Goldenview. The booster station would have to pump to Legacy to provide adequate pressure for fire hydrants.

COMMISSIONER WEDDLETON noted he was involved early in this issue and the location of water tanks was contentious. People were concerned because it was felt the locations were predetermined; AWWU backed off and conducted a public process. He was impressed with the public process and going back to the beginning to come to this conclusion.

The public hearing was closed.

COMMISSIONER PEASE moved to approve case 2009-016 subject to Staff conditions 1 through 5. COMMISSIONER WEDDLETON seconded.

COMMISSIONER PEASE supported her motion, noting that the packet outlines the need for additional water storage capacity and AWWU has documented that. This site was selected after review and discussion by the community; this site received no public opposition this evening. In addition, this site meets numerous Comprehensive Plan Policies, including 42, 44, 75, 76 and 80 as explained in the Staff packet. She added that the Comprehensive Plan goals for utilities include an integrated, efficient, and cost-efficient network of utilities. The petitioner explained that although this site will be built to meet the immediate capacity with a 1 million water tank, it could be upgraded to a larger reservoir tank, if demand materializes. This

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site may, in fact, be better than the other site at the end of Goldenview because it is at a higher elevation, requiring less pumping, and it has the same fill lines as the existing reservoir, allowing for efficient operation.

AYE: Phelps, Wang, Weddleton, Isham, Fredrick, Pease

NAY: None

ABSTAIN: Jones

PASSED

- 3. 2009-017** Southcentral Foundation. A request for a determination from the Planning & Zoning Commission on adequate lot size for a hospital per AMC 21.45.380C.1 (minimum lot size for a hospital or psychiatric institution) for Southcentral Foundation Adolescent Psychiatric Hospital, Tract D-1A, Tudor Centre Subdivision. Generally located north of Tudor Centre Drive and east of Elmore Road.

Staff member ANGELA CHAMBERS stated this is a request for a waiver from 21.45.380C.1 regarding minimum lot size for a hospital or psychiatric institution, which can be granted by the Planning and Zoning Commission. The petitioner is requesting a waiver to allow for a 1.77-acre site when 2.5 acres would otherwise be required. The proposed hospital is within an existing medical campus and shares existing access to green space, water, and nature, which plays a critical role in the healing process. There is convenient access and passage between the other campus buildings and services. The petitioner owns an adjacent lot that is constructed. The two lots combined are approximately 2.8 acres. Within this setting, the full intent of the code is met. The use itself has been shown to be able to be sited appropriately on the lot as platted with the 1.77-acre lot size. Staff was unable to determine the origin of the lot size ratio of bed to land limitation. The lot size does not appear to be rational for a 44-bed hospital facility that meets all other requirements. The Department finds that the code should be amended to remove this provision and supports the waiver.

COMMISSIONER ISHAM asked if Title 21 would be revised to address this issue. MS. CHAMBERS replied in the affirmative. She explained that at one time these were the conditional use standards;

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there were no standards in the supplementary district regulations. With the assisted living ordinance, much of the health care facility provisions were modified and moved to the supplementary district standards. This provision has not come up before because of the way it existed in the conditional use standards. The intent is to remove it in the Title 21 Rewrite process.

COMMISSIONER WEDDLETON asked if exceptions like this have been made before. MS. CHAMBERS replied that only in the past few years has this provision been in the supplementary district regulations; it was in the conditional use regulations prior to that. In addition, those hospitals were developed at a different time on larger parcels.

The public hearing was opened.

MARYELLEN TUTTLE, representing the petitioner, stated the hospital is a permitted use on this site. This proposed hospital facility was brought to the University Area Community Council for its review. When the petitioner was surprised with the lot size requirement, as was the Department, the petitioner went back to the Council to inform them a lot size waiver would be sought and they submitted another letter in favor of the waiver and the project.

The public hearing was closed.

COMMISSIONER PHELPS moved for approval of a waiver from AMC 21.45.380C.1 to allow a lesser minimum lot size of 1.77 acres, when 2.5 acres are required for a 44-bed Psychiatric Hospital. COMMISSIONER FREDRICK seconded.

COMMISSIONER PHELPS supported the motion, finding that this existing requirement for lot size cannot be supported in fact and there is an intention by the Department to modify this section of the code to eliminate it. Furthermore, the Community Council supports this change and the petitioner has worked with the Council to determine that this is an appropriate use.

COMMISSIONER WEDDLETON found that the adjacent parkland also meets some of the requirements that would have been met by a larger lot size.

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COMMISSIONER PEASE added that the proposed facility meets the R-O zoning district regulations. Staff has shown that the parking capacity is met on-site and the medical campus setting provides access to light, open space, and other qualities important to patients, tenants and other surrounding uses.

CHAIR JONES noted that this site is within the U-Med District, which is designed for high density uses of this type. There are many nearby recreational opportunities, including University Lake and the trail system. She felt this was an ideal location for a facility of this type.

AYE: Phelps, Weddleton, Isham, Jones, Fredrick, Pease

NAY: None

PASSED

4. **2009-018** Redoubt Development, LLC. A public hearing site plan review as required by AO 2001-24(S) for a retail building on Tract 8 and an office building on Tract 9, Alaska Village Subdivision, Tracts 8 and 9, located within the NW 1/4, Section 24, T13N, R3W, S.M., Alaska. Generally located west of Muldoon Road and south of DeBarr Road.

POSTPONED MARCH 2, 2009

5. **2009-012** Municipality of Anchorage. An ordinance amending Anchorage Municipal Code Section 21.09.030F.5, Administrative and Review Procedures, 21.10, Boards and Commissions; Administrative Officers, and Subsection 21.15.012 B, Procedure for Obtaining Administrative Variance for Minor Dimensional Errors, to Include Variance Authority for Chapter 21.09 Girdwood Land Use Regulations.

Staff member ANGELA CHAMBERS stated that in January 2005 the Assembly adopted AMC 21.09, creating zoning regulations specific to the Girdwood area of the Municipality. Since that time, during implementation of these new zoning regulations, it has been determined that the regulations do not clearly provide for variances

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from dimensional zoning and subdivision regulations. Those variances go to the Zoning Board of Examiners and Appeals if it has to do with development of a particular lot, the Platting Board if it is from the subdivision standards, and the Urban Design Commission if it is for signs. The Department has drafted this ordinance to clarify the variance procedures, as applicable to 21.09 Girdwood Land Use Regulations. This is an interim ordinance while the Title 21 Rewrite is finalized and enacted. There are petitioners waiting to apply for variance, so this amendment has been structured to match the current code.

The public hearing was opened and closed without public comment.

COMMISSIONER PHELPS moved to approve the ordinance amendment as written. COMMISSIONER FREDRICK seconded.

AYE: Phelps, Weddleton, Isham, Jones, Fredrick, Pease

NAY: None

PASSED

1. **2008-139** Municipality of Anchorage. Site Specific Land Use Study for Chugiak-Eagle River.

Staff member VAN LE CROCKETT stated that for the past 1.5 years the Heritage Land Bank (HLB) and Agnew::Beck consulting have worked on this land use study for HLB land around the Harry J. McDonald Recreation Center in the Chugiak-Eagle River area. In the *2006 Chugiak-Eagle River Comprehensive Plan Update* there was no designation for these lands. That plan required that HLB do a special study to designate the land uses before any disposal could occur. Agnew::Beck was hired to do a comprehensive and responsive public involvement effort. The study went through several iterations with the Planning Department in recent months. The result is this plan, which addresses the wishes of the community and the HLB mission, as well as remaining consistent with the direction of the *Chugiak-Eagle River Comprehensive Plan* policies and directives. The plan went beyond the scope of a typical land use plan in order to ensure the quality of development the community said it wants. This plan also provides development objectives and standards to guide the platting and rezoning processes that would implement the plan. The plan discusses housing types and densities, preserves and provides recreational opportunities for the community, supports connectivity policies from

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the *Chugiak-Eagle River Comprehensive Plan*, and preserves Class B wetlands around the Carol Creek corridor. After reviewing the comments from three municipal departments, the Chugiak Community Council, and from the community, the Department supports approval of the plan, subject to minor amendments outlined in the Staff packet.

The public hearing was opened.

TANYA IDEN with Agnew::Beck stated the HLB hired her firm to do a site specific study of 140 acres surrounding the Harry J. McDonald Center in Chugiak. The largest parcel analyzed is the 93-acre Carol Creek parcel. The Muldrow Street parcel is 11 acres and is in an existing low density, rural residential neighborhood. The North Knoll parcel is approximately 40 acres and is in an undeveloped area with no access. The study was initiated in September 2007. There were four public meetings and several workshops throughout the planning process. The first public meeting involved presentation of a background report, followed by presentation of a conceptual plan, a refinement of the conceptual plan, and then the draft plan document. The HLB Advisory Commission approved the plan on May 8, 2008 with some minor recommendations and changes. Before two of the four public meetings, flyers and postcard notices were sent. There is an email list of 95 contacts that have received notices throughout the process. The community also informed their neighbors when there were updates to the plan. Following approval by this body, the plan will be taken before the Assembly for approval.

CHRIS BECK with Agnew::Beck reviewed the physical characteristics of this area. The Carol Creek parcel has a substantial wetland and a stream corridor, and the remainder of the parcel is fairly well drained. The Muldrow Street parcels are the same. The North Knoll parcel is inaccessible, steep, and is judged not to be physically suitable for development. The land use recommendation for the area is to not develop the North Knoll parcel, but to retain it in public ownership either by the State Park or the MOA. The remainder of the area is the focus of the planning process. On the west side of the site is a Fred Meyers, Spenard Builders and a major freeway access point. To the east it touches portions of Chugach State Park. On the Carol Creek A parcel and Muldrow Street parcel the proposal is to match the intensity of the development on adjacent residential land of 1 to 2 dwelling units per acre (DUA). A large area is to be retained in public ownership and portions of it may become a park in the future. The area between the McDonald Center and Fred Meyer is recommended for densities of 7-10 DUA and 7-15 DUA. There are caps on total units on each of those parcels. The community has discussed the character of the neighborhoods as quiet, green,

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and low density. There is a desire to protect well and water supplies; there are legitimate concerns with limits on water in the area and there are platting procedures in place to ensure there is sufficient well water. Not funneling new traffic through the neighborhood was a principal issue of concern and the plan proposes a new connection from the existing road from the Old Glenn Highway by the McDonald Center to create a second access into the development in this area. Some people wanted the area to be retained for public parks, but that was not feasible. The final issue was to ensure safe walking for children to school and for other residents; a trail along McDonald Drive and creating sidewalks is recommended.

COMMISSIONER YOSHIMURA asked what is the difference between a comprehensive plan and a master plan. TYLER ROBINSON explained that there is a land use designation on this property that is undefined, so this plan will effectively amend the Comprehensive Plan by assigning land uses to the areas within the study area. This plan has indicated that those areas, as they develop, would be developed with certain characteristics. Through that implementation is a recommendation for further master planning or site plan reviews when development occurs. COMMISSIONER YOSHIMURA found it very difficult to comprehend a plan that does not have a traffic impact analysis (TIA). This is a proposal for a sizeable number of units and she is somewhat familiar with the traffic congestion along the Old Glenn Highway. She noted that the private sector would be required to provide more specific information in proposing a master plan for similar acreage. MR. ROBINSON clarified that rezoning and platting requests will still need to occur and during those processes there would be further review and the Traffic Department could potentially require a TIA. There has been some agency review of this plan as well. COMMISSIONER YOSHIMURA noted that the Commission is being asked to approve specific areas for relatively high density without knowing what would be the traffic impact of that density.

COMMISSIONER PEASE noted that there was a work session on this plan, but the document was not available at that time. She had some detailed questions about inconsistencies in the document itself. CHAIR JONES suggested that these types of comments be held until after the public hearing.

MARY LEMMINGS, resident on Malaspina where the new road will come through, stated the land addressed by this study is "in her back yard" and she wished to ensure that her neighborhood character could be kept intact, to the extent possible. Roads will now come near her property where there were no roads before. She felt the Carol Creek area should be as low density as possible. She noted that traffic is a big issue in this area.

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COMMISSIONER ISHAM asked where Ms. Lemmings lives on Malispina. MS. LEMMING replied that she lives near the intersection with Mendenhall. COMMISSIONER ISHAM noted that the lots would be 40,000 SF or larger, so it would not be a different density than her subdivision. MS. LEMMING was aware of this.

COMMISSIONER PEASE commented that the connection between the Muldrow Street and Carol Creek parcels is not clear because the document says there would be no access through Muldrow parcel. She asked how that connection would be made from McDonald Drive (extended) to Fish Hatchery Road. MR. BECK explained the intent is to provide reasonable access off either the north or the south side, but to deliberately design that access so it does not create an inviting and direct route. It would not create a route through the center of the Muldrow Street parcel and connect directly to Malispina. The final design is not done, but the intent of the plan is to ensure there is a route that does not encourage direct access through that site.

SANDRY QUIMBY, resident on McLaren Street, felt the process had been good and has involved the community. She commended Agnew::Beck for the work they have done. Her concern is with the zoning. In the document there is discussion in several places that the Muldrow Street parcel is low density and Carol Creek is low density, but some of the charts and graphing speak to a density of 1 to 2 DUA. She felt the community was clear that the desire is for density consistent with current density of 1 DUA. On-site septic systems are limited to lots 40,000 SF or larger, but she could see a possibility that public water could connect to Carol Creek, making it viable for a density of 2 DUA and that is not what the community wants. She preferred a zoning of R-6. She cited AO 82-111(S), which established special limitations in 1982; the community sought this and it was adopted. That AO limits lot sizes to 1 acre. She stated the triangular parcel in the Muldrow Street parcel is already zoned R-2ASL.

COMMISSIONER WEDDLETON asked if these comments address the Muldrow Street parcel only or also Carol Creek. MS. QUIMBY stated that Carol Creek should be looked at, but she has not done a detailed analysis of it. COMMISSIONER WEDDLETON thought the confusion regarding DUAs may have arisen from the idea of a conservation subdivision that would on average be 1 DUA, but potentially denser in some areas. He asked if the community would favor a zoning with more open space, but denser homes. MR. BECK agreed that the issue is not clear. Density is clearer in areas C and D than in the other two. He explained the intent was to try to match the general character and density of the surrounding neighborhood for Muldrow

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Street and Carol Creek. The existing neighborhood was difficult to define because of the special limitation. The study looked at the size of the parcels and used the language "approximately 1 DUA" because some parcels are .75 acres, some are .5 acre, and some are 1 acre and there are some duplexes in the neighborhood. The application of the study is more subtle and complex and the question of appropriate zoning arises. This study only sets general land use designation while a separate and future effort would set the zoning. The current thought is that the R-7 is a good match to the surrounding neighbors because it allows .5 to 1 acre parcel size. Areas C and D further west are identified for intended densities of 7-10 DUA and 7-15 DUA. This could allow townhouses that, on an individual site, have densities that are higher. The average for the whole will not exceed the numbers in the plan of 50 units maximum on one and 60 units maximum on the other.

COMMISSIONER WEDDLETON noted that R-7 allows a lot size of .5 acre, but septic systems require 40,000 SF. MS. QUIMBY thought the R-6 zone was more in line with a density of 10-11 units on the Muldrow Street parcel and no more than 10 units on the Carol Creek parcel. She could envision water and sewer being extended to Carol Creek because it already extends to the recreation center. It would be a surprise to see 20 and 22 units on these two parcels, which would give rise to the need for additional discussion of things like traffic.

COMMISSIONER PEASE asked the location of the parcel that is zoned R-2ASL. MS. QUIMBY replied that the Muldrow Street parcel is zoned R-2A SL and PLI. She was unaware of the zoning on the Carol Creek parcel.

COMMISSIONER PEASE understood that Parcel C is recommended for 7-10 units and Parcel D is recommended for 11-15 units, but in the document summary tables on page 6 and in the discussion and implementation on page 41, Parcel D is always listed at 7-15 units. Page 6 says there is a greater than 11 DUA requirement, but the plan imposes a maximum of 60 units, which is a density of not even 9 DUA. MR. BECK stated the categories in the *Chugiak-Eagle River Comprehensive Plan* were used in developing this plan. He stated it is possible that the table showing 7-15 should in fact be 11-15. COMMISSIONER PEASE noted that the maximum of 60 units would be less than 11 DUA. MR. BECK explained the maximum densities refer to a project that has not yet been developed. When a small lot is purchased, the density could not exceed the DUA designation, while the total number of units cannot exceed the maximum.

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COMMISSIONER ISHAM understood the triangular parcel in the Muldrow Street parcel is developed. MR. BECK understood it is not developed, but it does have the existing R-2A SL zoning.

COMMISSIONER FREDRICK understood the special limitation on the R-2A property limits the lot sizes to one-acre minimum. MS. QUIMBY stated Lakeridge Terrace has a minimum .5-acre lot size and all other property in that rezoning was restricted to a minimum lot size of 1 acre. She submitted a copy of AO 82-111(S) for the record. COMMISSIONER FREDRICK understood the intent is to apply a zoning without a special limitation, but there appears to have been some decision to recommend R-7 rather than R-6, knowing that at some point in the future there could be .5-acre lots. MR. BECK stated there is not a recommendation on zoning; the plan recommends number of units and density in approximates and a directive to be consistent with the surrounding area. COMMISSIONER FREDRICK referred to page 43 of the plan that recommends R-7 for Muldrow Street and Carol Creek Section A. He understood that the community is uncomfortable with the possibility of allowing .5-acre lots if public water and sewer were available.

COMMISSIONER YOSHIMURA understood Area C is capped at 50 units and D at 60 units. She asked where is the primary egress and secondary egress for those parcels and what are the conditions of those egresses at this time. MR. BECK replied that there are no egresses at this time, only a driveway to the McDonald Center. The Parks Department plans to improve that road. A conceptual route has been shown in the plan, providing two access points to serve those areas. COMMISSIONER YOSHIMURA asked if there is a road at the southwestern tip. MR. BECK replied that Muldrow Street would provide access to the entire area. COMMISSIONER YOSHIMURA did not think that Fire and Traffic would approve that for 110 units. They would consider the driveway improvement to be one primary road. CHAIR JONES suggested that at the end of questioning, the Commission go into a Committee of the Whole to have informal conversations about issues of this type.

COMMISSIONER WEDDLETON noted that the road next to AIH could potentially be extended into that area. MR. BECK explained that this plan is intended to outline general intentions of use. The subsequent step is platting and zoning, then a land sales process, and an administrative site plan review process as well. The initial judgment by Fire and Public Works is that it could work, but it has not been looked at in detail. On balance, he did not think a road could be brought in from the south.

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MR. ROBINSON stated the primary purpose of this plan is to assign land use classifications. Because of the extensive public process and the community's desires about development in the area, the plan attempts to lay out some processes to make it clear how to move from the plan to final development. The intent is to not lose the vision that is being established for this area. He reiterated that the primary intent of this plan is land use classification, with a secondary discussion of how to get to desired development in the future.

COMMISSIONER FREDRICK asked whether it is appropriate to have recommended zoning in the plan, if the intent of the plan is land use classifications. He asked if it would be better to remove the column on recommended zonings. MR. ROBINSON stated that the only way to achieve the community's desires is through special limitations, so by suggesting a zoning, the intent of the plan is to outline the basis of special limitations. If the Commission prefers to remove the zoning recommendation, but be clear on overall density and what would be special limitations, that is also appropriate. Unless there is some specificity in the about future development, the ultimate development may not realize the expectations set in this plan. MR. BECK stated the development standards on pages 34 and 35 of the plan are the key way to deliver on the intent for the character of development the community would like.

COMMISSIONER PEASE understood Mr. Beck to state that it would be appropriate to consider special limitations that would be attached to zoning. She noted that this plan also deals with details, such as access patterns and land ownership. She had questions along those lines.

COMMISSIONER YOSHIMURA remarked that pages 37 and 38 show three of four housing designs that could not be built in Anchorage under the current or future Title 21 Rewrite; the driveways do not meet the standard and the road rights-of-way do not meet single-family or condo development standards. The Commission is being asked to approve a plan that contains examples that could not be built under either current or future code standards.

COMMISSIONER ISHAM stated page 42 of the plan indicates this plan is part of the *2006 Chugiak-Eagle River Comprehensive Plan Update*. That plan does not go into the level of detail contained in this plan. He asked whether it is appropriate to be more detailed in this plan. MR. ROBINSON explained that the intent with this study is to amend the comprehensive plan map with land use classifications. When Planning asked this question of HLB and the consultant, the response was that there must be other assurances to the community as part of the process. This plan would amend the comprehensive

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plan map and also have some very site-specific requirements before future development could occur.

COMMISSIONER WEDDLETON stated he lives on R-6 zoned land and when he drove around the subject area it appears to be R-6. He asked why this property should not be recommended for R-6. MR. ROBINSON stated there are duplexes, .5-acre lots, 1-acre lots; generally a combination of densities and uses. He felt that this property currently meets the definition of 1-2 DUA. One of the confusing things about the existing zoning is that the special limitation calls out particular lots, not all of the lots. The existing development does not comply with the zoning; it is grandfathered. There are total unit caps on the development that, in effect, create an unrealistic density range, but the caps are realistic and will get the overall density closer to R-6 on lots that are smaller than R-6.

COMMISSIONER PEASE asked why on page 33 and 34 the North Knoll parcel is recommended for a trade. She asked if HLB sometimes gives land to other private or public agencies for public purposes. BILL MEHNER with HLB stated the HLB's purpose of making lands available for public use does not dictate that the MOA give that land to the State. There is a desire to allow gateways to the Park and there are legislative priorities suggested that would give funding to the State and MOA to allow better access routes and trailhead design. It is not HLB's mission to give land to the State Park. This parcel is an isolated piece of land surrounded by parkland, so it naturally would be attractive to the State Park. HLB is looking for an exchange of this land for other land in the MOA. COMMISSIONER PEASE asked if right-of-way is granted if a road crosses HLB lands. MR. MEHNER replied that most often land for right-of-way is sold. He noted as an example that the Crime Lab will be placed on land that is not being sold to the State, but it is made available through a long-term lease. There is no requirement to give property and no ability to dispose of property without sale or lease. COMMISSIONER PEASE asked whether a piece of land could be transferred without sale. MR. MEHNER replied that HLB could not transfer without a disposal sale or lease.

COMMISSIONER PEASE did not see in the plan the intent to obtain land from Chugach State Park for trailhead access. She had concern that there would be pressure on the Park to give away borderlands for other kinds of uses. She asked, if it is the intent of HLB to acquire parking and trailhead sites, could that be stated in the plan. MR. MEHNER stated his comment was generic and with respect to the entire area of the Municipality, not this specific site study. COMMISSIONER PEASE asked, if the public needs access in areas along the border of the Park, is HLB willing to say that the

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purpose of the trade is to improve access by acquiring trailheads or access points at other areas along the boundary of the Park. MR. MEHNER stated this is true.

COMMISSIONER PEASE stated she was confused on pages 4, 32 and 33 over future use and ownership of Carol Creek, the natural resource corridor Area B. Page 4 says to manage the corridor to be substantially undisturbed. Page 31 says this 26 acres will remain in public ownership, as does page 43. Page 32 contains a section that discusses B, C, and D together and states "nothing in this plan rules out that ski development advocates could conceivably be the party to acquire the HLB parcel once it's offered for disposal." She thought there was a contradiction there. MR. BECK stated the first two statements refer to the corridor and the statement on page 32 refers to three parcels, two of which are intended for sale. Public ownership of the corridor is the intent.

COMMISSIONER PEASE asked would the HLB have to ensure road access in order to sell Parcel E. If that is so, should that be an issue of phasing and done later after the other parcels have had a chance to develop. MR. BECK stated that the parcels on either side of Parcel E are private and it is unlikely either would sell until there can be access. When those parcels are developed, it may be practical to put access to Parcel E. The property can be sold without access, but it could not be subdivided without access. COMMISSIONER PEASE asked if it makes sense for HLB to agree to not subdivide and require public involvement in road development until other development is underway. MR. BECK responded that the parcel could be sold at any time, but development could only occur when access can be provided.

COMMISSIONER PEASE commented that page 39 talks of possibly putting a road above the "open space corridor." This caused her concern that if this is a residential access road it would have to switchback up that parcel and that would not meet the development intent of retaining scenic and natural features. MR. BECK was tempted to remove this from the plan as it is beyond the scope of the plan. He noted that there is also the possibility for a road to come in below the corridor.

COMMISSIONER PEASE understood that McDonald Drive could cross the Muldrow Street parcel somewhere, but the plan states there will not be a through road. She asked if the HLB would be amenable to clarify that the road would not be a road that encourages cut-through traffic. MR. MEHNER agreed that the intent is to not have a cut-through street. COMMISSIONER PEASE noted that Figure 4 seems to show the North Knoll as highly suitable for development, which is not likely if the slopes are steep, as has been noted.

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MR. BECK indicated this would be corrected. COMMISSIONER PEASE noted that page 18 refers to Chugach State Park (CSP) access points and page 23 has some unlabeled dots and it is difficult to figure out which is which. She stated regarding references to managing the North Knoll according to CSP management directives that she saw no reference to what she believes is the pending Chugach State Park Master Plan revision and Chugach State Park Trails Plan revision, which have been underway for approximately two years. She thought it would be worthwhile to state that if trails are proposed in those plans, the HLB plan would accommodate them. COMMISSIONER PHELPS stated that the CSP plans are underway and an agency review draft has been prepared. COMMISSIONER PEASE wondered about the identification of wetlands and the idea that wetlands in Parcel B will be put into the mitigation bank. She asked if they have been mapped adequately to say specifically what they are; the language on pages 31 and 33 says, "it is the intent of HLB to set aside portions of this natural resource corridor in a wetlands mitigation bank." She asked if it is possible to know the acreage of wetlands that will be designated. MS. GASKILL replied that technical research has not been conducted to know the parameters of that mitigation bank parcel.

COMMISSIONER PEASE added that she has some technical changes to the plan and would review them if the intent is to approve the plan tonight. In addition to the written list she had supplied, on page 40 is a bulleted development policy to "work jointly with municipal agencies, the local road service area, and future developers to pay for construction, maintenance and upgrade of the roads." She had the concern that this might compel the MOA to work with developers on upgrades to Brandywine and Savage Drive to serve only five houses on Parcel E. MR. BECK suggested that the language should be amended to add, "as consistent with municipal policy." He noted that the reference was to a cooperative approach to developing the access to the recreational center. The language could be removed or amended.

COMMISSIONER WEDDLETON asked whether the intent this evening is to approve the plan or to do an Issue-Response Summary. COMMISSIONER PEASE requested responses to the suggestions she made this evening, prior to final approval.

COMMISSIONER PHELPS stated the primary purpose of this document is to provide land classifications and management intent for the *Chugiak-Eagle River Comprehensive Plan*. Much of what is in the plan is meant to provide guidance to subsequent decision making, very little of which will relate to zoning and platting. He had concern with recommending zoning designations because there is a subsequent process that will deal with the peculiarities of

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the time that process occurs. He was not sure this plan is doing what it needs to do in terms of a comprehensive plan. He stated he might have written suggestions to submit to Staff at a later time.

COMMISSIONER WEDDLETON asked whether Mr. Beck had been able to review the written comments he had submitted. MR. BECK replied that he had reviewed them only this evening; he felt they were primarily issues requiring clarification or explanation. COMMISSIONER WEDDLETON asked whether Mr. Beck could take his comments and prepare an Issue-Response. CHAIR JONES noted that Staff would work with the consultants to prepare an Issue-Response. MR. ROBINSON felt there were quick answers to the questions Commissioner Weddleton posed. The overarching question Commissioner Phelps raised will continue. The Department had the same issue when it initially reviewed the plan, but has come to a level of comfort that allows the plan to move forward.

The public hearing was closed.

COMMISSIONER ISHAM moved to convene a Committee of the Whole.
COMMISSIONER WEDDLETON seconded.

AYE: Phelps, Weddleton, Isham, Jones, Fredrick, Pease
NAY: None

PASSED

COMMISSIONER PEASE felt it would be worthwhile for the consultant and Staff to review the items discussed by the Commission this evening and return with a list of potential revisions, including a decision whether or not to include the zoning recommendations on page 43 of the plan. There are text and technical changes as well.

COMMISSIONER YOSHIMURA stated there is significant detail in this plan, which she had learned should be generic in terms of land use categories and that sort of thing. She felt that a traffic impact analysis (TIA) is important; she would like to know the impact of the potential units on surrounding neighborhoods and how traffic would flow to the Old Glenn Highway, which is already congested. She also did not think the plan could be complete without wetland delineation.

COMMISSIONER ISHAM felt the plan is too detailed. He agreed that a TIA is needed before development can occur, but he did not necessarily favor

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recommending zoning, which should happen when more detailed planning occurs.

COMMISSIONER PHELPS understood that this plan is being done because the code requires that property not designated in the Comprehensive Plan must be have a designation before the HLB can do something with it. He would be expecting such a plan would include what are the requirements that would be typical in a plan for that area for these parcels. He wished to see specific requirements so he can know that the requirements of the code are fulfilled. He also had concern stating that these recommendations will be followed because he believed they would not be followed, necessarily. Planning processes will determine what will be done on this property. The level of detail in this plan is creating a problem at this point. He felt there should be discretion in the plan to allow flexibility. The community's desire should be recognized in the next stages of planning.

MR. ROBINSON commented that if the public sat at four meetings where specificity was discussed and a level of expectation was raised regarding development, that expectation exists. Not acknowledging that would damage the expectations of the public. There is a constraint and an understanding that the process is more complicated than maybe it could have been, but there is not a willingness to backtrack on that. He stated that Staff could prepare an Issue-Response and come back with recommendations.

COMMISSIONER PEASE asked that the consultant and Staff respond to the question whether the Commission is allowed to adopt greater specificity in a land use study. She thought the public wants a fairly complete vision, which gives them the assurance to go with higher density or some development on Parcel E. At the parcel level, the Commission shies away from speculative rezones. She was comfortable with detail that identifies the neighborhood vision. If it is within the Commission's authority to consider greater detail rather than the minimum, the public probably wants that.

COMMISSIONER YOSHIMURA agreed that the public wants detail, but she does not want to disappoint the community by leading them down this path when development cannot occur as shown in this plan. For instance, cul-de-sacs can have only a 600-foot length and there cannot be 110 units with one egress. The community will not get what the Commission endorsed, if this plan is approved. There must be either a lot of detail that conforms to Title 21, or the plan has to be generic. Ultimately the community will be the loser because what is promised cannot be delivered.

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COMMISSIONER ISHAM felt that expectations would not be crushed if the recommended zoning on page 43 were deleted.

COMMISSIONER PHELPS reiterated that many processes are required to develop these properties, including platting and working with utilities and the fire department. He stated that perhaps what is shown is not what is possible. He asked whether it is wise to create these expectations prior to going to the Commission and the Assembly, which create the policies. It is the job of Staff to capture the desire of the community and communicate that to the Commission and Assembly. There is good work in the document, but he felt it should be packaged differently. There should be identification of the requirements of the HLB and what are the requirements of the *Chugiak-Eagle River Comprehensive Plan*. Specific recommendations can be adopted, not as requirements, but as guidance.

MR. ROBINSON clarified that Staff was plan reviewer and is acting as agent to the Commission on a plan commissioned by the HLB to come up with land use classifications plus things that will be adopted as official municipal policy, if the Commission so recommends. Those policies contain clear recommendations on future actions, such as disposals and special limitations that can be made more specific when a rezone comes to this Commission. He disagreed with the contention that certain things cannot be guaranteed. This level of specificity would not have normally been proposed, but now that it has been proposed, there is the intent to attain that specificity. There could be a recommendation to adopt land use classifications without the other more specific recommendations. The question then becomes whether and how the more specific recommendations are used. The basic questions that are issues of clarification can be dealt with, as can the things that overreach the bounds of this plan. There must be a common understanding how to deal with development standards within the HLB parcels. He stated that the Department is now charged with convincing first the Commission and then the Assembly that the constraints contained in the plan are worthwhile as community benefits. He thought there might be the ability to further explain road connections, to recommend specific special limitations, etc.

COMMISSIONER PEASE moved to adjourn the Committee of the Whole.
COMMISSIONER ISHAM seconded.

AYE: Phelps, Weddleton, Isham, Jones, Fredrick, Pease
NAY: None

PASSED

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COMMISSIONER PEASE moved to postpone case 2008-139 and request Staff to respond to written comments and verbal discussion in three parts: 1) address basic clarifications and revisions to text; 2) figure out any clearly over reaching promises that cannot be guaranteed and could mislead the public if not removed; and 3) explain the development standards further, sorting out the “maybes” from those that can clearly be implemented, and return the response to the Commission for its consideration.
COMMISSIONER ISHAM seconded.

COMMISSIONER PEASE thought there was clarification this evening, but there is an over arching question regarding the level of specificity that the Commission is enjoined to adopt. Basic land use classifications must be established for the HLB. This plan, in order to achieve community consensus on those land use classifications, discussed detail with the community and agencies. Several Commissioners are concerned that the plan might promise things it cannot deliver, which would be a disservice to the community.

COMMISSIONER PHELPS asked if written comments he might submit would be included in the response. MR. ROBINSON welcomed them.

COMMISSIONER WEDDLETON asked for comment on requiring a TIA or something similar. COMMISSIONER PHELPS stated that TIAs are intended for a specific development. For a large development like this, the *Eagle River Long-Range Transportation Plan* would be used. He presumed that analysis has been done in order to conclude that the impacts are acceptable.

AYE: Phelps, Weddleton, Isham, Jones, Fredrick, Pease

NAY: None

PASSED

I. REPORTS

1. Chair

CHAIR JONES reminded the Commissioners that the annual APOC filings are due March 15, 2009. She distributed information from the AMATS Citizens Air Quality Advisory Committee regarding Roadway and Transportation Enhancement criteria used to evaluate projects, as well as other documents from the AMATS website related to the process of evaluating and ranking projects, as well as the policies and procedures for AMATS. She has invited AMATS Coordinator Craig Lyon to have this available for review in a timely fashion

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in order to forward comments to the AMATS Policy Committee. She noted that as Chair of the Commission, she is charged under the AMATS policies with appointing a representative to serve on the evaluation committee for projects. She stated that on February 12, 2009, the AMATS Policy Committee approved the new TIP and the new Public Participation Plan (PPP). The policies and procedures are contained as an appendix in the PPP.

CHAIR JONES noted that the Commission would have a bare quorum for the March 9, 2009 meeting. She noted that there had been discussion of a possible work session that evening on Design Standards. MR. ROBINSON stated there was some concern that Commissioner Fredrick could not attend the March 9th meeting and that he is an important participant in these conversations. It would be possible to convene separate meetings with Commissioner Fredrick and Commissioner Yoshimura prior to March 9th and then continue with deliberations that night. CHAIR JONES noted that Commissioner Yoshimura would be attending the March 9th meeting. MR. ROBINSON noted that a work session is already scheduled for March 9th. CHAIR JONES noted that work session is for Title 21 multi-family and commercial design. MR. ROBINSON stated that the process would preferably be to conduct a work session on the first Monday of the month and deliberations on the second Monday. That was not possible in March. It is possible to have a work session on March 9th and during the second meeting in April, deliberate on two-family, townhouse, and other sections as possible. Another special meeting could also be scheduled in April.

COMMISSIONER YOSHIMURA recommended that these issues be addressed in April when there is more likely to be a full commission. COMMISSIONER FREDRICK concurred with this suggestion.

There was consensus to schedule a special meeting in April and cancel the work session and Title 21 discussion scheduled for March 9th. MR. ROBINSON stated Staff would provide as much information as possible for the April 6, 2009 work session, as well as individual meetings/conversations prior to the April 13, 2009 meeting.

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COMMISSIONER PEASE asked that any materials that will be the subject of work sessions be provided to the Commission in advance in order to allow time for review.

CHAIR JONES noted that election of Chair and Vice Chair would occur at the Commission's next meeting. She offered to serve for another year as Chair and was aware that Vice Chair Isham was willing to continue serving as Vice Chair.

CHAIR JONES announced that Commissioner Earnhart would be absent for the month of March due to illness.

2. **Secretary** – None

3. **Committees** – None

J. APPEARANCE REQUESTS

Heard earlier in the evening under the Special Order of Business.

L. COMMISSIONER COMMENTS – None

M. ADJOURNMENT


The meeting was adjourned at 10:17 PM.


Municipality of Anchorage


MEMORANDUM

DATE: February 25, 2009

TO: Planning and Zoning Commission

THRU:  Tom Nelson, Director
Planning Department.

THRU  Tyler Robinson, Planning Supervisor

FROM:  Van Le Crockett, Associate Planner
Physical Planning Division

SUBJECT: Case 2008-139 - *Chugiak-Eagle River Site-Specific Land Use Plan, January 2009*

Planning and Zoning Commission Review and Approval

The Planning and Zoning Commission is scheduled to hear public comment on the draft Heritage Land Bank's (HLB) *Chugiak-Eagle River Site-Specific Land Use Plan* on February 25, 2009. The plan, once adopted, amends the *Chugiak-Eagle River Comprehensive Plan* by designating land uses and also proposes development and design standards for future development on those lands. The Planning Department recommends Planning and Zoning Commission recommendation of approval of the *Chugiak-Eagle River Site-Specific Land Use Plan*, with amendments, to the Anchorage Assembly.

Background and Summary

In 2007, HLB hired private consulting firm Agnew::Beck of Anchorage to conduct a land use study on four uncommitted HLB parcels in North Eagle River. The study evaluated environmental conditions, physical characteristics, surrounding land uses and zoning, and existing infrastructure. The study included an analysis of community needs, land use compatibilities, population and housing trends, and a review of the Comprehensive Plan in making land use recommendations.

The four HLB parcels total 114 acres. Two of the parcels were designated "Special Study Area" in the 2006 update of the *Chugiak-Eagle River Comprehensive Plan*, which in effect required HLB to conduct a site-specific land use study. For the remaining two parcels, this study recommends a change to previously assigned land uses.

The plan recommends the following land uses (refer to Recommended Land Use Plan Map on page 5):

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Page 2

- North Knoll parcel – Park and natural resource. This is a change in land use from the current residential land use designated in the 2006 C-ER Comp Plan Update.
- Muldrow parcels – Low density residential (1 Dwelling Unit per Acre).
- Carol Creek parcel is divided into five areas with different land uses for each:
 - Low density residential (1 DUA);
 - Natural resource corridor (retain for trails and wetlands mitigation bank);
 - Low to medium density residential (7-10 DUA);
 - Medium density residential (7-15 DUA); and
 - Southeast Slope – Very low density residential (no more than 5 homes total on 23 acres)/Natural Resource area.

In addition to land use designations, the plan includes development design standards to help ensure compliance with the plan's development objectives and that the community's expectations of the character of the development described in this plan will be met.

The development standards address both site and building design. Proposed standards include retention of existing vegetation and trees to provide buffering and take advantage of the area's natural setting, building orientation to the street to encourage a sense of community, and design elements such as prominent entrances and attractive front facades to encourage safety and variety in building design.

The design standards will be used to craft special limitations to the proposed zoning districts to ensure consistency with plan objectives. In addition, development in the Carol Creek parcel will require a site plan review under AMC 21.15.030.

Public Participation Summary

Agnew::Beck Consulting executed a comprehensive public involvement program, which included a series of stakeholder interviews, four community workshops, a project website, and approval of the plan by the Heritage Land Bank Advisory Commission in May 2008. Results of these outreach efforts are found in Appendix A, B, and C of the plan. Through this process the public expressed a desire to retain natural areas and for the development to be consistent with surrounding rural character. The public also expressed a desire to see high quality housing. To address the community's expectations, residential development and design standards are included in this land use study.

The Public Hearing Draft of the plan was originally released to the public on **September 19, 2008, for a 6-week review period**, and then re-released on **January 26, 2009, for a 4-week review period**. The document was posted on the Planning Department website and on Agnew::Beck's project webpage. It was distributed for review and comment to community

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councils, public agencies, and other interested parties. Notification via email was also sent to interested residents.

Comments and Issue/Response

No public comments were received during the comment periods; comments received during the public participation process are included in the plan. The Department recommendation includes amendments which address attached agency comments. If warranted, an issue/response summary to address any outstanding issues or recommendations will be prepared following the February 25 public hearing.

Department Recommendation

The Department recommends approval of the 2009 Chugiak-Eagle River Site-Specific Land Use Plan with the following amendments:

1. Include the Land Use Plan Map on page 5 of the Executive Summary in Chapter 6 of the Study: Land Use & Infrastructure Plan (Page 28).
2. Include in the final text, specific recommendations submitted by the Project Management and Engineering Department in its memo dated January 28, 2009, for the inclusion of a discussion on drainage under the "Recommended Plan – Roads & Other Infrastructure" section on page 39 and for recommendations on page 40.
3. Include specific recommendations submitted by the Traffic Department in its email dated February 12, 2009. Under "Recommended Plan – Roads & Other Infrastructure" on page 39, second bullet, add the following: "These improvements to include enhanced pedestrian safety and street crossing(s) to Fire Lake Elementary and McDonald Center."
4. Include specific recommendations dated October 7, 2008, submitted by the Fire Department's Safety Division for fire apparatus access roads on page 29.
5. Correct the Land Use Plan Map on page 5: remove "Residential" from the "Carol Creek Residential + Natural Resource Corridor." This should ONLY be "Natural Resource Corridor."
6. Correct the Land Use Plan Map on page 5: Muldrow parcels are not labeled or identified like the other areas. Consider calling it "Muldrow Street Rural Residential" or something similar.

Attachments: Comments Received
 2009 Chugiak-Eagle River Site-Specific Land Use Plan, Public Hearing Draft

Comments Received

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Graves, Jill A.

From: Angell, Mada M.
Sent: Thursday, February 12, 2009 9:39 AM
To: Stewart, Gloria I.; Graves, Jill A.
Subject: FW: LATE Comments: P&Z Case 2008-139, C-ER Site-Specific Land Use Plan Amendment to the C/ER Comp Plan Update

Cc: Klunder, Tana G.

Subject: Comments: **P&Z Case 2008-139**, C-ER Site-Specific Land Use Plan Amendment to the C/ER Comp Plan Update

Mada, here are my comments on the revised draft for PZC Case 2008-139, Chugiak-Eagle River Site-Specific Land Use Plan Amendment to the C/ER Comp Plan Update:

- 1) **RECOMMENDED PLAN – ROADS, PAGE 39:** Lance Wilber, Traffic Director, e-mailed comments on February 29, 2008, to Chris, Tomas, and Tanya. I recall that Mr. Wilber's comments were incorporated into a previous draft. One comment was to add the following to the first bullet on page 39, which is the second bullet on page 39 in the current draft:

Page 29, 1st bullet.. Add the following; These improvements to include enhanced pedestrian safety [my emphasis] and street crossing(s) to Fire Lake Elementary and McDonald Center.]

However, in the current draft the wording in the second bullet, page 39, has been changed from the above recommended language "to include **enhanced pedestrian safety**" to the following:

"...including **safe pedestrian walkways** along McDonald drive and street crossing(s) to Fire Lake Elementary and McDonald Center..."

The distinction between "enhancing safety" and providing "safe pedestrian walkways" may seem minor, but it could be an important one.

RECOMMENDATION: Please consult with Lance Wilber regarding the language in this bullet, specifically for the use of the words **safe** and **safety**.

Thank you for the opportunity to comment.

Vivian Underwood

Sr. Transportation Planner
Municipality of Anchorage Traffic Dept.
4700 Elmore Road
Anchorage, AK 99519-6650
(907) 343-7995 / 343-8406
Fax (907) 343-7998
underwoodvr@muni.org

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FLOOD HAZARD REVIEW SHEET

RECEIVED

JAN 28 2009

Municipality of Anchorage
Zoning Division

Date: 01/28/09

Case: 2008-139

Flood Hazard Zone: C

Map Number: 0105B

Portions of this lot are located in the floodplain as determined by the Federal Emergency Management Agency.

Flood Hazard requests that the following be added as a condition of approval:

"Portions of this subdivision are situated within the flood hazard district as it exists on the date hereof. The boundaries of the flood hazard district may be altered from time to time in accordance with the provisions of Section 21.60.020 (Anchorage Municipal Code). All construction activities and any land use within the flood hazard district shall conform to the requirements of Chapter 21.60 (Anchorage Municipal Code)."

A Flood Hazard permit is required for any construction in the floodplain.

Other: Subdivision or development of the Carol Creek tract will require a flood study to determine the elevation and extent of the 100 year flood along Carol Creek.

I have no comments on this case.

Reviewer: Jeffrey Urbanus, CFM

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**Municipality of Anchorage
Development Services Department
Building Safety Division**



MEMORANDUM

DATE: January 28, 2009
TO: Jerry Weaver, Jr., Platting Officer, CPD
FROM: Daniel Roth, Program Manager, On-Site Water and Wastewater Program
SUBJECT: Comments on Cases due January 28, 2009

JAN 28 2009
Municipality of Anchorage
Zoning Division

The On-Site Water & Wastewater Program has reviewed the following cases and has these comments:

2008 – 139 Site Specific Land Use Study for Chugiak-EagleRiver
No objection

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Municipality of Anchorage
Project Management & Engineering Department



Comments to Miscellaneous Planning and Zoning Applications

RECEIVED

DATE: January 28, 2009
TO: Jerry Weaver, Platting Officer
FROM: Sharen Walsh, P.E. – Private Development - Plan Review Engineer
SUBJECT: Comments for Planning & Zoning Commission Public Hearing date:
February 25, 2009

JAN 28 2009

Municipality of Anchorage
Zoning Division

Case No. 2008-139– Site Specific Land Use Study for Chugiak-Eagle River

PM&E reiterates previous comments as follows:

Drainage

Project Management and Engineering notes that – except for noting the existence of creeks - the Study does not discuss drainage impacts or issues for any of the sites discussed. The section titled "Recommended Plan – Roads & Other Infrastructure" should contain at least some discussion about drainage impacts of the proposed developments. It should be clearly noted that, as development plans unfold, there may be a need to dedicate drainage and utility corridors through the parcels.

On Page 40, under "Development Objectives" the third bullet states:

Work jointly with municipal agencies, the local road service area, and future developers to pay for construction, maintenance, and upgrade of the roads."

This strategy may work if the North Knoll parcel is absorbed directly into the Chugach State Park (in which case it presumably would not need specific access) and if the other parcels are sold as is, unsubdivided – because they already have legal and physical access. However, any subdivision of the Muldrow Street and Carol Creek parcels prior to sale will require construction of subdivision improvements like roads, utilities, pathways, lighting, etc. These improvements are typically paid for by the developer, which in this case would be HLB, and HLB will need to show that a financial mechanism has been put in place to take care of this responsibility.

APPENDIX D



MUNICIPALITY OF ANCHORAGE
PARKS & RECREATION DEPARTMENT
MEMORANDUM



DATE: October 24, 2008
TO: Jerry T. Weaver, Zoning Div. Administrator
FROM: Tom Korosei, Park Planner
SUBJECT: Planning and Zoning Case Review

RECEIVED

OCT 24 2008

Municipality of Anchorage
Zoning Division

Anchorage Parks and Recreation has the following comments:

CASE NO. CASE

2008-137 **Master Plan Review (Alaska Pacific University)**
Parks and Recreation recognizes that the northeasterly limit of University Lake is within APU property. Parks and Recreation supports plans to retain the natural character of this area, including sufficient natural buffer around the lake and adjacent to the Municipal park lands, as well as to retain public access to and around the lake in this area for park and trail users. Parks and Recreation also supports plans to maintain and facilitate connectivity within the community, including provisions for existing and planned trails. Parks and Recreation notes that in addition to wildlife species listed, brown bears are also known to inhabit the Anchorage area.

2008-139 **Site-Specific Land Use Study for Chugiak-Eagle River (analysis and recommendations for four HLB parcels: HLB 1-071, 1-072, 1-073, 1-074)**
Anchorage Parks and Recreation concurs with provisions to designate appropriate areas for park, recreation, and natural resource purposes. Please refer to additional comments from Eagle River Parks and Recreation.

2008-140 **Zoning conditional use for a natural resource extraction (Birchwood)**
Please refer to comments from Eagle River Parks and Recreation.

2008-143 **Site plan review for a public school (Mears Middle School Site Improvements; improvement of site circulation and vehicular access)**
No comment.

APPENDIX D

STATE OF ALASKA

SARAH PALIN, GOVERNOR

DEPARTMENT OF TRANSPORTATION AND PUBLIC FACILITIES

4111 AVIATION AVENUE
P.O. BOX 196900
ANCHORAGE, ALASKA 99519-6900
(907) 269-0520 (FAX 269-0521)
(TTY 269-0473)

CENTRAL REGION - PLANNING

October 9, 2008

RE: MOA Zoning Review

RECEIVED

OCT 15 2008

Municipality of Anchorage
Zoning Division

Mr. Jerry Weaver, Platting Officer
Municipality of Anchorage
P.O. Box 196650
Anchorage, Alaska 99519-6650

Dear Mr. Weaver:

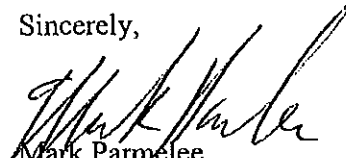
The Alaska Department of Transportation and Public Facilities, ADOT&PF, has reviewed the following and has no comment:

~~2008-137; Master Plan Review PLI Public Lands & Institutions District~~

~~2008-139; Site Specific Land Use Study for Chugiak-Eagle River~~

2008-140; Request for Zoning Conditional Use: Birchwood Spur Rd.; Eklutna Inc.

Sincerely,



Mark Parmelee
Area Planner

/mm

Scott Thomas, P.E. Regional Traffic Engineer

APPENDIX D



**Municipality of Anchorage
Development Services Department
Building Safety Division**



MEMORANDUM

RECEIVED

DATE: October 13, 2008
TO: Jerry Weaver, Jr., Platting Officer, CPD
FROM: Daniel Roth, Program Manager, On-Site Water and Wastewater Program
SUBJECT: Comments on Cases due October 6, 2008

OCT 13 2008

Municipality of Anchorage
Zoning Division

The On-Site Water & Wastewater Program has reviewed the following cases and has these comments:

2008 – 137 Master Plan Review PLI Public lands & institutions district

No objection

2008 – 139 Site Specific Land Use Study for Chugiak-Eagle River

No objection

2008 – 140 Zoning conditional use for a natural resource extraction

No objection

2008 – 143 A Site plan review for a public school

No objection

APPENDIX D

Municipality Of Anchorage
ANCHORAGE WATER & WASTEWATER UTILITY

MEMORANDUM

RECEIVED

OCT 13 2008

Municipality of Anchorage
Zoning Division

DATE: October 3, 2008
TO: Jerry Weaver, Zoning Division Administrator, Planning Department
FROM: Paul Hatcher, Engineering Technician III, AWWU PAH
SUBJECT: Zoning Case Comments
Planning & Zoning Commission Hearing November 03, 2008
Agency Comments due October 6, 2008

AWWU has reviewed the materials and has the following comments.

08-137 T13N R3W SEC 27 PTN, ALASKA PACIFIC UNIVERSITY TR B1-A & TR C3, Master Plan Review PLI Public lands & institutions district, Grid SW1635, 1735, 1636, 1736

1. AWWU water and sanitary sewer available to these parcels.
2. AWWU has no objection to this Master Plan Review.

08-139 T15N R1W SEC 30 SE4SE4 HLB PARCEL 1-071, RECREATION CENTER TR B1 & B4, SECTION LT 6 PTN, Site Specific Land Use Study for Chugiak-Eagle River, Grid NW0453, 0553, 0655

1. AWWU water and sanitary sewer available to tract B4.
2. AWWU has no objection to this Land Use Study.

08-140 T15N R1W POR SEC 5, 7 & 8 TR 38 BIRCHWOOD PARCEL A, Zoning conditional use for a natural resource extraction, Grid NW1355, 1356, 1456

1. AWWU water and sanitary sewer not available to this parcel.
2. AWWU has no objection to this conditional use.

If you have any questions pertinent to public water and sanitary sewer, you may call me at 564-2721 or the AWWU planning section at 564-2739, or e-mail paul.hatcher@awwu.biz.

developments up Crow Creek and the need to provide a second access road into and out of those developments.

2008-139 P Long Chugiak-Eagle Rvr Site-Specific Land Use Plan

Comment Please see page 29. Roads: Fire apparatus access roads shall meet minimum requirements of the International Fire Code chapter 5 and appendix D with regard to minimum width, grading, loading and consideration shall be given to future residential development and the need to provide a second fire apparatus access road. Even though some of the proposed residential developments contain less the 30 dwellings, all new and existing dwellings shall be counting when considering whether or not a second fire apparatus access road is required. Consideration can be given to future connectivity by IFC D107.1, exception 2.

2008-140 P Long T15N R1W Tr 38 Birchwood No Comment

APPENDIX D



Municipality of Anchorage
Project Management & Engineering Department



Comments to Miscellaneous Planning and Zoning Applications
REVISED 10-09-08

RECEIVED

DATE: October 8, 2008
TO: Jerry Weaver, Platting Officer
FROM: Sharen Walsh, P.E. – Private Development - Plan Review Engineer
SUBJECT: Comments for Planning & Zoning Commission Public Hearing date:
November 3, 2008

OCT 09 2008
Municipality of Anchorage
Zoning Division

Case No. 2008-137 - Master Plan Review PLI Public Lands and Institutions – Alaska Pacific University

Page 28 – 2.3.6.3 Storm Drainage and Snow Storage

Project Management & Engineering did receive the referenced drainage study during review of minor improvements to University Lake Drive. Preliminary review by PM&E resulted in some comments about the study and it has not formally been approved to date, largely because the overall context and requirement for the study has not yet been clearly stated. PM&E can conclude it's review and approval within the context of this Master Plan approval, if that is the wish of the Planning Department.

Case No. 2008-139 – Site Specific Land Use Study for Chugiak-Eagle River
Drainage

Project Management and Engineering notes that – except for noting the existence of creeks - the Study does not discuss drainage impacts or issues for any of the sites discussed. The section titled "Recommended Plan – Roads & Other Infrastructure" should contain at least some discussion about drainage impacts of the proposed developments. It should be clearly noted that, as development plans unfold, there may be a need to dedicate drainage and utility corridors through the parcels.

On Page 30, under "Development Objectives" the third bullet states:

Work jointly with municipal agencies, the local road service area, and future developers to pay for construction, maintenance, and upgrade of the roads."

APPENDIX D

This strategy may work if the North Knoll parcel is absorbed directly into the Chugach State Park (in which case it presumably would not need specific access) and if the other parcels are sold as is, unsubdivided – because they already have legal and physical access. However, any subdivision of the Muldrow Street and Carol Creek parcels prior to sale will require construction of subdivision improvements like roads, utilities, pathways, lighting, etc. These improvements are typically paid for by the developer, which in this case would be HLB, and HLB will need to show that a financial mechanism has been put in place to take care of this responsibility.



APPENDIX D
MUNICIPALITY OF ANCHORAGE
Traffic Department



MEMORANDUM

DATE: October 9, 2008
TO: Jerry T. Weaver, Platting Supervisor, Planning Department
THRU: Leland R. Coop, Associate Traffic Engineer
FROM: Mada Angell, Assistant Traffic Engineer
SUBJECT: Traffic Engineering and Transportation Planning Comments for
November 3, 2008 Planning and Zoning Commission

RECEIVED

OCT 09 2008

Municipality of Anchorage
Zoning Division

08-139 Chugiak-Eagle River Site Specific Land Use Study

Provide and construct public rights of way for access to all developments.

APPENDIX D



MUNICIPALITY OF ANCHORAGE

Development Services Department
Right of Way Division

Phone: (907) 343-8240 Fax: (907) 343-8250



DATE: October 2, 2008

TO: Planning Department, Zoning and Platting Division

THRU: Jack L. Frost, Jr., Right of Way Supervisor *L*

FROM: Lynn McGee, Senior Plan Reviewer *L*

SUBJ: Comments on Planning and Zoning Commission case(s) for November 3, 2008.

RECEIVED
OCT 06 2008
Municipality of Anchorage
Zoning Division

Right of Way Division has reviewed the following case(s) due October 6, 2008.

**08-137 Alaska Pacific University, grids 1635 & 1636
(Master Plan Review, PLI)**

Based on the long term use of lands projections, we recommend a drainage study be undertaken. This information will be invaluable in determining the need, design and eventual cost of a storm drainage system to properly drain the land, prevent erosion, and preserve water quality.
Review time 15 minutes.

**08-139 Eagle River, grids NW0453, NW0553, & NW0655
(Site Specific Land Use Study for Chugiak – Eagle River)**

Right of Way Division has no comments at this time.
Review time 15 minutes.

**08-140 Section 5, T16N R1W Birchwood Parcel A, Tract 38, grid NW1356
(Conditional Use, Natural Resource Extraction)**

Correct in the parcel description in the report and on the application as part of this land is in the NW ¼ of Section 8, T15, and some is in Section 5, T16N, etc.
Review time 15 minutes.

**S-11143-2 The Terraces, Phase 2, grid 2634
(Request for Time Extension to Plat)**

Right of Way Division has no objections to the requested time extension.
Review time 15 minutes.

PZC Case 2008-139

Chugiak-Eagle River Site-Specific Land Use Study

Additional Comments from

- Chugiak Community Council, Dave Baldwin
- Sandy Quimby
- Nancy Pease
- John Weddleton

APPENDIX D

Council Comments on P&Z Case No 2008-139

CHUGIAK COMMUNITY COUNCIL

P.O. Box 671350
Chugiak, Alaska 99567

February 23, 2009

RECEIVED

FEB 23 2009

PLANNING DEPARTMENT

TO: Municipality of Anchorage
Department of Planning
Zoning Division
P.O. Box 196650
Anchorage, AK 99519-6650
Phone: 343-7900, Fax: 343-7927

SUBJECT: Council Comments on Planning & Zoning Case No. 2008-139

Dear Sir/Madam:

At the 02/19/09 Chugiak Community Council ("Council") meeting, the Council discussed Planning & Zoning Case No. 2008-139. This case is a request to approve the Chugiak-Eagle River Site-Specific Land Use Plan, dated January 2009. The sites described in the plan are all Heritage Land Bank parcels located within the Chugiak area. The case is scheduled to go before the Planning and Zoning Commission on 02/25/09.

The Council reviewed the study and the six recommendations proposed by the MOA Physical Planning Division as listed in the associated Staff Report on Page 3. The Council unanimously passed a motion to recommend that this land use plan be approved with the six amendments proposed by the MOA Physical Planning Division.

The Council's original 10/05/07 comments on these parcels are attached for your information.

You may contact me at 688-0123 if you have any questions.

Sincerely,
Dave Baldwin
President
Chugiak Community Council

APPENDIX D

CHUGIAK COMMUNITY COUNCIL

P.O. Box 671350
Chugiak, Alaska 99567

October 5, 2007

TO: Agnew::Beck Consulting
Eagle River HLB Project
441 West 5th Avenue, Suite 202
P.O. Box 196650
Anchorage, Alaska 99501
Phone: 222-5424
Fax: 222-5426

SUBJECT: Eagle River HLB Project

Dear Tanya Iden and Chris Beck,

At the 09/20/07 Chugiak Community Council ("Council") meeting, the Council discussed possible disposal and other options for the four Heritage Land Bank (HLB) parcels described in the *September 2007 Eagle River Site-Specific Study - Background, Issues & Option Report* (www.agnewbeck.com/pages-portfolio/eagleriver/lup.htm). All of these parcels lie within the Chugiak Community Council area.

The Council concluded that it does not object to HLB disposing of these parcels; however, the Council's primary recommendation is not to develop any of these parcels as high density housing. Specifically, the Council makes the following recommendations:

North Knoll (HLB 1-071), 40 acres:

- In all cases, keep the property out of private ownership;
- Trade the property to Chugach State Park in exchange for public trailhead parking facilities to access Chugach State Park.

**Muldrow St. East (HLB 1-072) 7.8 acres and
Muldrow St. West (HLB 1-073) 3.7 acres:**

- In all cases, protect Fire Creek with easements;
- Provide natural vegetation transition screening between developments on both sides of Fire Creek;
- Sell the property for single-family detached housing with 15 percent of the land to be dedicated pocket parks. Subdivision standards for lots to be served by on-site disposal systems must have a minimum lot area of 40,000 square feet within lot lines (AMC 15.65.180). This requires the property to be zoned R-6. R-6 zoning is compatible with the surrounding rural large-lot neighborhood.

APPENDIX D

Carol Creek (HLB 1-074) 92 acres:

- In all cases, require that a Traffic Impact Analysis be required of developers prior to any development;
- In all cases, protect the full length of Carol Creek with easements;
- Provide a trail corridor (non-motorized) along the full length of Carol Creek with the objective of linking up with the Carol Creek trail network to ultimately provide access to Chugach State Park;
- Upgrade McDonald Drive to rural collector standards;
- Provide natural vegetation transition screening between Areas A, B, C, and D.
- Sell Area A (Behind Fred Meyer) for single-family detached housing with 15 percent of the land to be dedicated pocket parks. Rezone the area R-7 to be compatible with the surrounding neighborhood and business area;
- Sell the upper portion of Area B (South of McDonald Center & Rural Residential Neighborhood) that is adjacent to the Knob Hill neighborhood for single-family detached housing with 15 percent of the land to be dedicated pocket parks. Rezone the area R-6 to be compatible with the surrounding rural large-lot neighborhood;
- Preserve the remainder of Area B to protect Carol Creek and provide trails (non-motorized);
- Leave steeper Area C (Southeast Steep Slope Zone) and Area D (Adjacent Brandywine) as green space to provide recreational opportunities to the public.

Please contact me at 688-0123 if you have any questions.

Sincerely,
David Baldwin
President
Chugiak Community Council

Cc. State of Alaska:
The Honorable Nancy Dahlstrom, Alaska Representative
The Honorable Fred Dyson, Alaska Senator
The Honorable Anna Fairclough, Alaska Representative
The Honorable Charlie Huggins, Alaska Senator
The Honorable Bill Stoltze, Alaska Representative

Municipality of Anchorage:
Karlee Gaskill, Land Management Officer, Heritage Land Bank
The Honorable Mark Begich, Mayor, Municipality of Anchorage
Anchorage Municipal Assembly
Birchwood Community Council
Eagle River Community Council
Eagle River Valley Community Council
Eklutna Valley Community Council
South Fork Community Council

APPENDIX D

From: Sandy Quimby [mailto:saq@alaska.com]
Sent: Monday, February 23, 2009 4:32 PM
To: Chris Beck
Cc: Iden, Tayna
Subject: Muldrow St__HLB's Chugiak Eagle River's Land Use Plan

Chris,

In response to your request, I have looked through the Chugiak-Eagle River Site-Specific Land Use Plan, January 2009, Revised Draft, and have identified areas where the proposed Land Use Classification, or density, of the Muldrow Street parcels (HLB I-073 and HLB I-072) is discussed. In particular, I looked for discrepancies in the document regarding the dwelling units per acre, or "dua". There are several places where having lots sizes smaller than one acre is either stated or implied, which is inconsistent with the stated goal on page 30 that "Total residential units allowed will not exceed 11 single family, detached homes."

On **p. 6**, there are two places where half acre lots appear to be permitted in the section about Muldrow Street--

- 1) under "Land Use Classification" it says "1-2 dua".
- 2) under "Land Use Classification Defined" it says "single family homes on half acres or larger-sized lots" and "The intended density range is 1 to 2 housing units per gross acre".

On **p. 20**, under Muldrow Street in the section on Zoning it refers to "a minimum lot size of 1/2 acre in certain areas".

On **p. 27**, in section "e) Land use compatibility with adjacent areas: and ..." there is discussion about matching the "1 acre/dwelling unit of the neighborhood". This language may need to be changed, per our conversation about surrounding zoning.

On the bottom of **p. 29**, under "Background and Intent" it states "...at a density and with a character similar to the existing low density development of the surrounding neighborhood." Per our conversation, language may need to be changed.

On **p. 43**, in the section on Muldrow Street under "Land Use Classification" it states "1-2 dua". Also under "Zoning Notes" it states "Provides the same density and lot size requirements as adjacent existing housing". This may need the wording changed to accomplish the goal of p. 30: "Total residential units allowed will not exceed 11 single family, detached homes."

The other places where this issue is discussed, but the language appears to be correct are on the bottom of **p. 3**, **on pp. 27, 30 and 39**. I can't tell for sure about the color of the map on **p. 5**.

On another matter of concern, regarding the changes made in Appendix F, "Record of Changes to HLB Advisory Committee Draft", where the language has been changed regarding the access to the Muldrow Street parcel--there is an apparent contradiction to

APPENDIX D

that in the January 2009 Revised Draft that seem contradictory. On *p. 5*, the map shows what appears to be a cul de sac. This was discussed as a requirement, at one point, but the idea was discarded. The map implies that it is still there as a requirement for developing.

Thanks for all that you and Tanya have done to facilitate this HLB transaction. You all have done a great job.

Sandy Quimby
696-2680 (wait 6 rings for voice mail)

APPENDIX D

Comments on HLB land use study
N. Pease -- Page 1 of 4

Comments on the Chugiak-Eagle River Site Specific Land Use Plan revised draft
January 2009

From Nancy Pease
2-25-09

Primary comments/questions:

Page 3: Development recommendations, first bullet

If the quality and character of the existing neighborhood are to be protected, where are those qualities and characteristics described? This study analyzes the HLB parcels but doesn't explicitly describe the neighborhood other than scattered references in various sections.

Revision: *Add a short list of neighborhood qualities to be protected to this bullet. Add to Description of the Study Area a new paragraph titled "Character of adjoining neighborhoods". Description should include features to protect and to apply to the new low density areas. Chugiak residents can describe their own list, but in other rural or semi-rural neighborhoods, these often include: low speed of traffic, no cut-through traffic, lots with mature trees and natural vegetation predominating, no street lights.*

P 4: Contradiction for Parcels C & D.

If Parcel C is 8 acres and is limited to 50 units, then it shouldn't be labeled as 7-10 DUA. Likewise, Parcel D is 7 acres and limited to 60 units, so call it 7-10 DUA not 7-15 DUA.

Pages 5 & 6 confusion over Table 1 of Recommended Land Use

Where do these classifications come from? Explain the contradictions with the classifications and the plan recommendations.

The classifications are much broader and more intensive than the restricted uses recommended on pages 3 & 4, esp. for North Knoll and Carol Creek Sections D and D. Parcel D is classified for greater than 11 and up to 15 DUA whereas page 4 limits D to less than 9 DUA.

Page 3 & 34: Why is a trade recommended?

Question: does HLB sometimes give land to other public or private agencies for public purposes? If transferring the land to CSP meets the HLB mission of securing land for future public purposes of Anchorage residents, it need not be tied to a trade. This probably wouldn't be a high trade priority for CSP anyway since it is not developable.

Examples of HLB land that might be/have been given away or token sales: Road ROWs for Elmore extension and 48th? The new Crime Lab? 5 to 8 acres of HLB land designated for road realignment of Potter Valley Road? Other parkland? Abbott Loop Community Church in Section 30?

APPENDIX D

Comments on HLB land use study
N. Pease -- Page 2 of 4

Revision: *delete the recommendation that Chugach State Park must or should trade equal value land for the North Knoll. State that HLB will manage North Knoll according to CSP management directives and if there is no change in accessibility or development potential in the next xx years, will transfer the parcel to CSP.*

Page 4 & 31 and 33: is there any need to postpone the preservation of wetlands? Question: were wetlands mapped adequately to know what should be protected? Revision: If wetlands have been mapped, change the recommendation to *specifically show the acreage and location of preservation wetlands*. Delete the unenforceable language that "it is the intent of the HLB to set aside portions of this natural resource corridor in a wetlands mitigation bank."

Page 7: "water quality and flow issues"

Clarify. Replace: *that water quality and capacity might not be sustainable for new and existing residences that rely on wells.*

Page 7, last bullet

These areas 33 should read *these areas ((C & D)*

Page 4 & 32 & 33 Possible confusion over future use and ownership of Carol Creek Natural Resource Corridor Area B

Page 4 says "manage corridor to be substantially undisturbed"

Page 31 says this 26 acres "will be retained in public ownership."

Page 32 discusses B, C, & D and says "Another proposal... for the Carol Creek parcel was to use the HLB parcel as a base for a ski slope...nothing in this plan strictly rules that out...the ski development advocates could conceivably be the party to acquire the HLB parcel once it is offered for disposal."

Revision: clarify whether or not Parcel B will remain in public ownership and substantially undisturbed, since it is located at the runout of the surrounding slopes. Clarify if Carol Creek could be tapped for snowmaking.

Page 33: Would the HLB have to ensure road access to sell Parcel E? Ensuring road access has two negatives for the public: a connector road as shown would probably merit some amount of public funding, and this is probably not a high priority for public funding; and opening this land plus adjoining parcels in other ownership would possibly compete on the market against the better-located parcels HLB wants to sell (A, C & D).

Revision: Add to page 34 and summarize on page 3 more explicit language about phasing, e.g. *To ensure an efficient pattern of development, Parcel E will not be sold until HLB parcels located nearer to existing infrastructure have received infrastructure upgrades and been sold.*

APPENDIX D

Comments on HLB land use study
N. Pease -- Page 3 of 4

Page 34: How can proposed special limitations be mandated? Does the plan need to be more explicit? Some of conditions for development these need to be plat notes and also in the CCRs to ensure enforceability over the long term. Revision: delete the words "these objectives will guide the platting and site plan review" and insert *these objectives will be incorporated during the re-zoning and site plan review into plat notes and CCRs for each proposed residential development.*

P 33, Parcel E

First paragraph: Clarify.

✓ Access to this site would probably require a creatively engineered road extension from Savage Drive above Knob Hill Drive or the adjacent Brandywine neighborhood streets, and would require obtaining easements or ROW across parcels which HLB does not own. Road extension might spark additional subdivision of the steep slopes on other land holdings, which could compete with the desired pattern of developing suitable, centrally-located HLB lands.

Deleted: " The topography requires creative engineering and possible access via parcels which HLB does not own

Deleted: Nearby a

Deleted: site could be

Page 39, Parcel E Preclude a switchback road

What is meant by "putting the road "just above the open space corridor"? If that means a residential access road along the border of Parcel B, it would have to switchback across parcel E to get to the bench where house sites are proposed. This would not retain the scenic and natural features of Parcel E (stated in the Development Intent) and could impact the drainage and wildlife habitat values on E or B. 'Revision: Delete the reference to the road along the open space corridor. Add: *A switchback road across Parcel E is not compatible with the objective to maintain the natural appearance of the parcel from the surrounding areas.*

Technical & minor changes:

P. 3 Development Recommendations Objectives: not grammatical. Delete the word "recommendations"

P 7 & 39: Clarify where the McDonald Drive extension is allowed to connect to Fish Hatchery Road if it is expressly not allowed to cross the Muldrow Parcels Knob Hill Drive looks like too-steep a connection.

P 12: ownership to the south is mentioned twice. One of these references should be to the *north*.

P. 3, 15, 16, 21: Contradiction between Fig. 4 Development Suitability Map and text. Suitability map shows 80 percent of North Knoll as relatively high development suitability—more so than parcel E. Other text says slopes average 30 to 45 percent. Table 3 says "generally unsuitable for development".

APPENDIX D

Comments on HLB land use study
N. Pease -- Page 4 of 4

P 18 & 23: Label CSP Access Inventory points on Map 6 to match the text on page 18. There are only unlabeled dots, and no dot for the fourth access area mentioned on Page 18; and the roads aren't labeled for reference.

P 3 and P 19: reference the pending revision of the CSP Master Plan and CSP Trails Plan and state that the North Knoll will accommodate the Chugiak Hillside Trail and other trails that may be adopted through the CSP Master Plan.

P 34: Clarify that the driveway width is 20 feet maximum, but not the vegetation retention.

P 35: Instead of "consider" all modes of transportation, use the word *accommodates* or *serves*.

APPENDIX D

Chugiak Eagle River Site Specific Land Use Plan PZC 08-139
John Weddleton comments 2/25/2009

Add to list of objectives p. 3:

Develop according to the Chugiak-Eagle River Comprehensive Plan

p. 4

Recommendations for the various “duas” are unclear if they are an average for the entire parcel being discussed or actual limits per acre.

For Section C “Carol Creek Residential,” dua will be 7-10 and could have 2-3 story townhouses. Wouldn’t those typically be more than an actual 10 dua?

p.5 picture

The trails from the south end of Savage Drive looks like it would go on private property with homes. Is that correct? How would the easement be obtained?

p.7 third bullet in Road Section

Reference to “Public Streets within new residential areas will be built to residential standards.” Rural or Urban standards?

p. 7 second bullet in Water & Sewer section

“The final plat cannot be recorded and development would not be allowed if the soils tests indicate water quality and flow issues that cannot be solved without negative impacts on adjacent properties.”

There are potential “issues” that can be solved easily. Water filters and tanks can deal with some water quality and low flow problems.

The suggested wording parallels p. 41 4th bullet “Ensure that new wells and on-site systems do not impact existing systems or water quality.”

p. 19 second paragraph

The 1986 Chugach State Park Plan also indicates an important trail easement across the North Knoll parcel ...” Also, public comments refer to this.

Add a recommendation that these easements be protected to connect the adjacent CSP parcels if the parcel is not transferred to CSP.

APPENDIX D

Chugiak Eagle River Site Specific Land Use Plan PZC 08-139
John Weddleton comments 2/25/2009

p. 25 bottom of last paragraph

“The decision on whether some portion of the Carol Creek parcel may become Municipal Parkland will be made in the future.”

Also p. 31 “The parcel will be managed to ensure the integrity of the wetlands.”

Who manages it if it’s not parkland? What process would make it parkland?

p. 35 first bullet in “Building Orientation”

What does “have a relationship with the natural setting or common open space” mean?
Does that mean the front of the homes face the open space?

p.39 second bullet

“Ultimately a controlled intersection (stop light) may be required at the intersection of McDonald Drive with the Old Glenn ...”

What would determine when this is needed? The east side looks largely developed already.

p.42 4th paragraph, 4th bullet. “Notifying the Community Council within which the affected Heritage Land Bank land is located and Community Councils with 1,000 feet.”

Should this also include CC’s with 1,000 feet? Somewhere in the plan it said there is a CC boundary close to the area.

There are numerous comments from the public hoping for a gate on any extension from McDonald Drive. That is rejected in the plan based on lack of clearing of snow near the gate and that they end up left open anyway.

Are these concerns correct? How are the gates working on Elmore near South High? There is a fire gate at the north end of Birch that is cleared and remains closed. Gates in Sahalee are also maintained and appear to remain closed.

There are comments asking for sidewalks. If they are provided, would CBERRSA maintain them?

EDITS

p. 6 Top of page needs a bold heading. “Land Use Designation”

APPENDIX D

Chugiak Eagle River Site Specific Land Use Plan PZC 08-139

John Weddleton comments 2/25/2009

p. 7 second to last line delete "33"

p.28

third line " ... concerns of residents ..."

p.42 5th para, line 3 has "likely" striked out. It should be deleted.



CHUGIAK-EAGLE RIVER SITE-SPECIFIC LAND USE PLAN

JANUARY 2009

Revised Draft



Prepared for
**The Heritage Land Bank,
Municipality of Anchorage**



AGNEW
::BECK

by Agnew & Beck Consulting
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CHUGIAK-EAGLE RIVER SITE-SPECIFIC LAND USE PLAN

JANUARY 2009

Revised Draft



Prepared for
**The Heritage Land Bank,
Municipality of Anchorage**



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DRAFT :: JANUARY 2009

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Overview

Heritage Land Bank (HLB) manages uncommitted municipal land and the Heritage Land Bank Fund “to benefit the present and future citizens of Anchorage, promote orderly development, and achieve the goals of the Comprehensive Plan.”¹ HLB currently manages a land base of approximately 8,000 acres distributed between Chugiak and Girdwood. Heritage Land Bank’s 2007 Work Plan and Five-Year Plan (2008-2012) direct HLB to review several of its holdings for disposal. In order to recommend disposal or other use, HLB conducts a detailed site-specific planning study.

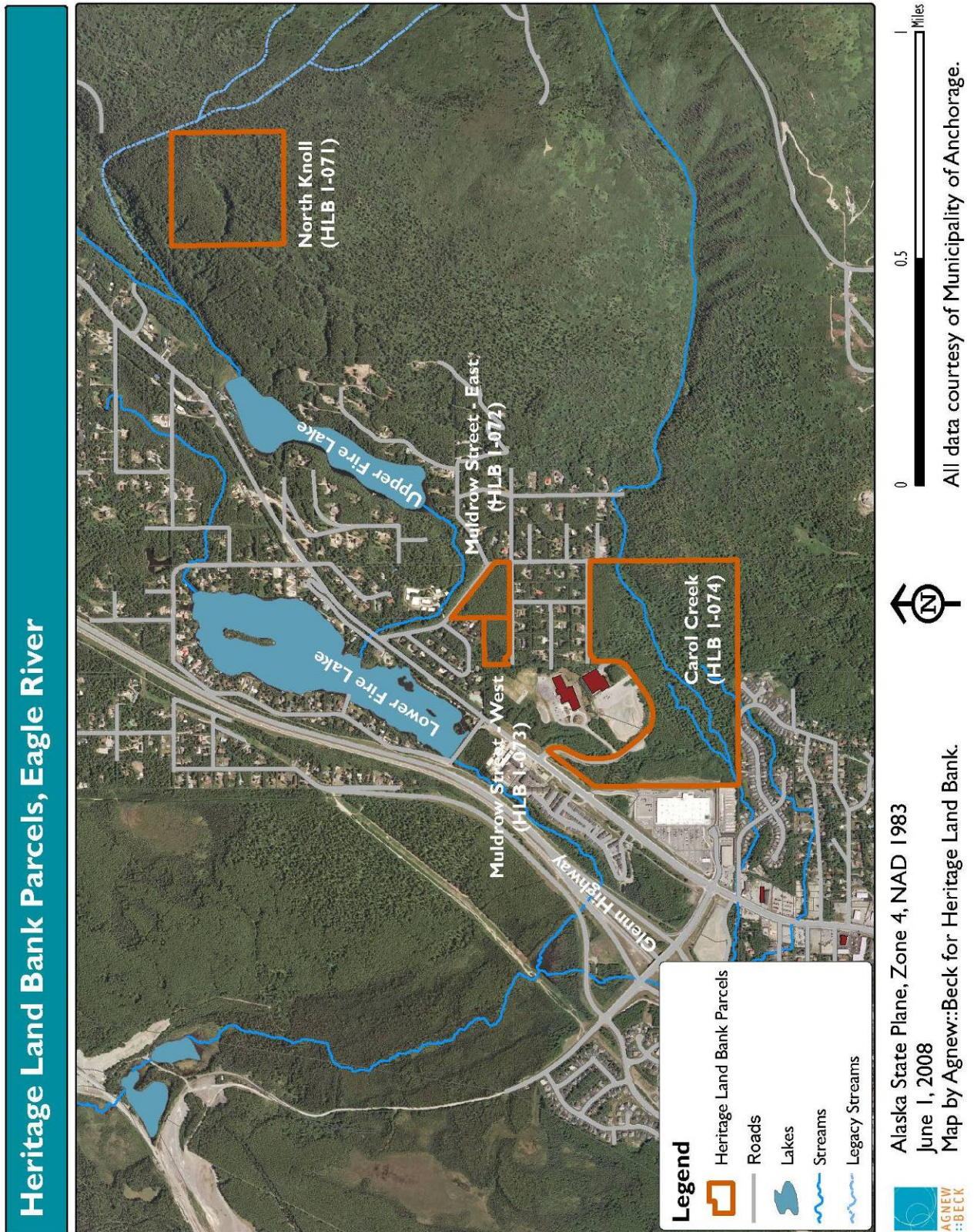
This Chugiak-Eagle River Site-Specific Land Use Plan analyzes and makes recommendations for four HLB parcels in North Eagle River near the Harry J. McDonald Center, which total approximately 140 acres. Two of the four parcels are designated as areas for special study in the Chugiak-Eagle River Comprehensive Plan Update. The study’s purpose is to help HLB make sound and broadly beneficial decisions regarding land use, management and disposal regarding the sites. The recommendations are based on physical data, public input, and relevant policy directives. The study also helps HLB serve broader community goals including: quality of life, public safety, economic development, and improved services.

The plan is organized so that Chapter 1 Executive Summary provides a quick overview of the plan and its recommendations. These conclusions are backed up by information in subsequent chapters, organized as follows:

- 1. Executive Summary** – introduces the need for planning of HLB’s Eagle River parcels, summarizes the land use recommendations and discusses the review and adoption process for this plan.
- 2. Project Background** – defines the study area and provides background information on existing land use regulations and planning policies influencing the plan.
- 3. Description of the Study Area** – illustrates physical characteristics and environmental constraints of the parcels with maps, summarizes the site’s current land uses and adjacent uses, and provides an overview of existing area infrastructure (including roads, trails, water and sewer system, public facilities and park, recreation lands).
- 4. Growth Trends** – analyzes municipal population growth and trends in Eagle River.
- 5. Site-Specific Plan – Analysis of Alternative Uses** – fulfills HLB code requirements to analyze the following: community sites and facilities, historic and natural landmarks, environmentally sensitive lands, public utility needs, residential, commercial, and industrial areas, land use compatibility, and consistency with the Comprehensive Plan
- 6. Land Use & Infrastructure Plan** – outlines the goals and policies of the site-specific plan, proposes a recommended plan with development intent, suggests development standards, and explores necessary infrastructure improvements.
- 7. Implementation**– details strategies to ensure the Plan is followed and enforced through the development process. Provides a process and potential timeline for implementation.

¹ AMC 25.40.010 Heritage Land Bank established – Purpose and mission.

Map 1: Study Area Boundaries



Land Use & Infrastructure Plan – Summary of Recommendations

This Site-Specific Land Use Plan sets out land use and infrastructure policy for the set of four non-contiguous HLB parcels shown by Map 1: Study Area Boundaries.

Development Recommendations Objectives

Decisions on the “North Knoll” parcel are relatively straightforward. The site is steep, difficult to reach and difficult to development. Consequently the plan recommends this area be retained in public ownership. This parcel would be a logical addition to the adjacent Chugach State Park. The intent for the remaining parcels is based on their location in a transitional area between the Old Glenn Highway commercial corridor and the low-density residential areas to the east. Specific objectives include:

- Respect and protect the quality and character of the existing low density residential neighborhood.
- For parcels or portions of parcels immediately adjoining existing residential areas, allow for new residential uses at densities comparable to the existing, adjoining residential uses.
- Protect and work within the constraints and opportunities of the natural setting of the area. In particular protect Carol Creek and associated wetlands and groundwater resources.
- On the portions of the Carol Creek parcel southwest of the McDonald Center and outside the Carol Creek greenbelt (areas C & D on map 2) allow for low and low/medium density housing. Limited, accessory office and/or commercial uses are possible in this area, but only under a Planned Unit Development approach. The planned residential use, along with the school and the McDonald Center, provide a logical transition between intense commercial uses to the west, and low density residential uses to the east.
- Establish a set of development standards for the low and low/medium density residential uses to ensure these are high quality residential areas, sized and developed to be appropriate for their location in this transitional area.
- Retain and improve opportunities for access to open space, trails and other outdoor and indoor recreation amenities, for local residents and for visitors from outside the immediate neighborhood.

The overall effect of this package of uses (existing and planned) creates a walkable, multi-use district. This includes newly designated open space and new residential uses, plus the existing school, recreation facilities, and commercial uses. While occurring at a much smaller scale than downtown Eagle River, this mix of uses can offer similar advantages, including proximity of housing to jobs, recreation, shopping and transit; convenience for residents; and reduced reliance on the automobile.

Land Use Policies for Individual Parcels

Land use policies for individual parcels follow along with Map 2 Land Use Recommendations. Chapter 6: Land Use & Infrastructure Plan elaborates further on the general recommendations listed below.

North Knoll – 40 acres

Land Use Designation: Park & Natural Resource

Development Intent: Retain the land a natural state and in public ownership. Limit development to non-motorized trails and related passive, outdoor recreation uses; adhere to Chugach State Park land management directives. Consider the option to trade land to Chugach State Park or a non-profit land trust, with the goal of receiving land better suited to community needs.

Muldrow Street Parcels – 11 acres

Land Use Designation: Low Density Residential (1 acre/dwelling unit)

Development Intent: Make available for residential development, at approximately 1 dwelling unit per acre, to match the density and character of the adjacent neighborhood.

Carol Creek Rural Residential (Section A - area east of McDonald Center) - 10 acres

Land Use Designation: Low Density Residential (1 acre/dwelling unit)

Development Intent: Make available for residential development, at approximately 1 dwelling unit per acre, to match the density and character of the adjacent neighborhood.

Carol Creek Natural Resource Corridor (Section B - land along the Creek) - 26 acres

Land Use Designation: Park and Natural Resources

Development Intent: Retain a substantial open space corridor along Carol Creek, including the creek itself and adjoining wetlands and forested areas. Manage this corridor to be substantially undisturbed, to protect water quality, to ensure the integrity of the wetlands, to provide non-motorized trails, and to maintain an open space buffer between the residential neighborhoods on either side of this green space. Provide space for a parking lot and trailhead, and for a trail running east of the site, across BLM property and continuing into Chugach State Park. It is the intent of the Heritage Land Bank to set aside portions of this natural resource corridor in a wetland mitigation bank. The decision on whether some portion of this area may become Municipal parklands will be made in the future.

Carol Creek Residential (Section C - area southwest of McDonald Center) - 8 acres

Land Use Designation: Low/Medium Density Residential (7-10 dwelling units/acre)

Development Intent: Residential will be developed at a medium density, including the option for 2-3 story attached housing units such as townhouses, and/or small footprint detached single family homes, aiming to provide housing for a diverse range of income groups, and housing convenient to commercial areas, employment and major transportation corridors. No more than 50 units would be developed.

Carol Creek Residential (Section D - area west of McDonald Center) - 7 acres

Land Use Designation: Medium Density Residential (7-15 dwelling units/acre)

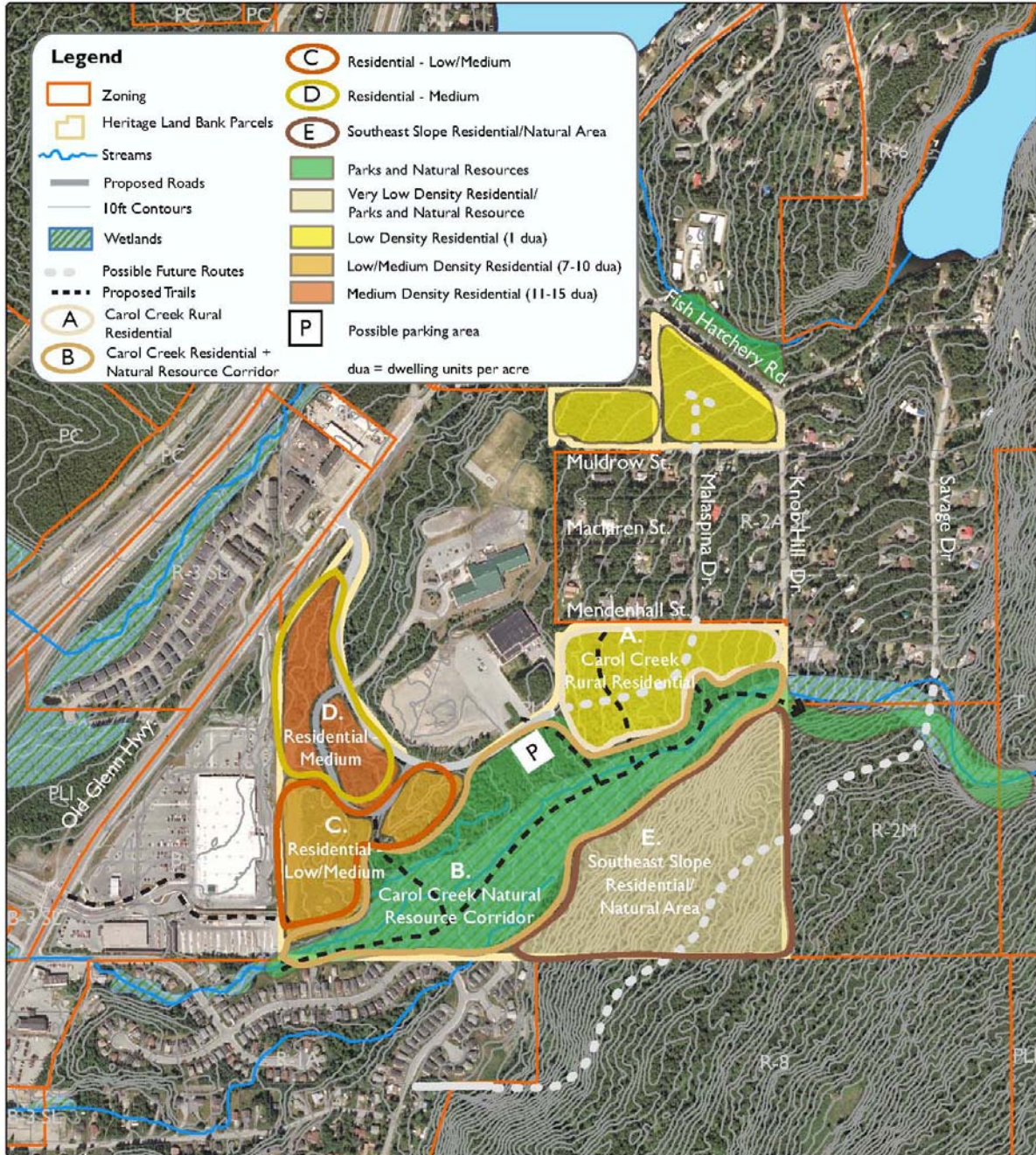
Development Intent: Residential will be developed at a medium density in this area. Intent for this area are the same as for Section C above, with the option to raise the density to up to 15 dwelling units/acre. The upper end of this density range equates 3 story townhouses or stacked flats. No more than 60 units would be developed. Residential development in this area and Section C would follow the design standards outlined in Chapter 6 of this plan.

Southeast Slope Residential/Natural Area (Section E - area above Carol Creek) - 23 acres

Land Use Designations: Park and Natural Resources/Very Low Density Residential (at >2.5 acres/dwelling unit).

Development Intent: This parcel is steep, offering excellent views to the north of Cook Inlet and in the distance, Denali. Development of this parcel will require careful planning to protect environmental quality and to maintain the natural appearance of the area as seen from surrounding areas. After further evaluation of access and development options, HLB may sell this area for a limited number of carefully sited and constructed homes (no more than 5 homes). See Chapter 6 for development standards.

Land Use Recommendations for HLB Parcels, Chugiak-Eagle River



Alaska State Plane, Zone 4, NAD 1983
 December 1, 2008
 AGNEW
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 Map by Agnew::Beck Consulting for Heritage Land Bank.



All data courtesy of Municipality of Anchorage.

The Land Use Designations assigned to each parcel correspond to the land use classification system in the Chugiak-Eagle River Comprehensive Plan. Following is a table summarizing and defining the recommended land use for the parcels.

Table 1: Summary of Recommended Land Use

Parcel Name	Land Use Classification	Land Use Classification Defined
North Knoll	Park and Natural Resources	Provides for active and passive recreation, conservation of natural areas, and trail corridors connecting neighborhoods. Uses include neighborhood, community, and natural resource use area parks, special use parks, golf courses, greenbelts, and other open spaces formally reserved for recreation or natural conservation, allowing special purpose facilities such as sports complexes or interpretive centers that support park, recreation and natural resource functions.
Muldrow Street	Residential (low density; 1-2 dua)	Provides for neighborhoods with a semi-rural atmosphere and consisting generally of single-family homes on half acre or larger sized lots. The predominant land use consists of single-family homes on half-acre or larger lots. The intended density range is 1 to 2 housing units per gross acre. Building scale and landscaped setbacks of new development, as well as low traffic volumes on local streets, contribute to a low intensity living environment.
Section A. Rural Residential	Residential (low density; 1-2 dua)	See Muldrow Street above
Section B. Natural Resource Corridor	Park and Natural Resources	See North Knoll above – this parcel will have additional restrictions related to its use as mitigation lands
Section C. Residential	Residential (low/medium density; 7-10 dua)	Provides for attached single-family housing, small-lot homes, and two-family housing choices. The predominant land use consists of more compact forms of single-family residential, such as small lot houses or attached single-family housing, as well as two-family housing, for efficient use of residential land within water and wastewater service boundaries. The intended density range is 7 to 10 housing units per gross acre. Building scale, single-family character and landscaped setbacks of new development, as well as low traffic volumes on local streets, contribute to a low intensity, single-family style living environment.
Section D. Residential	Residential (medium density; 7-15 dua)	Provides for a range of single- and multi-family housing in neighborhoods and offers a diversity of housing choices. Residential uses include standard duplexes, townhouses and low-to-medium density multi-family. The intended overall density range is greater than 11 and up to 15 housing units per gross acre. When located in a neighborhood environment that includes any nearby single-family homes, the physical scale, appearance and street orientation of multi-family/attached housing development should be compatible.
Section E. Southeast Slope	Residential (very low density; >1 dua)/ Park & Natural Resource	Provides for large-lot, single-family residences in a rural environment, much of which is served by private wells and septic systems. The predominant land use consists of detached houses on lots one acre or larger in size. The intended overall density for new development is less than one housing unit per gross acre. This type of development results from a combination of preferred lifestyles, a lack of public infrastructure, remoteness and environmental constraints. See above for Park & Natural Resource

Roads and other Infrastructure

1. Roads

Development Intent: Provide access to new areas of development and improved connectivity to and between neighborhoods. Set roadway standards to reduce traffic speeds, maximize safety, create attractive streets with rural character, and to protect the character of existing neighborhoods, minimize environmental impacts, and accommodate alternatives to the automobile (walking, biking). Work jointly with municipal agencies, the local road service area, and future developers to pay for construction, maintenance, and upgrade of the roads.

Planned Changes and Improvements:

Decisions regarding access, both for the existing neighborhood and for planned new development, have been the most challenging and controversial elements of this planning process. Residents are understandably very concerned about adding new traffic to their quiet neighborhoods. The conclusion of the plan is that McDonald Drive should be connected eastward into the existing Carol Creek residential. This extension will provide an indirect but functional alternative access to the existing residential district, increasing safety and emergency access. This intent reflects a Municipality-wide policy of creating connectivity between adjoining land uses and neighborhoods.

Other Planned Access Improvements:

- McDonald Drive upgraded to municipal standards for a collector street up to the Harry McDonald Center (currently this road is a driveway).
- When McDonald Drive is improved, include enhanced pedestrian safety and street crossing(s) to Fire Lake Elementary and McDonald Center.
- Public streets within new residential areas will be built to residential standards.
- New access for the Muldrow Street residential parcel may originate from Muldrow Street and/or Fish Hatchery Road; however, a through road across this parcel connecting these two roads is not permitted. This policy will prevent the creation of a new, more direct through route into residential areas south of Muldrow.
- Work with the school and State Department of Transportation to provide for safe pedestrian access along McDonald Drive. Ultimately, a controlled intersection (stop light) may be required at the intersection of McDonald Drive with the Old Glenn Highway, primarily due to the high-density residential development west of the highway.

Water and Sewer, On-site Wells and Septic Systems

Development Intent: Develop appropriate water and sewer facilities to accommodate the proposed areas of development. Ensure that new wells and on-site systems do not impact existing systems or water quality. Explore options to pay for necessary extension of public water and sewer to serve the Carol Creek low/medium and medium density residential use areas (Sections C & D).

Planned Changes and Improvements:

- Approximately 20 additional wells and on-site wastewater treatment systems would be developed in the area surrounding the Fish Hatchery neighborhood in order to support planned new low-density residential development in the Muldrow Street and Carol Creek residential areas. Prior to subdivision approval soils tests and a hydrology study are required to determine whether the area can sustain additional wells and on-site systems. The final plat cannot be recorded and development would not be allowed if the soils tests indicate water quality and flow issues.
- Public water and sewer service will be brought to the Carol Creek low/medium and medium density residential use areas because these areas 33 will be developed at densities which makes public water and sewer viable and necessary.

Process for Public Review, Adoption, and Amendment of the Plan

Extensive public involvement shaped the planning process and is reflected in the proposed plan. An initial September 19, 2007 community workshop at Fire Lake Elementary School reviewed land use and environmental data, identified issues and discussed project goals. Based on feedback from the first workshop, a preliminary concept site plan was prepared and shared at an informal community work session on November 8, 2007. A revised concept plan was developed, based on public feedback. This was presented at a second informal February 6, 2008 work session at Fire Lake Elementary School. A public review draft plan was made available during the last week of February 2008 in advance of a March 6, 2008 community workshop. The community was invited to review the draft and attend the workshop to provide additional feedback. After the workshop, public comments were accepted on the draft plan through April 1, 2008. See Appendices A-D for more detailed information and supporting documentation of public involvement.

The Plan was refined based on the public input from the March 6th workshop and comments sent in. Additional edits were made based on feedback offered by the Heritage Land Bank Advisory Commission (HLBAC) who unanimously approved the Plan at their May 8, 2008 regular meeting. A summary of HLBAC changes is included as Appendix E. Prior to submission to the Planning and Zoning Commission for their review and approval the Municipal Planning Department has completed a thorough review of the document and has recommended several changes be made. This draft reflects the Planning Department's suggested improvements. The Planning and Zoning Commission will review this revised draft in early 2009. The plan will then be forwarded to the Anchorage Municipal Assembly for review and approval. The public can testify at any of these public hearings. The following table summarizes the process to date to prepare this Site-Specific Land Use Plan.

Table 2: Summary of Public Process

Date	Activity
Summer 2007	Consulting team hired, project start-up; initial background research
Sept. 19, 2007	Public Workshop: review background report; discuss project issues (approximately 45 attendees)
October 2007	Prepare preliminary development options
Nov. 8, 2007	Informal public open house/workshop (approximately 21 attendees)
December 07 -January 08	Prepare revised development options
Feb. 6, 2008	Informal public open house/workshop (approximately 47 attendees)
February 2008	Draft Plan; circulate for internal review – HLB, Municipal Planning, Parks & Recreation, and Traffic Departments
Feb. 29, 2008	Plan available on line at www.agnewbeck.com – current projects page
March 6th , 2008 7:00 – 9:00 PM	Thursday evening public workshop to review the plan Fire Lake Elementary
April 2008	Revise Plan based on public review
April 2008	<i>Begin formal review and approval process:</i>
May	Heritage Land Bank Advisory Commission – Approved, May 8, 2008
Early 2009	Anchorage Planning & Zoning Commission – February 09
Early 2009	Anchorage Municipal Assembly –TBD

Plan Implementation Process

After the planning process is complete, and the plan approved, a series of separate steps are required for disposal and development of HLB land.

Platting & Zoning

To implement this plan and set the stage for land disposals, HLB will go through the necessary steps to plat and zone these parcels, consistent with this plan. This process will define the boundaries of tracts to be retained (e.g., the Carol Creek corridor) and tracts of land for sale (e.g. Carol Creek residential areas C, D & E). The process will also apply the specific zoning codes that implement this plan's land use designations, along with any necessary special limitations ("SL's"). The platting and zoning process requires a formal public hearing.

Disposal

The formal steps to dispose of the HLB parcels must follow a process established in AMC Section 25.40.025. This process requires extensive public notice. After receiving comments from the general public regarding the possible disposal, as well as area Community Councils or other parties, the Heritage Land Bank Advisory Commission will make its recommendation to the Assembly. The disposal must then be presented in a formal public hearing before the Assembly and approved by Assembly ordinance.

If disposal of the parcels is approved, HLB would then proceed with conveying the parcels to any interested party, likely a developer or development company. HLB is most likely to convey larger tracts of land to developers who will subsequently subdivide these larger tracts into individual homesites.

Development Additional platting and permitting will likely be necessary prior to development of the parcels. A site plan review process is required for the low and low/medium density residential areas in the Carol Creek area.

Chapter 7, Implementation, further describes the development process and recommends specific mechanisms to ensure this Site-Specific Plan is followed when development proceeds.

Study Area

This Site-Specific Land Use Plan proposes policies and recommended land uses for a set of four non-contiguous HLB parcels shown in Map 1: Study Area Boundaries in Chapter 1 Executive Summary. The four parcels are:

- North Knoll – HLB 1-071
- Muldrow St. East – HLB 1-072
- Muldrow St. West – HLB 1-073
- Carol Creek – HLB 1-074

The total combined area of the four parcels is approximately 142 acres. The sites are on the east side of the Old Glenn Highway, west of Chugach State Park and Glen Alps. They are located within the general vicinity of the Harry J. McDonald Recreation Facility and Upper Fire Lake.

Background

A number of planning and policy considerations guide development of this plan, primarily Anchorage Municipal plans and regulations. The Chugiak-Eagle River Comprehensive Plan Update in particular provides a strong starting context for decisions about the possible future use of these lands.

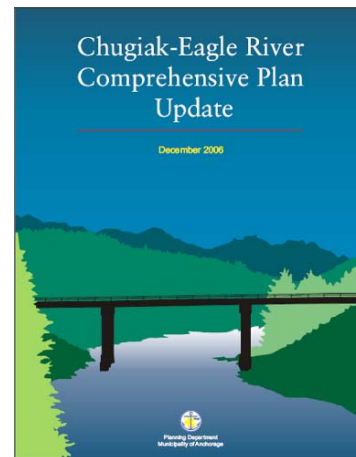
The Chugiak-Eagle River Comprehensive Plan Update, completed in late 2006, outlines the community’s desired pattern for growth and land use in Eagle River. According to the plan, the Eagle River community seeks to maintain a central core or downtown area that allows for limited new, higher-density housing and local-serving commercial establishments. Surrounding the more compact center, suburban and rural residential uses prevail. The Comprehensive Plan makes clear that residents want high-quality development that enhances the character of the community by preserving the natural environment and maintaining rural ambience.

The Carol Creek parcel and the eastern of the two Muldrow parcels are designated as a special study area in the Comprehensive Plan Update. The western of the two Muldrow parcels is designated Public Lands and Institutions; the North Knoll parcel is designated as very low residential and identified as sensitive environmental lands.

The Chugiak-Eagle River Comprehensive Plan Update includes a number of goals pertinent to this Site-Specific Plan. Below are those of particular relevance:

Economic Development Goal A: Promote economic growth that builds on the area’s resources and assets and supports a mix of urban, suburban and rural lifestyles, while providing a range of employment opportunities and an adequate supply and variety of goods and services.

- Economic Development Objective C: Encourage the development of local-serving and regional business enterprises to help strengthen the community’s economic base.
- Economic Development Objective E: Encourage economic development in rural and large-lot suburban zoning districts that enhances rather than conflicts with the rural character and lifestyle of those areas.



Natural Environment Goal A: Ensure that natural systems are protected, maintained and enhanced.

Natural Environment Goal B: Ensure that development plans adequately address or offset impacts on the environment.

Natural Environment Goal C: Preserve natural drainage ways and ensure that area drainage needs are integrated into development plans.

- Natural Environment Objective A: Preserve and protect high-value wetlands, stream corridors, aquifer recharge areas and other important natural features.

Growth Goal B: Promote a range of urban, rural, and suburban lifestyles

Growth Goal F: Encourage the development of a continuous trail network throughout the area that serves both transportation and recreation needs.

Housing and Residential Development Goal A: Manage the supply of residential land in ways that meet the needs of present and future residents, preserve the community character and identity, and take into account community facilities and services.

- Housing and Residential Development Objective A: Provide areas of varying residential densities and housing types to meet needs for diverse housing opportunities throughout the community.
- Housing and Residential Development Objective B: Support the provision of higher density residential development convenient to employment, commercial centers and major transportation corridors, where such densities are considered appropriate.
- Housing and Residential Development Objective D: Ensure residential densities are compatible with current densities in immediate surrounding areas.

Parks, Open Space, Greenways and Recreation Facilities Goal A: Establish an integrated open space and greenways network which effectively links parks, recreational facilities, schools, residential and commercial areas, and which includes ecologically valuable open space lands and scenic vistas.

Transportation Goal A: Ensure development of a transportation network that provides an acceptable level of service, maximizes safety, minimizes environmental impacts, provides alternate transportation types and is compatible with planned land use patterns.

- Transportation Objective G: Provide connectivity to and between subdivisions where important to accommodate normal as well as emergency traffic, recognizing physical environmental constraints and the need to minimize cut-through traffic within residential neighborhoods.

Other Important Policies

This Site-Specific Plan is also taking place as Chugiak-Eagle River and the Municipality of Anchorage are working to update Title 21 – the ordinances which govern land use in the Municipality. Chugiak-Eagle River land use issues will be addressed in a separate chapter of Title 21.

Title 21 provides the directives that codify and implement the Comprehensive Plan. Title 21 may introduce new zoning codes and regulations that should be considered along with this Plan.

Other plans and documents considered through the planning process include: the Chugiak-Eagle River Long Range Transportation Plan Update, the 1996 Area wide Trails Plan, water and sewer master plans, and the Chugach State Park Access Inventory.

This chapter provides an overview of the four parcels included in the project area. The following photos were taken of the parcels during site visits in the summer and autumn of 2007. The images help to illuminate the characteristics of the sites.

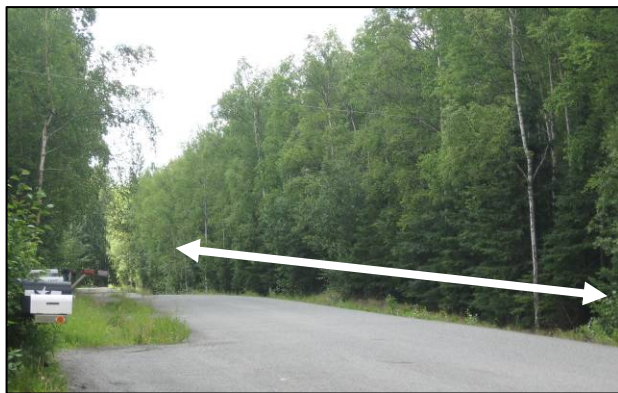
North Knoll



North Knoll parcel from the Old Glenn

The North Knoll parcel is the northernmost of the four parcels under consideration in this study. The parcel, which doesn't have road access, lies generally to the east of where a short driveway, New Market Drive, intersects with the Old Glenn Highway. The parcel is undeveloped and bounded by Chugach State Park to the south and east and by privately owned, undeveloped land to the south and west.

Muldrow Street Parcels



Looking west along Muldrow St. — Parcel on right

The Muldrow Street parcels are directly adjacent to one another. The parcels are located in a well-established neighborhood accessed by Fish Hatchery Road. The parcels are generally bounded by Fish Hatchery Road on the North and Knob Hill Drive to the east; Muldrow Street is the southern border and an undeveloped portion of Fire Lake Elementary School's parcel is to the west. Together the parcels are 11.5 acres. Title to the eastern parcel (HLB 1-072) has not yet been officially acquired from the State of Alaska. The actual boundaries of the parcel will extend north of Fish Hatchery Road to encompass Fire Lake Creek. However, this study will only address the portion of the parcel located south of Fish Hatchery Road.



Fish Hatchery Rd. Parcel on the right

Carol Creek



Consisting of 92 acres, the Carol Creek parcel is the largest of the four parcels under study. The parcel is located east of (behind) Fred Meyer. Its northern boundary is Harry McDonald Road, the Harry McDonald Recreation Center, and Mendenhall Street. South of the parcel is the Brandywine neighborhood and a portion of undeveloped land in the southeast. The site's eastern border is shared with undeveloped land owned by the Federal Bureau of Land Management (BLM).



Carol Creek Parcel extends east behind Fred Meyer



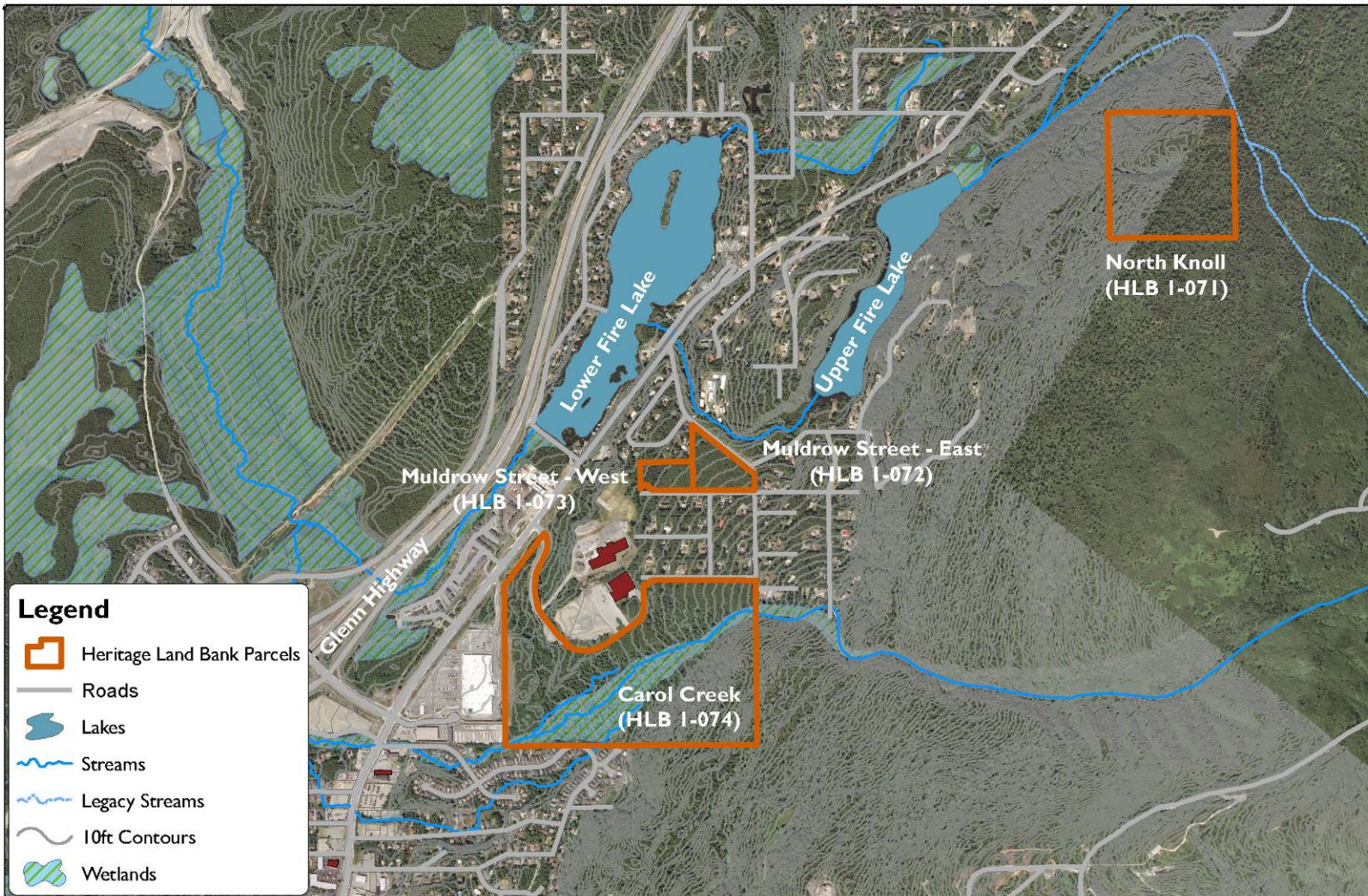
Southeast steep slope from Brandywine Neighborhood

Environment - Overview

The area in which the four parcels are located features a mix of areas with good physical capability for development, and areas with constraints that limit land use. Portions of the 4 parcels include areas of steep slopes, wetlands and stream habitat. All of the parcels are forested and generally in a natural state. The HLB parcels accommodate the range of birds and wildlife commonly found in Southcentral Alaskan forested areas, which is corroborated by anecdotal stories by neighbors of moose and bear sightings.

The remainder of this section describes environmental features of the area in more details. Map 3: Environmental Features, on the following page, indicates the parcel's topography, streams, wetlands, and vegetation. Map 4: Development Suitability, illustrates the land's physical suitability for development. This analysis, conducted as part of the Chugiak-Eagle River Comprehensive Plan Update, took into account several environmental factors, specifically: slope, avalanche hazard, floodplains/coastal marshes, wetlands, and bedrock/soil characteristics, to develop a composite rating for Eagle River's land suitability. The suitability analysis indicates that the HLB parcels have a mix of areas well-suited for development with areas that present more constraints.

Environmental Features, Chugiak-Eagle River

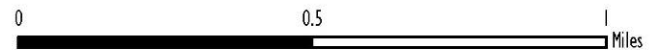


Legend

- Heritage Land Bank Parcels
- Roads
- Lakes
- Streams
- Legacy Streams
- 10ft Contours
- Wetlands

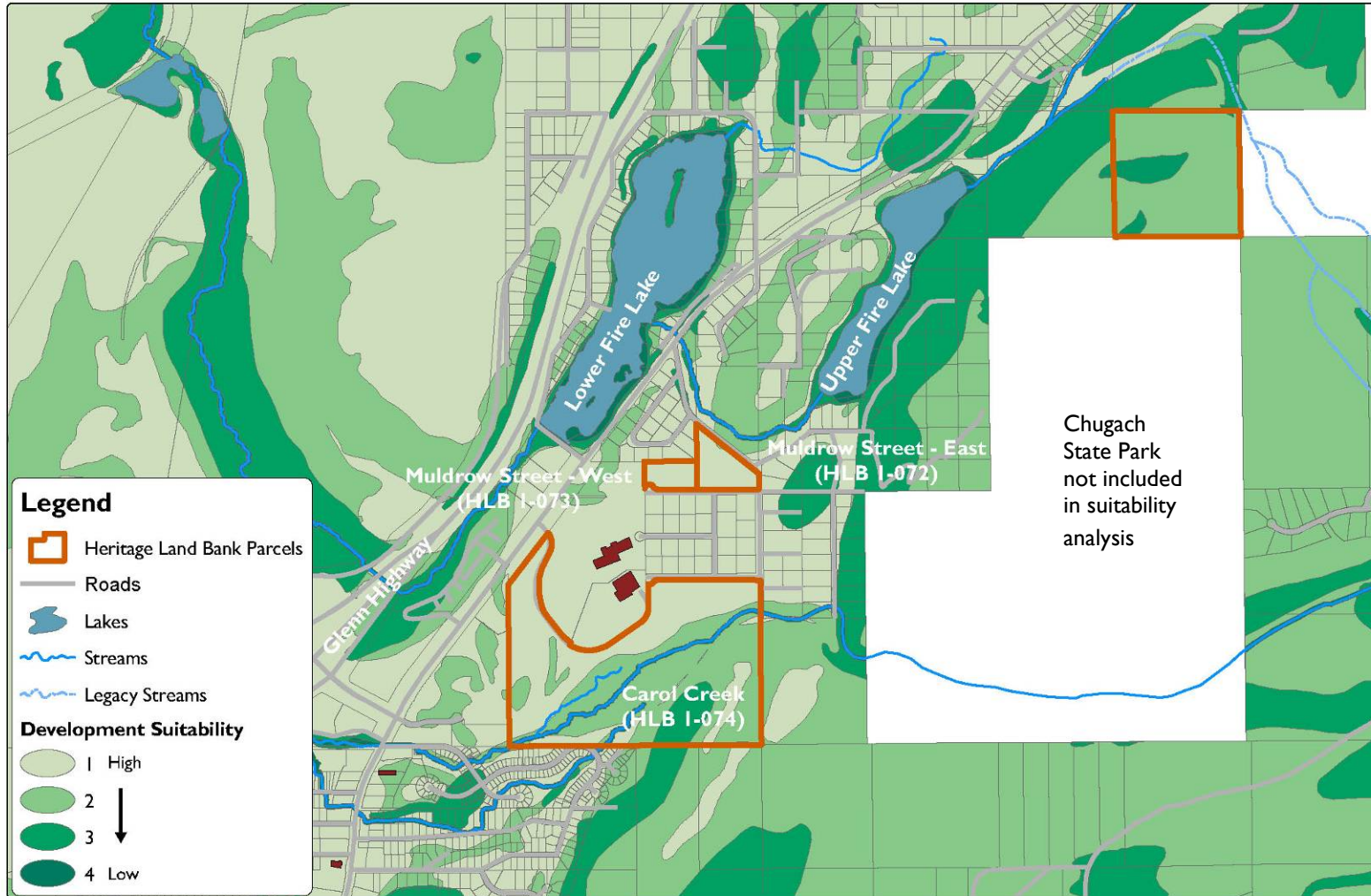


Alaska State Plane, Zone 4, NAD 1983
 June 1, 2008
 Map by Agnew::Beck for Heritage Land Bank.

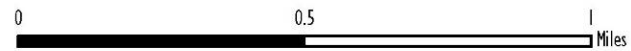


All data courtesy of Municipality of Anchorage.

Development Suitability, Chugiak-Eagle River



Alaska State Plane, Zone 4, NAD 1983
 June 1, 2008
 Map by Agnew::Beck for Heritage Land Bank.



All data courtesy of Municipality of Anchorage.

Topography

North Knoll

The North Knoll parcel is steep with slopes averaging between 30% and 45%. A deep gully runs through the lower portion of the parcel with slopes that exceed those on the rest of the site. The elevation ranges from 670 feet to approximately 1200 feet above sea level. While the North Knoll itself includes several areas with more moderate slopes, reaching these areas requires crossing through very steep areas on the site, and on lands adjoining the site to the west.

Muldrow Street Parcels

The Muldrow Street parcels are nearly flat. The terrain slopes gently to the northwest, with no significant terrain features. Slopes are comparable to the surrounding residential areas and range between 6 and 8% on average, making the area well-suited for development. The parcels are at an elevation of approximately 390 to 450 feet above sea level.

Carol Creek

The topography of the Carol Creek parcel varies broadly. The majority of the parcel is between 300 and 500 feet elevation; however, the southeast portion of the parcel climbs steeply to approximately 700 feet above sea level. Slopes vary considerably as well. The creek generally splits the parcel with mild slopes around 10% grade to the northwest and the steeper slopes on the southeast side of the creek.

The majority of the slopes on the southeast portion of the parcel are between 25-35% and, in some places approach 55%. An band of land with more moderate slopes extends north to south along this parcel, and is the area that is considered to be the most promising area for a handful of custom homes.

Vegetation, Soils & Geology

The Muldrow and the upper and western Carol Creek parcels have generally well drained soils, with vegetation typical of such areas in Southcentral Alaska, including spruce and birch trees. At slightly higher elevations – east of and uphill from these project parcels – bedrock is closer to the surface and soils are less well developed. This area, particularly above Knob Hill drive, is an area where residents report consistent challenges in finding well water.

Along portions of the Carol Creek open space corridor, and the northwestern tip of the western Muldrow parcel, is a slightly different vegetation and soil pattern. These areas appear to be areas where subsurface groundwater flows are closer to the surface. Soil drainage is not as good as areas at slightly higher elevations, spruce and birch are less common, and vegetation includes cottonwoods, willows, alders, devils club and similar vegetation associated with less well drained portions of Anchorage.

Land forms and vegetation in certain portions of the project area have been disturbed. This is most apparent immediately above the cut slope behind the Fred Meyer store. In this area there is evidence that soil was pushed around and piled in several berms. Original vegetation was cleared and a new thicket of alders has grown up in this area.

Wetlands

Wetland areas were identified for this site-specific study using previous wetland delineations and mapping done by the Municipality of Anchorage. The Municipality updated the wetland information for the area since the inception of project. The newest available data are reflected on Map 3 Environmental Features.

A 24 acre band of wetlands crosses the Carol Creek parcel generally following the creek drainage corridor. Wetlands are regulated by the Army Corps of Engineers and the Municipality and rated on a scale of Class A-C with A designating wetland areas of highest value and C being lowest value. The wetlands on the Carol Creek parcel are Class B – moderate to high value. Development can occur on wetlands within the Municipality of Anchorage; however, varying levels of permitting are required based on the class of wetlands. Class C wetlands may be developed according to an opinion of compliance

from the Anchorage Municipal Planning Department. Class A and B wetlands may only be developed with a permit from the Corps of Engineers.

While the Municipality allows development in Class B wetlands, Heritage Land Bank would rather pursue obtaining wetland mitigation credit for preserving and retaining the wetlands on this site. Specifically, the planning department outlines on their website that Class B wetlands “could possibly be marginally developed and/or disturbed. The intent of the B designation is to conserve and maintain a site's key functions and values primarily by limiting and minimizing fills and development to less critical zones while retaining higher value areas. Development could be permitted in the less valuable zones of a B site, provided avoidance and minimization and best management practices are applied to minimize disturbance and impacts to the higher value non-fill portions. All sites designated B in the Plan require an Individual Section 404 Permit from the Corps of Engineers prior to development.”

Hydrology

Carol Creek is the only significant surface water feature contained within the parcels. Upper and lower Fire Lake and Fire Creek lie between the North Knoll parcel and the Muldrow Street parcels. Carol Creek is very small, but is thought to run year round. The creek drains a small watershed extending several miles above the project area.

Throughout the planning process community members shared stories about their experiences with groundwater issues in the Knob Hill/Fish Hatchery neighborhood. Community members describe some areas as having much success with well drilling and substantial subsurface water availability (“geyser-like”), while nearby properties were unable to find well water. Anecdotal evidence suggests well water issues are more of a concern east of Knob Hill than below this road. Additionally residents mentioned that Carol Creek provides a surface water source to some houses on Savage Drive. Great concern was expressed about the importance of protecting the creek’s water quality.

Wildlife Species and Habitat

Wildlife found in this area is comparable to other parts of Anchorage. Terrestrial species found in the area include moose and less commonly, fox, lynx and bear. The area is used by the range of bird life commonly found in the Anchorage area, including grouse and ptarmigan.

Summary of Environmental Constraints

As shown on Map 3 Environmental Features and Map 4 Development Suitability, the most significant environmental constraints for the portions of Carol Creek parcel along Carol Creek, and steep areas in the southeastern portion of the parcel. Of the estimated combined total site area (142 acres) about 56% is physically suited for development. This percentage was derived by broadly considering the following areas as undevelopable – all of the North Knoll parcel (40 acres), all of the wetland area along Carol Creek (24 acres) and the steep slope area above Carol Creek (5.5 acres).

Land Use & Infrastructure

Presently the parcels are vacant and largely unused, with the exception of the Carol Creek parcel, which contains a fairly extensive network of informal trails. The parcels are located in a transitional area where denser residential and commercial development shifts to a more rural, large-lot pattern of development.

Map 5: Chugiak-Eagle River Generalized Land Use Map and Zoning (on page 22) indicates the existing land uses in the vicinity of the HLB parcels along with zoning classifications. The parcels fall within the Chugiak Community Council area; however, they are adjacent to both the Eagle River Valley and Eagle River Community Council areas. The Chugiak-Eagle River Comprehensive Plan Update process updated the land use designations for Eagle River. The HLB parcels are designated as Special Study areas by the Comprehensive Plan. This designation acknowledges that site-specific studies need to be conducted for the parcels. The Comprehensive Plan states that any specific study should evaluate: a) public need, b) proposed impacts to uses on adjoining properties and public infrastructure, and c) community aspirations, as well as Heritage Land Bank goals and objectives.

The current zoning of the parcels includes both residential and public lands and institutions zoning. Table 3: Summary of Parcel Characteristics (on page 20) provides a summary of the zoning classifications for each parcel and for the surrounding areas.

Transportation and Trails

The roads surrounding the HLB parcels are classified as local streets, with the exception of the Old Glenn Highway which is an arterial. Local streets, according to the Chugiak/Eagle River Long Range Transportation Plan, “provide access to property abutting the public right-of-way. Moving traffic is a secondary function of the local street. Since land service is its primary purpose, the local street should not carry through traffic.” Meanwhile, the primary function of arterial streets is to move large volumes of traffic over relatively long distances from one part of the city to another. If development of the HLB parcels occurs, portions of the existing street network will require upgrades to “collector” status. A collector street collects traffic from local streets and then conducts it to arterials or to local traffic generators such as shopping centers, schools, community centers, or park and recreational facilities.

Currently, the Old Glenn Highway is being upgraded from the Fire Lake area to Peters Creek. Four-foot shoulders and new pavement will be added along with a paved pathway and truck climbing lane in certain areas. Through the planning process, residents of the rural residential Fish Hatchery neighborhood and officials at Fire Lake Elementary School have described traffic problems at the intersections of the Old Glenn with roadways in the project area, specifically Fish Hatchery Road and McDonald Center Drive. The planned upgrades to the Old Glenn Highway do not include any major improvements for these intersections.

Roadway maintenance in the Chugiak-Eagle River area is dealt with through the Chugiak, Birchwood, Eagle River Rural Road Service Area (CBERRRSA). CBERRRSA deals with more than 350 lane miles of roadway, including the roadways in the project area. A Service Area Board comprised of representatives from each community council in the area advises the Municipality on the level and type of road services desired by service area residents. Private contractors, which are scheduled and directed by Municipality of Anchorage personnel, provide the actual street maintenance services within the CBERRRSA.

There are informal trails and identified Chugach State Park Access points in the vicinity of and on the HLB parcels. The Alaska Department of Natural Resources has released the Chugach State Park Access Inventory, Analysis and Recommendations (CSPAI). This document is designed to assist planning efforts of the Alaska Division of Parks and Outdoor Recreation and the Municipality of Anchorage as both work to meet goals of reserving and improving public access to Chugach State Park for present and future park users. The Chugach State Park Access Inventory describes where existing access to park lands is occurring, and where additional public access may be needed in the future. The Access Inventory identifies four access points on or adjacent to the Carol Creek Parcel. Map 6: Roads, Trails, Infrastructure & Public Facilities (on page 23) indicates the following access points described in the Access Inventory.

Access Point C1 – Carol Creek: This access point is on the South side of Carol Creek at a cul-de-sac at the end of Chardonnay Circle. The access inventory recommends developing a cooperative relationship with Eagle River Parks and Recreation area manager and board to enter into discussions with HLB regarding access.

Access Point C38 – Savage Drive: This access point is located at the end of a street right of way near the northeast corner of the Carol Creek parcel. The access inventory states that: “due to its location relative to HLB lands this access should not be considered secure access until HLB lands have been designated PLI-parks.” The recommendation to work with Eagle River Parks and Recreation is consistent for this access point too.

Access Point C39 – Knob Hill Drive: This access point is a platted road leading toward the HLB Carol Creek parcel from the north. The site provides local neighborhood access to the HLB lands. Again, the inventory does not consider this access secure until the HLB parcel is dedicated PLI – park.

Access Point C40- Fire Lake Alaska Subdivision: The CSPAI shows this “point” is actually the entire length of Mendenhall Street, which runs along the north border of the Carol Creek parcel. The site

provides local neighborhood access. The Access Inventory recommends working with Eagle River Parks and Recreation to develop and manage a trail system in this area and work with HLB to ensure that access may continue should development occur.

The 1986 Chugach State Park Plan also indicates an important trail easement across the North Knoll parcel, specifically, a proposed trail crossing the southeast corner of the property. The “Chugiak Hillside Ski Trail” is described in the trail plan as a six-mile scenic ski trail and summer hiking trail.

Water and Sewer

Public water and sewer service does not extend to the HLB parcels. Map 6: Roads, Trails, Infrastructure & Public Facilities (on page 23) illustrates the extent of public water and sewer in the area. The Old Glenn corridor carries water and sewer service to just south of Fish Hatchery road. In addition, the Harry McDonald Center, Fred Meyer, and the Brandywine neighborhood are all served by public water and sewer. The Fish Hatchery rural residential neighborhood north of the Carol Creek parcel utilizes well and onsite wastewater systems. As previously mentioned, throughout the planning process community members have shared stories of water well issues in the Fish Hatchery neighborhood. Additionally, Carol Creek provides a surface water source to some houses on Savage Drive, which has led to concerns about protecting the creek’s water quality.

There have been discussions about extending public water and sewer further along the Old Glenn Highway corridor as well as to bringing service to the Harold Loop neighborhood just west of HLB’s Muldrow Street parcels. However, Anchorage Water and Wastewater Utility (AWWU) projects that these improvements will not happen for at least several more years.

Civic Use and Public Facilities

The parcels are located within the Fire Lake Elementary School attendance area, the Mirror Lake Middle School attendance area and the Chugiak High School attendance area. The new Eagle River High School has alleviated previous over enrollment issues at Chugiak High School. Fire Lake and Mirror Lake are not yet at enrollment capacity.

The Anchorage Fire Department staffs Station 11 in downtown Eagle River. The HLB parcels fall just outside of their jurisdiction and within the Chugiak Volunteer Fire Department (CVFD) service area. The CVFD presently has a fire service area that extends from the Knik River Bridge on the New Glenn Highway in the north, to the North Eagle River overpass and access road to the south, and is bordered by the Cook Inlet to the west and the Chugach State Park and Chugach Mountains to the east. The Chugiak Volunteer Fire and Rescue Company service area provides for a mix of suburban and rural fire protection needs.

Parks, Recreation, and Open Space

The HLB parcels are within the vicinity of some of Eagle River’s prime park and recreation opportunities. Most notably, Chugach State Park lies just to the east of the parcels; however, access, as described in the Transportation and Trails section, can be a challenge. Additionally, the Harry J. McDonald Center is located just north of the Carol Creek parcel. This recreation facility primarily offers ice skating opportunities. However, plans for expansion include an indoor turf facility. For a detailed listing of Parks and Recreation opportunities in Chugiak-Eagle River see Appendix F Existing Field and Sports Facilities.

A brief summary of the basic site characteristics for each parcel is shown in Table 3 Summary of Parcel Characteristics on the following page.

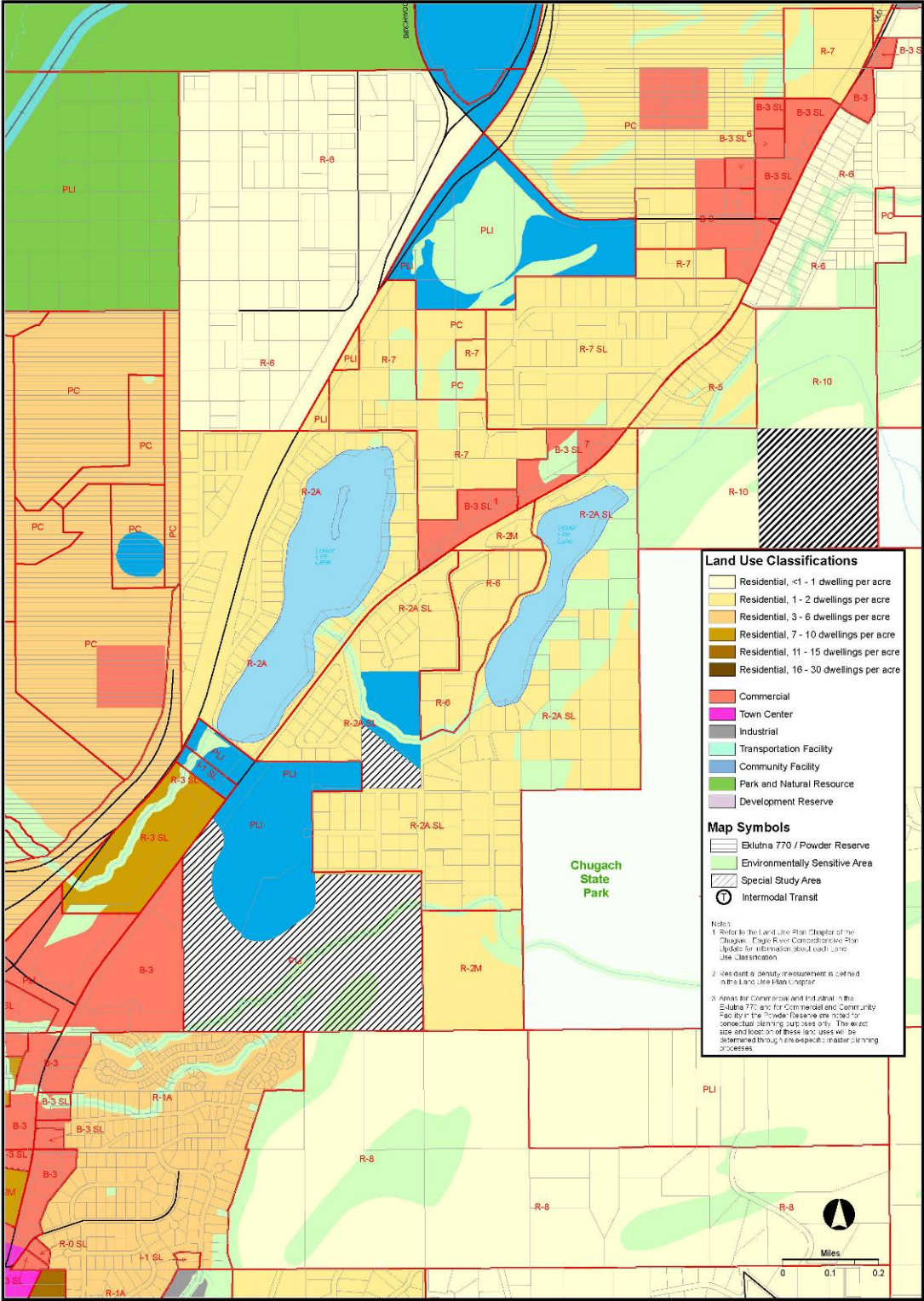
Table 3: Summary of Parcel Characteristics

	North Knoll	Muldraw Street	Carol Creek
Size	40 Acres	11.5 total acres (East: 7.8, West: 3.7)	90 acres
Level of Development	Undeveloped, vacant and very little development in the vicinity.	Undeveloped, vacant. Surrounded by large lot residential.	Undeveloped, vacant. This parcel is surrounded by a variety of uses including public facilities, rural residential, commercial, medium-density single family residential, and undeveloped land.
Zoning	R-10 residential alpine/slope district which allows for large lot residential that must consider the unique characteristics and innate challenges of development on steep slopes. Immediately north and west of the site the land remains in R-10 zoning. Northeast of the site the land is zoned PC – for planned community development. To the west, zoning is W for watershed protection. South of the site the zoning is T – transitional, for areas that are shifting from urban/suburban to more rural in nature.	East Parcel: R-2A SL Two-Family Residential District (large lot); West parcel PLI Public Lands & Institutions. R-2ASL in this location sets a minimum lot size of ½ acre in certain areas, and 1 acre in other areas, and allows for one single family home or duplex per lot, and on-site systems. PLI is generally intended for uses that serve the public. Most of the surrounding area is zoned R-2ASL, although the SL’s may differ on specific parcels.	PLI Public Lands and Institutions. PLI is generally intended for uses that serve the public. Surrounding zoning includes commercial, PLI, R-2A SL and R-1A (single family on approximately 1/5 acre).
Notable Features	Steep slopes and dense vegetation; remains in natural state.	Dense vegetation. These parcels generally remain in a natural state.	Carol Creek and a surrounding wetland cross the parcel from east to west. Steep slopes prevail in the southeast corner. Dense vegetation and informal trails are present throughout the parcel.
Water/Sewer & Onsite	Nearest water/sewer lines are located along the Old Glenn Highway. Surrounding area uses on-site systems.	Nearest water/sewer lines follow the Old Glenn Highway. Surrounding area uses on-site systems.	Water/sewer lines serve the surrounding areas including Fred Meyer, the Harry J. McDonald Center and the Brandywine neighborhood.

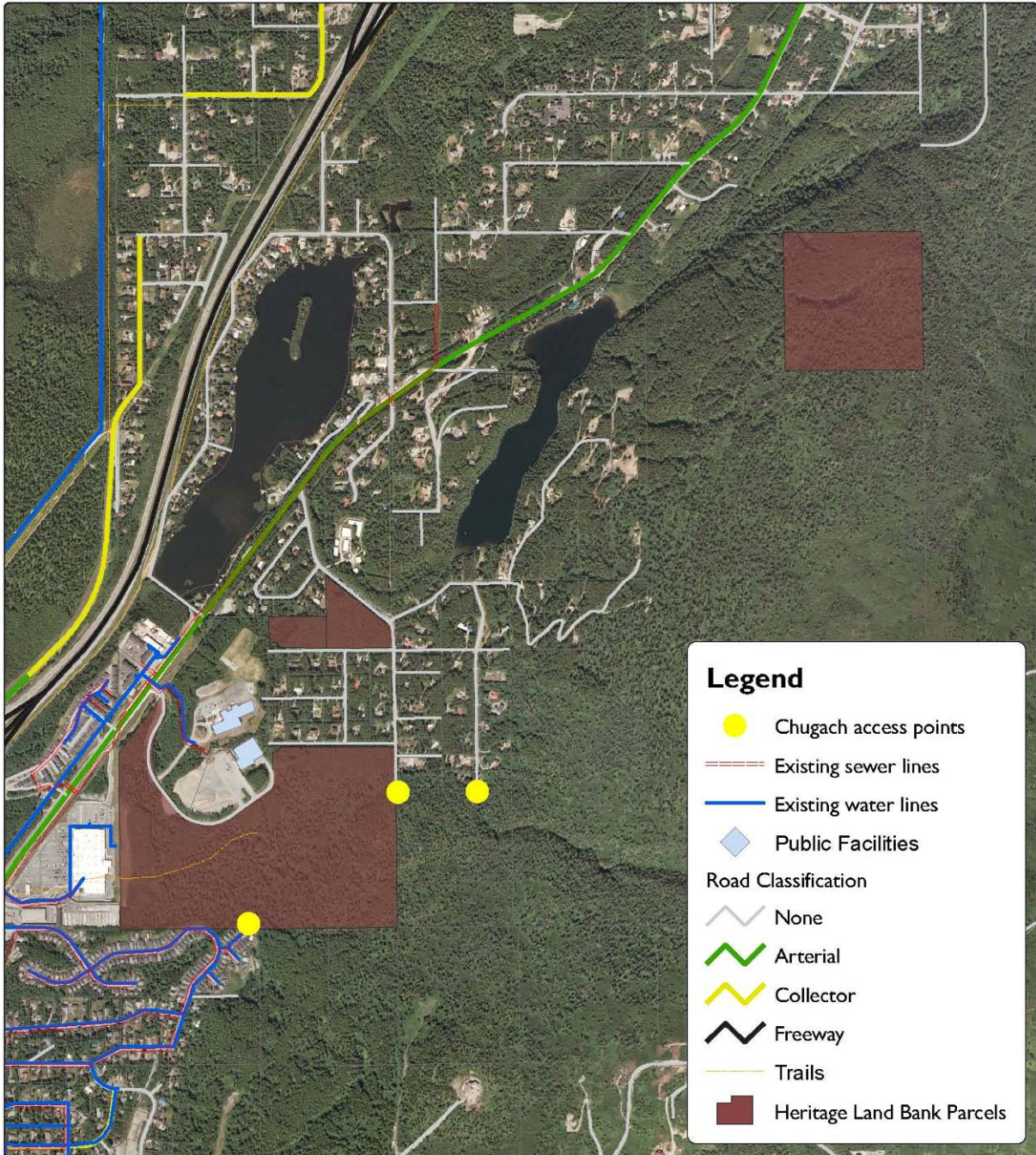
Table 3: Summary of Parcel Characteristics – (continued)

	North Knoll	Muldrow Street	Carol Creek
Roadways	No access road and no access easement preserved.	The parcels are surrounded by neighborhood roadways. Specifically, Fish Hatchery Road, Knob Hill Road, and Muldrow Street.	The driveway accessing the Harry J. McDonald Center follows a portion of the northern perimeter of the site. Knob Hill Drive ends at the north east corner of the site. The neighborhood roads associated with the Brandywine neighborhood (i.e., Beaujolais Drive and Chardonnay Circle) are adjacent to the site’s southern boundary. All of these roads are “local” streets.
Trails, Parks & Recreation	Proximity to Chugach State Park defines this HLB site. The 1986 Chugach State Park Trails plan indicates a proposed trail crossing the southeast corner of the property. Specifically, the “Chugiak Hillside Ski Trail” is described in the trails plan as a six-mile scenic ski trail and summer hiking trail	No known identified trail easements. Near to the Harry J. McDonald recreation facility and Fire Lake Elementary School.	A fairly vast informal trail network is found within the parcel. The Chugach State Park access inventory also identifies two locations within this parcel to preserve as potential access points to Chugach State Park. Other than the easement along Harry McDonald Drive, there are no other existing trail easements. The Harry J. McDonald recreation facility and Fire Lake Elementary School are two nearby public facilities.
Development Suitability	Generally unsuitable for development	High suitability for development.	Ranges from highly developable along the northern boundary of the site to less suitable for development in the wetland and steep slope areas of the site.

Map 5: Chugiak-Eagle River Generalized Land Use Map and Zoning (from Comprehensive Plan Update)



Infrastructure & Public Facilities, Chugiak-Eagle River



Alaska State Plane, Zone 4, NAD 1983
January 21, 2008

AGNEW
BECK
Map by Agnew::Beck Consulting for Heritage Land Bank.



0 650 1,300 2,600
Feet

All data courtesy of Municipality of Anchorage.

The population of Eagle River has been steadily increasing. While not expanding quite as fast as the booming Matanuska-Susitna Borough, growth in the Chugiak-Eagle River area has outpaced the Municipality of Anchorage as a whole. In 1990, 25,324 lived in the Chugiak-Eagle River area. In 2000, this population grew to 29,917 (or 11.5 percent of the total municipal population). ISER projections through 2027, used for the Chugiak-Eagle River Comp Plan and Long Range Transportation Plan, show Chugiak-Eagle River’s population continuing to grow at a rate faster than the Anchorage Bowl, increasing to almost 15 percent of the municipality’s population. Specifically, the projections cited in the 2007 Chugiak-Eagle River Long Range Transportation Plan conclude that the population in Chugiak-Eagle River will be 53,880 in 2027, with the Anchorage Bowl’s population projected to be 359,200. This reflects an annual average growth rate of 2% for Chugiak-Eagle River while Anchorage’s annual average growth rate is 1.5 percent.

Much of this growth has to do with available land in Eagle River which is quickly disappearing in the Anchorage Bowl. The overall area of Chugiak-Eagle River is approximately 40,000 acres. Around 40 percent of this land is developed or committed to use (Chugiak-Eagle River Comprehensive Plan Update, 2006). The mix of land uses between different land classifications has changed little since the 1990’s and it is not expected that this mixture will change significantly in the foreseeable future (see tables below). Residential land dominates with 46 percent of the total area in the community. As in the past, the majority of residential land in the future will likely remain large-lot, single family residential. The central Eagle River area may expand to include smaller lot subdivisions with the potential for multi-family housing. The 2006 Chugiak-Eagle River Comprehensive Plan Update notes that the community may, in the future, need to provide “more apartment or other multi-family housing to accommodate young, single people, and to create more affordable housing for low- to moderate-income families.”

Table 4: Land Use Allocation 1987 & 2005

Land Use, 1987		Land Use, 2005	
Land Use	Acreage	Land Use	Acreage
Residential	5,666	Residential	7,675
Commercial	265	Commercial	306
Industrial	165	Industrial	1,007
Institutional	1,077	Institutional	1,160
Parks	2,303	Parks	2,687
Transportation	3,181	Transportation	3,917
Total	12,657	Total	16,752

Source: Chugiak-Eagle River Comprehensive Plan Update, 2006.

The growth of the housing supply also reflects this growing population. In the 2006 update to the Chugiak-Eagle River Comprehensive Plan, it was noted that while the housing growth between 1990 and 2000 was much slower than the previous decade, more recent numbers show an increase again. The Plan notes that about 1,600 units were built in between 2000 and 2005, more than were built in the previous 10 years. However, in the few years since the Comprehensive Plan Update was completed and in particular very recently, the housing market nationally and in Alaska has slowed significantly. In the future the area is likely to continue to experience pressure for continued growth, creating a more urban/suburban lifestyle; at the same time, there is likely to be continued strong community support for maintaining the area’s “rural” character.

Code Requirements

The Heritage Land Bank is required to develop a site specific land use study consistent with Anchorage Municipal Code 25.40.025 when the Municipal comprehensive plan is insufficient to guide land disposals and land use decisions. This Chapter addresses the following issues required in a site-specific study:

- a) Need for community facilities such as roads, parks, trails, schools, satellite municipal offices;
- b) Historical and natural landmarks, natural hazards, environmentally sensitive lands;
- c) Public utility needs;
- d) Potential residential, commercial, industrial areas;
- e) Land use compatibility with adjacent areas; and
- f) Consistency with uses defined in the Comprehensive Plan and Zoning for the area.

Analysis

Overview

In general, the uses proposed under this plan will create only limited demands on public services and facilities, which can readily be accommodated by existing services. The one exception is for improvements to the access road to the McDonald Center. New residential uses allowed under this plan, along with a planned expansion of the center, will trigger the need for improvements to the road.

a) Need for community facilities such as roads, parks, trails, schools, satellite municipal offices;

Roads:

The need for connectivity between neighborhoods is clearly documented by Objective G of the Transportation section of the Chugiak-Eagle River Comprehensive Plan Update. The plan makes recommendations, outlined in detail in the following chapter, consistent with this goal. Specifically, the plan would upgrade Harry McDonald Drive from a driveway to a collector road to improve access for the Elementary School and existing McDonald Recreation Center. This may also provide an opportunity to develop safety improvements for the intersection with the Old Glenn. The plan also calls for creating a new road connection from McDonald Drive into the Malaspina and Knob Hill neighborhood, to improve emergency access in and out of this area. The Municipal Traffic Planning Department participated extensively in the planning process. Representatives from traffic planning attended community meetings, reviewed plan drafts, and helped to craft the recommendations made in the Plan.

Parks:

The Eagle River Parks and Recreation Department was involved throughout this site-specific planning process. The department is responsible to efficiently use their resources to create parks and recreation opportunities for all of the Chugiak-Eagle River area. With the help of the Eagle River Parks and Recreation Department a park and recreation inventory was completed for this Project. Appendix F outlines the extensive network of parks and recreational amenities in the area. The recommendations outlined in this plan reflect the input of the local Parks Department, that is, the plan should add greenbelt and trails to Eagle River's existing trail network, but that no additional park land is needed. The Carol Creek greenbelt will compliment the recreational opportunities available at the nearby Harry McDonald Center and support an integrated trail network in Eagle River. The decision on whether some portion of the Carol Creek parcel may become Municipal Parklands will be made in the future.

Schools, Satellite Municipal Offices:

The western Muldrow Street parcel is adjacent to the Fire Lake Elementary School. The Anchorage School District was consulted through this process and determined that they do not have a need for the land to expand Fire Lake Elementary School. Any expansion of Fire Lake could take place within the boundaries of their existing campus. In addition, the school is not at capacity.

Regarding Satellite Municipal offices, Eagle River is currently working to develop a one-stop municipal service center located in downtown Eagle River as part of the proposed Town Center development. The HLB parcels analyzed in this study are not needed for municipal offices.

In addition, request for municipal agencies and community councils to review and comment on the draft study was sent out by email on April 10, 2008, in advance of the May 2008 Heritage Land Bank Advisory Commission meeting at which this site-specific land use plan was reviewed and approved. No municipal departments indicated a need for the subject parcels nor did they provide any comment on the plan during the review period prior to the HLBAC meeting. See Appendix G Facility Needs Review.

b) Historical and natural landmarks, natural hazards, environmentally sensitive lands;

Chapter 3 provides a summary of the parcel's environmentally sensitive lands and natural hazards. These include stream corridors and habitat, wetland and riparian environments, and steep terrain. The site has no formally recognized historical and natural landmarks. As made clear in Chapter 3, Carol Creek and the associated wetland is a valuable community resource, offering a range of hydrological, wildlife habitat and recreational values and ecological functions.

c) Public utility needs;

A range of public utilities run along the Old Glenn Highway corridor, with spur lines for power and communications extending into the neighborhoods to the east of the roadway where the parcels are located. Residential neighborhoods in the area are rural in character, and rely on on-site water wells and wastewater systems. As outlined in Chapter 3, the 4 parcels are not currently serviced by water and sewer, although such services are available immediately adjoining the Carol Creek parcel. Certain portions of the development will require water and sewer to be extended at the cost of the developer. AWWU was consulted throughout the planning process and provided information on water and sewer utility needs in the area.

d) Potential residential, commercial, industrial areas;

Summarized in the Executive Summary and outlined in more detail in Chapter 6, residential use is proposed as a future option for three of the four HLB parcels under study. Residential use is supported by several reasons:

- As Eagle River grows, land for residential use in close proximity to the Town Center is becoming more and more limited. By developing this area, HLB could serve an important community need identified by several goals in the Chugiak-Eagle River Comp Plan. Notably that moderate density residential development should provide convenient access to employment, commercial centers, and major transportation corridors.
- By selling property, HLB obtains income that can be used for other public purposes (e.g., acquisition of park land trails, or land for public facilities). In addition, selling land expands the community tax base.
- The Chugiak-Eagle River Comp Plan also identifies the need for well designed, attractive quality housing. It may be possible that Eagle River could lay the groundwork for creation of a model subdivision using strict design standards.

Very limited, accessory office or commercial uses are allowed in this plan as part of the medium density residential development, to serve nearby residential and recreation uses.

Industrial uses are not recommended due to the parcel's proximity to the environmentally sensitive Carol Creek and wetland as well as proximity to housing.

e) Land use compatibility with adjacent areas; and

As the following Chapter will detail, the proposed land uses have been carefully chosen and sited to minimize impacts to adjacent areas and blend well with existing uses. The residential uses directly adjacent to the existing rural residential neighborhood are proposed to match the 1 acre/dwelling unit of the neighborhood. The more intense use of medium density residential has been proposed near an existing commercial area and is buffered from the existing rural residential areas by a proposed 26 acre open space, greenbelt. The North Knoll parcel has been proposed to be added to the adjacent Chugach State Park for trade.

f) Consistency with uses defined in the Comprehensive Plan and Zoning for the area.

The conclusions presented in the draft plan are consistent with the Chugiak-Eagle River Comprehensive Plan Update and zoning for the area. This plan was prepared because the Comprehensive Plan does not give specific guidance regarding the future use of these HLB lands. However, as is outlined in Chapters 2, the recommendations of this site specific land use plan reflect careful consideration of, and consistency with, several plans and policies for the Chugiak-Eagle River area.

Plan Overview

This plan and the Heritage Land Bank have the challenging responsibility of responding to the HLB mission, as well as the needs of the Municipality as a whole, the goals of the Comprehensive Plan, the characteristics of this specific site, and the concerns residents surrounding their properties. This Site-Specific Land Use Plan aims to meet these competing goals through the following set of objectives.

Land Use and Infrastructure Plan Objectives

Decisions on the “North Knoll” parcel are relatively straightforward. The site is steep, difficult to reach and difficult to development. Consequently the plan recommends this area be retained in public ownership. This parcel would be a logical addition to the adjacent Chugach State Park.

The objectives for the remaining parcels are based on their location in a transitional area between the Old Glenn Highway commercial corridor and the low-density residential areas to the east. Specific objectives include:

- Respect and protect the quality and character of the existing low density residential neighborhood.
- For parcels or portions of parcels immediately adjoining existing residential areas, allow for new residential uses at densities comparable to the existing, adjoining residential uses.
- Protect and work within the constraints and opportunities of the natural setting of the area. In particular protect Carol Creek and associated wetlands and groundwater resources.
- On the portions of the Carol Creek parcel southwest of the McDonald Center and outside the Carol Creek greenbelt (areas C & D on map 2), allow for low and low/medium-density housing. Limited, accessory office and/or commercial uses is also possible in this area, but only under a Planned Unit Development. The planned residential use, along with the school and the McDonald Center, provide a logical transition between intense commercial uses to the west, and low-density residential uses to the east.
- Establish a set of development standards for the low and low/medium-density residential uses to ensure these are high quality residential areas, sized and developed to be appropriate for their location in this transitional area.
- Retain and improve opportunities for access to open space, trails and other outdoor and indoor recreation amenities, for local residents and for visitors from outside the immediate neighborhood.

The overall effect of this package of uses (existing and planned) creates a walkable, multi-use district. This includes newly designated open space and new residential uses, plus the existing school, recreation facilities, and commercial uses. While occurring at a much smaller scale than downtown Eagle River, this mix of uses can offer similar advantages, including proximity of housing to jobs, recreation, shopping and transit; convenience for residents; and reduced reliance on the automobile.

Please see Map 2: Land Use Recommendations which illustrates recommended uses. Additional recommendations detailing how these objectives are met follow.

Recommended Plan – Land Use

North Knoll Property – 40 Acres

Background and Intent: While currently designated for low density residential development by the Chugiak-Eagle River Plan, for a number of reasons, this site is better used for other purposes. The site is largely surrounded by the undeveloped natural lands of Chugach State Park, and has significant environmental constraints due to its steep slopes. Water, sewer and power are not available and would be costly to provide. The absence of any existing or obvious future road access further hinders possible use of this site. Developing this parcel would require securing a new easement and constructing a new road posing significant challenges. As a result of these considerations, the site will be retained in public ownership and left undeveloped, and made available for low-intensity public uses, such as hiking or ski trails.

The preferred method to carry out this intent for the north knoll property is to work with Chugach State Park to trade the 40-acre parcel to the state for land of comparable value, in a location that is more developable and more beneficial to the Municipality and Chugiak-Eagle River community.

Alternatives Considered: No other options were considered.

Land Use Designation: Park & Natural Resource

Development Policies:

- Retain the land in public ownership and a natural state. Limit development to include non-motorized, multi-use trails, and if appropriate a trailhead.
- Reserve, at a minimum, a public access easement across the southeast corner of this property. The 1986 Chugach State Park Trail Plan indicates a proposed trail crossing the southeast corner of the property. This route is identified as the “Chugiak Hillside Ski Trail” and is described in the trail plan as a scenic six-mile cross country ski and summer hiking trail.
- Adhere to Chugach State Park land management directives.

Muldrow Street Parcels – 11 acres

Background and Intent: The two adjoining parcels (west 3.7 acres and east 7.8 acres) have few development constraints with generally good soils and no designated wetlands, steep slopes, or creek corridors. The one physical limitation worth noting occurs at the northwest end of both parcels. In these areas, groundwater coming down from upslope gets closer to the surface, resulting in wetter soils and a change in vegetation. These portions of the sites are likely still developable, but will require more detailed site-specific evaluation, and may require larger lot areas to meet on-site wastewater standards.

The parcels have access on three sides from local neighborhood roads. Other basic infrastructure, such as water and sewer, does not currently reach the site. The nearest water/sewer service line is along the Old Glenn Highway. Onsite systems are used for water and wastewater in the area.

These sites will be used for residential development, at a density and with a character similar to the existing low density development of the surrounding neighborhood.

Alternatives Considered: Possible uses of this site that were considered include public use and a range of residential uses. The smaller (3.7 acre), western parcel had been zoned PLI to accommodate the possible expansion of the adjacent Fire Lake Elementary School. Discussions with the Anchorage School District indicated they do not anticipate the expansion of Fire Lake Elementary and, if expansion was required in the future, it could occur on the school’s existing large site, thus they do not need the parcel for future use. Public recreational uses for this parcel were also ruled out after talks with the Eagle River Parks and Recreation Department determined that significant recreational opportunities exist in the area.

A complete inventory of existing and planned park and recreation projects in Eagle River can be found in Appendix E: Existing Fields and Sports Facilities.

Two residential options were considered through the planning process. One was to allow for half-acre lots, comparable to those immediately west of the site on Harold Loop. This would require extending public water and sewer service to the parcels. The second option, adopted by this plan and preferred by local residents, is to use this land for residential development at a density matching the larger, one acre lots south and east of the site. This option was selected due to the high cost of extending water and sewer to the area, and in deference to neighborhood concerns. A more detailed discussion of the roads needed for this site can be found on page 39.

Land Use Designation: Low Density Residential (1 acre/dwelling unit)

Development Policies:

- Residential will be developed at a density and character that fits with adjacent development.
- Total residential units allowed will not exceed 11 single family, detached homes.
- Access to and within the site will be designed to minimize creation of increased traffic volumes and speeds. New access shall not directly cut through the site connecting Muldrow Street to Fish Hatchery.
- See additional development standards in following sections.

Carol Creek Rural Residential (A on Map 2) – 10 acres

The entire Carol Creek parcel is approximately 92 acres. It is a large site that could accommodate a variety of land uses. The key feature that defines the site is Carol Creek and associated wetlands, which provide an important drainage function and natural resource corridor. The parcel naturally divides into distinct areas based on site topography and the presence of the wetland. For purposes of analysis and land use recommendations the Carol Creek parcel is described as three distinct areas:

- Carol Creek Rural Residential – subsection A (10 acres)
- Carol Creek Residential and Natural Resource Corridor – subsections B, C & D (41 acres)
- Southeast Slope – subsection E (23 acres)

Background and Intent: The Carol Creek rural residential parcel is a 10-acre site that is physically well suited for development, and offers an attractive location fronting on the Carol Creek natural resource corridor. The parcel is adjacent to an existing rural residential neighborhood that has strongly stated that any change in land use should blend well with the existing neighborhood character. In addition, the neighborhood uses the HLB lands along Carol Creek as an informal recreation area, and a fairly extensive system of trails has been developed. Trail access to Carol Creek will be preserved and included in the residential development.

These sites will be used for residential development, at a density and with a character similar to the existing low density character of the surrounding neighborhood.

Alternatives Considered: The primary options considered for this portion of the Carol Creek parcel related to residential density. One option was to take advantage of the site’s attractive setting and possible access by way of the McDonald road area, and pursue residential development at 2-4 dwelling units per acre. The alternative ultimately selected was to replicate the lower density residential development occurring in the Fish Hatchery neighborhood to the north.

Determining the best roadway access to this site has presented a challenge. Community members are very concerned about any increase in traffic in the neighborhood and prefer to not have a new alternative

connection into the area. The option selected by this plan is to extend the McDonald Center road through this area, consistent with Municipal-wide policy of aiming to have two ways out of any residential district, for safety and connectivity reasons. See page 39 for further discussion regarding roads.

Land Use Designation: Low Density Residential (1 acre/dwelling unit)

Development Policies:

- Residential will be developed at a density and character that fits with adjacent development.
- Total residential units allowed will not exceed 10 single family, detached homes.
- Retain trail access to the Carol Creek natural resource corridor.
- See additional development standards in following sections.

Carol Creek Residential & Natural Resource Corridor (B, C, D on Map 2) – 41 acres

Background and Intent: This area of the Carol Creek parcel is situated above a cut embankment that was excavated for the adjoining Fred Meyer store. To the south this area includes the Carol Creek natural resource, wetland and creek corridor. North of this corridor, in the western portion of the site, is an area of approximately 15 acres located immediately behind Fred Meyer. This portion of the site slopes gently, and offers good views, decent access and good physical characteristics for development.

McDonald Drive offers the best potential route for access to the site as the embankment bordering Fred Meyer’s eastern boundary makes new road construction difficult. A well established foot trail at the southwest corner of the site does; however, provide practical, direct pedestrian access between the Carol Creek parcel and the Old Glenn Highway commercial area.

The approximately 26 acre creek corridor and associated wetland is the unique feature of the parcel. This area will be retained in public ownership. The parcel will be managed to ensure the integrity of the wetlands, preserve important drainage functions, and protect water quality; provide non-motorized trails and recreation opportunities to area residents and visitors from beyond the neighborhood; and to help maintain the quality and property value of the surrounding neighborhoods. It is the intent of the Heritage Land Bank to set aside portions of this natural resource corridor in a wetland mitigation bank. The decision on whether some portion of this area may become Municipal Parklands will be made in the future.

The intent for the remainder of the Carol Creek parcel is to provide low and medium density residential uses that compliment the surrounding setting. These uses will be limited in size and intensity, to provide an appropriate transition between the low density residential area to the east; Carol Creek, the school and the McDonald Center; and the more intense uses to the west, including the Fred Meyer store and the Old Glenn Highway. Planned uses will take advantage of the opportunities for development that come from this mix of surrounding uses, while maintaining the qualities of the area appreciated by existing residents.

Alternatives Considered - Various ideas considered through the planning process for development of this area, focused on whether to allow for commercial activities and the intensity and type of commercial uses, and the density of residential development. From the outset there was wide support for the retention of the Carol Creek corridor in public ownership. Community views on the developed 14.5 acre portion of the property varied over the course of the process. In general there was much less concern regarding development in this area than in the other two parcels (discussed above) that directly adjoin the existing residential neighborhoods.² Initial alternatives for residential development suggested aiming for

² During the public meetings that took place as part of this plan virtually no one from the neighborhood south of the Carol Creek parcel attended or expressed any concern in this process. Residents of this newer, moderate density neighborhood may be less affected and/or less troubled by the prospect of new development than lower density areas to the north.

60-80 dwelling units, with option for a range of attached and detached residential styles. Likewise, initial proposals for commercial uses proposed a range of uses, including neighborhood-serving commercial and service office uses. The plan now recommends focusing on residential use, allowing up to 50 units at a 7-10 units/acre on the southern parcel (area C) and up to 60 units on the western parcel at densities between 7-15 units/acre (area D). Commercial development in this area would be limited to accessory activities associated with the Muldrow recreation center and/or the residential development itself.

The option for commercial use was considered in areas C and D. Initially it was concluded that this area was appropriate for limited commercial uses with a focus on non-retail uses such as professional offices. Ultimately the decision was made that, to be consistent with Chugiak Eagle River Comprehensive Plan, such commercial uses should be focused in downtown Eagle River.

Late in the process, a number of community members expressed a desire to have the 14.5 acre area behind Fred Meyer reserved for sports fields, an indoor recreation center, a paragliding landing area or other public recreational uses. These suggestions were considered but were not recommended, primarily because the MOA Parks and Recreation Department demonstrated that recreation needs in the area are already adequately met by existing or planned facilities. These include Harry McDonald Recreation Center immediately north of the site which will undergo an expansion within the next year and the Fire Lake Elementary School which already has sports fields and a playground available for use by community members. In addition, the Eagle River Parks and Recreation Department has several projects in the works to increase the number of fields and recreational areas in the community. The Parks Department has already worked with local para-gliders and agreed to reserve a landing area just west of the existing McDonald Center parking lot. The Parks Department believes the set of planned and existing facilities meets local needs, and that expanding beyond this level would exceed the community's resources to support such expansion in the future. A detailed inventory of existing and forthcoming parks and recreation projects in the Chugiak-Eagle River area can be found in Appendix E: Existing Field and Sports Facilities.

Another proposal brought forth by a community member for the Carol Creek parcel involves developing a ski slope above the parcel and using the HLB parcel for access, base operations, and a gondola. This ambitious proposal has been suggested off and on over the last 25 years. The proposed land use designations presented in this plan do not strictly rule out this type of development. To be commercially viable a ski area almost always requires base area residential and perhaps commercial development, which is not dramatically different than what is suggested under this plan. To be acceptable to the community such development, including the accompanying parking and access improvements, would have to be constrained in size and character, as is required generally under this plan. As currently outlined, this plan does not endorse the ski area or the more intense development it would require. However, if the ski development advocates can assemble a viable financial and permitting package, they could conceivably be the party to acquire the HLB parcel once it is offered for disposal, and then work to with HLB and the community to revise this plan and proceed with their project.

Land Use Designations

- Area B - Parks and Natural Resources – 26 acres
- Area C - Area Low/Medium Density Residential (7-10 dwelling units/acre) – 8 acres
- Area D - Medium Density Residential (11-15 dwelling units/acre) – 7 acres

Limited Commercial Uses accessory to the residential and the adjoining McDonald Center are possible as part of the residential development in area C and D.

Development Policies:

- Residential – South (Area C) This area will be developed at a medium density, including the option for 2-3 story attached townhouse style residential units and/or small detached homes. This housing should reflect the comprehensive plan's goals of providing quality housing for a diverse range of

income groups, and housing convenient to commercial areas, employment and major transportation corridors. Total housing in the area will not exceed 30-50 total dwelling units.

- Residential – West (Area D) This area will be developed much like the area described above, with the exception that on this sub-section density may rise up to 15 dwelling units/acre. The upper end of this density range equates 3 story townhouses or stacked flats. No more than 60 units would be developed. Somewhat higher residential densities are allowed in this area because of its relatively more “urban” setting – adjacent to and between the Old Glenn Highway and the McDonald Center parking lot.
- Medium Density Residential must be defined to fit well into this transitional area. This means, for example, retaining a sense of the natural setting, low impact signage, landscaped parking, and pedestrian linkages to the larger commercial development immediately to the west. See following section for specific standards.
- Limited commercial uses would be possible as part of the residential development in areas C or D under a planned unit development (PUD) conditional use approach. A PUD is a conditional use which may be implemented in a variety of zoning districts following AMC 21.50.130. A PUD requires a more extensive public and agency review process than would otherwise be required, including a hearing before the Planning and Zoning Commission. Under a PUD conditional use, a developer is allowed up to 10% of the floor area of the residential component of the project as commercial use. Commercial uses that may be appropriate in the area are those that would support the residential uses or be linked to recreation activities at the McDonald Center or the Carol Creek greenbelt and trail. Examples of such uses include an office service center serving home based businesses, or a small coffee or sandwich shop. See subsequent section for additional commercial area development standards.
- The Carol Creek natural resource corridor will preserve and protect critical wetland habitat and drainage function while allowing for low impact recreational uses. Include a non-motorized trail system that will provide an attractive recreational and functional linkage between the existing and planned residential, civic and commercial uses. Other specific policies for this parcel include:
 - Once this area is split out from the full Carol Creek property the resulting tract cannot be further subdivided.
 - The tract will be available to be used for mitigation bank.
 - Development of improvements such as the parking lot, trails, and any additional recreational facilities such as trails will require a site plan review
- See additional development standards in following sections.

Southeast Slope (E on Map 2) – 23 acres

Background and Intent: This portion of the parcel is very steep with some select flatter areas that could be developed for carefully engineered house sites, with superior views. The main challenge with this site, aside from its steep terrain, is access. The topography requires creative engineering and possible access via parcels which HLB does not own. Nearby access to this site could be from Savage Drive above Knob Hill Drive or the adjacent Brandywine neighborhood streets.

The intent for this parcel is to keep open the future option for very large lot, appropriately designed rural residential development. In the near term, the area would remain as publically owned open space, as HLB owns a number of other parcels with better near term development potential. This development may be more viable in the future as market conditions and access options improve.

Alternatives Considered –Development options considered throughout the planning process included leaving the area undeveloped, using it for recreational purposes such as a sledding hill or beginner ski slope, or locating a model, attractive, low-density residential neighborhood. The conclusion recommended above reflects the uncertainty regarding access, and the desire to ensure environmental and visual impacts are minimized.

Land Use Designation Residential (very low density; >1 du/a/ Park & Natural Resource – 23 acres,.
Development Policies:

- In the near term allow the land to remain in its natural state.
- Retain the future option for very low density development, with strict development standards that limit impacts to the terrain and visual quality, and set clear drainage and roadway standards.
- Allow at most 5 residential parcels on this site.
- See additional development standards in following sections.

Residential Development Standards & Examples

Design objectives below are intended to supplement existing regulations and ensure new development is consistent with this plan, complements existing neighborhoods, and results in attractive, well-designed buildings and sites. These standards are to be used to craft “special limitations” (SLs) when the tracts are rezoned prior to HLB disposal; the objectives will also guide the platting and site plan review processes. A site plan review is recommended for each development scenario listed below.

Low-Density, Single-Family Detached Residential (Muldrow Parcels & Carol Creek Area A, Map 2)

Objective

New development should preserve character of existing low-density, residential rural neighborhood.

Development Standards

- Encourage retention of existing neighborhood character with diversity of single-family detached housing styles.
- Develop street network that extends existing pattern.
- Retain natural vegetation and trees within building setbacks around periphery of each lot to be consistent with rural, wooded character; exceptions allowed for driveway, not to exceed a width of 20 feet.
- Retain natural drainage and contours to greatest extent possible. Work with existing topography to minimize the amount of grading, cut, and fill.
- Minimize percentage of lot covered by impervious surfaces.
- Plan development to protect the quality and quantity of subsurface water used by existing residents.

Low- and Low/Medium-Density Residential (Areas C & D, Map 2)

Objective

New development should retain a strong sense of the natural setting, provide diversity in building styles and orientation, and create a sense of community.

Low/Medium Density allows a variety of building styles, including townhouses, duplexes, and multi-family dwellings. Small, single-family detached “cottage homes” are also permitted. A primary objective is to avoid developing in the style of site condominiums found across the old Glenn Highway from the Carol Creek area. Undesirable qualities include monotonous character (structure lack variety, layout is uniform), predominance of garages and parking areas, and lack of natural vegetation and/or space for replanted vegetation.

Development Standards

General and Site Design:

- Create a neighborhood that is safe, accessible, and easy to move through for pedestrians and vehicles.
- Ensure that new development takes into account the natural area, the character of surrounding neighborhoods, and maximizes views.
- Encourage site design that protects or enhances the natural amenities of the area through retention of existing trees and vegetation.
- South parcel (parcel C): provide a mix of structure types including townhouse style buildings, duplexes and single-family cottage style homes.
- Provide adequate on-site snow storage space or store snow off site to ensure the integrity of the landscaped or natural vegetated areas.
- Provide clear delineation between individual yards and road/private driveway with use of walkways/sidewalks and landscaping.
- Minimize predominance of driveways, parking areas, and impervious surfaces.

Building Orientation:

- Create a sense of community by orienting buildings so they have a relationship with the natural setting or common open space areas.
- Require variety by varying building placement in relationship to the street and adjoining buildings.
- Vary design in buildings to reflect differences in site locations; for example, corner buildings should have different side facades and window treatment than buildings in interior locations; buildings on slopes should use stepped foundations that reflect a response to local changes in topography.
- Encourage northern design elements to protect solar access and reduce wind exposure and to provide quality development that is responsive to its surroundings and climate.

Circulation – vehicular and pedestrian:

- Ensure that construction of neighborhood roads and walkways consider all modes of transportation including pedestrians, cyclists and automobiles to maximize the efficiency and safety of the circulation system.
- Provide safe and direct pedestrian pathways to nearby amenities and to building entrances.

Drainage:

- Retain natural drainage and contours to maximum extent feasible. Work with existing topography to minimize the amount of grading, cut, and fill.
- Manage drainage, snow melt and storm water run-off from new development to minimize adverse impacts on the surrounding neighborhood.
- Encourage use of permeable surfaces and use of infiltration islands and drainage areas to minimize storm water runoff.

Building Design and Articulation:

- Ensure a diversity of housing unit styles by incorporating features that create variety and visual interest. Require a variety of building models that include variations of window placement, entrance location, garage sizes and placements, and façade details.
- Encourage use of ground floor and front facade windows.
- Provide building entrances that are prominent, inviting and visible from the street by adding elements such as porches.
- Add architectural features such as porches, balconies, bays, varied roof heights, variations in façades to include recesses and extensions, and other building elements to visually reduce the mass of the building and create visual interest. Simple, unadorned box shape buildings are not permitted.
- Maximize light, views and privacy through window placement.
- Sides and rears of buildings should display a similar level of quality and detail as the front façade when visible from the street. On corner lots, blank walls should be avoided.
- Encourage articulation of design features such as projections, recesses, varied rooflines, and building heights.
- Encourage a variety of garage sizes (single-car, tandem, double) to minimize the percentage of garage doors dominating the front elevation.
- In row housing or townhouse style housing, garages are encouraged to be recessed into the building, with windows, projecting balconies, living space and landscaping as dominating features facing the streetscape.

Examples of the type and character of housing that could be developed using these standards are presented in the “Gallery of Housing Examples” on the following pages.

Neighborhood & Community-Oriented Housing

Gallery of Housing Examples

“Urban Cottages”

Puget Sound area, WA

- Land held in common
- Detached houses
- 5-10 units/acre



Small Lot, Single-family Homes

Kirkland, WA and Mountain View, Anchorage, AK

- Single family detached housing
- Modest sized units (< 2,000 s.f.)
- 5-7 units/acre



Neighborhood & Community Oriented Housing

Gallery of Housing Examples

Homes on land held in common ownership

Dave Murray Pl., Whistler, B.C.

- Duplexes with garage
- Adjoins trail system, open space
- Modest sized units (1500 s.f.)



Housing for Special Populations – Affordable Housing



Snyder Park, Aspen, CO

- Attached 2-4 plex units
- Detached parking
- Common open space



Recommended Plan – Roads & Other Infrastructure

Roads

Background and Intent: There are two points of road access into the project area: the Fish Hatchery Road and the McDonald Center Road. Fish Hatchery Road provides the only access to a system of smaller residential streets, serving up to 70 homes. The McDonald Center road provides access to the sports center and the Fire Lake School. This “road” is actually a driveway, that is, it is not built to normal Municipal standards.

This plan concludes that the existing Fish Hatchery Road residential road system should be connected westward into McDonald Drive. This extension will provide an indirect but functional alternative access to the existing residential area, increasing safety and emergency access. This intent reflects a Municipality-wide policy of creating connectivity between adjoining neighborhoods.

It is estimated that approximately 70 homes currently use the road system in the Fish Hatchery neighborhood, generating on average 700 trips per day. The new residential development at the Muldrow Street and Carol Creek parcels will add at most 20 homes to this road system, adding approximately another 200 trips on the road system, an increase of 28%. The current and anticipated new development will not generate enough trips to create congestion problems on the roads or at intersections. However, even without the additional residences added on HLB properties, the area is large enough and includes sufficient numbers of homes to warrant a second way in and out of the neighborhood.

Other specific planned access improvements and policies are listed below:

- McDonald Drive will be upgraded to municipal standards for a collector street up to the Harry McDonald Center; east of the center the road would comply with rural road standards.
- The Municipality will work with the school and State DOT to provide for safe pedestrian access along the McDonald access road, including safe pedestrian walkways along McDonald drive and street crossing(s) to Fire Lake Elementary and McDonald Center. Ultimately, a controlled intersection (stop light) may be required at the intersection of McDonald Drive with the Old Glenn., primarily as a result of the residential development on the east side of the highway.
- Public streets built within the low/medium and medium density residential area will be built to residential standards. New roads constructed within the Muldrow parcels will comply with rural road standards.
- New access for the Muldrow Street residential parcels will be designed considering the existing safety concerns regarding traffic on Fish Hatchery road. Access may originate from Muldrow Street and/or Fish Hatchery Road; however, a through road connecting these two roads is not permitted. This policy will prevent the creation of a new, more direct through route into residential areas south of Muldrow.
- Individual developers will determine the specific site and lot layout of residential areas, including roads, consistent with policies established in this plan.
- A road to serve the southeast slope, low-density residential development area may be needed if that development occurs in the future. As this road would traverse a steep area, the following objectives will be followed:
 - Choose a route that requires the least amount of cut and grading; design the route to be minimally visible from off site.
 - Design the road to work with existing topography, e.g., contouring across the property either just above the open space corridor, or two thirds of the way up the slope in the area where there are several flatter, potential home sites.
 - Road design standards should follow rural guidelines.

Alternatives Considered: Decisions regarding access, both for the existing neighborhood and for planned new development, were the most challenging and controversial elements of this planning process. Residents understandably are concerned about adding new traffic to their quiet neighborhoods. Alternatives considered but not recommended included providing no new connection between the McDonald Road and the Fish Hatchery road system. While this was strongly urged by local residents, the decision was made to make this road connection, to provide a second access in case of emergencies and an option for the neighborhood to reach the sports center and school by a more direct route. As outlined above, this new connection will be designed to provide only an indirect connection, in order to reduce use of this route.

Another option considered but not recommended at this time was to provide a new road linking the two road systems, but to install a gate so the road could only be opened and used for emergencies. This was not recommended for several reasons. In addition to not providing the option for regular use by local residents, there has been a history of problems with emergency-only gates, including the inability to get them open during emergencies, the tendency of snow to pile up in front of the gates and block access, and the challenge of finding and keeping a reliable gatekeeper. Such gates typically either devolve into being permanently open, or permanently shut.

In considering this option of a gated road, the concept of having a gate that would be closed only when the McDonald Center is hosting a major event, such as hockey championships or a car show, was also reviewed. The intent of the gate would be to prevent these infrequent larger traffic volumes from accessing Fish Hatchery Road from the McDonald Center as an alternative route to the Old Glenn Highway through the neighborhood. Without traffic counts and objective measures to evaluate the need for such a gate, it is not recommended at this time, but merits future review upon development of the area.

Development Policies:

- Provide access to new areas of development, and connectivity to and between existing neighborhoods.
- Plan new roadway developments in a manner that reduces traffic speeds, maximizes safety, creates attractive streets that maintain rural character, minimizes environmental impacts, and encourages use of alternatives to the automobile (walking, biking).
- Work jointly with municipal agencies, the local road service area, and future developers to pay for construction, maintenance, and upgrade of the roads.
- A TIA (traffic impact analysis) may be required by the MOA traffic department as part of the approval process for the McDonald Drive developments.

Public Water and Sewer, On-site Wells and Septic Systems

Background and Intent: The Harry McDonald Center currently is connected to Municipal water and sewer; the surrounding residential neighborhoods rely on on-site wells and on-site wastewater systems. Portions of the surrounding neighborhoods have a history of challenges with on-site systems – most notably the residential area above Knob Hill Drive, where ground water resources are limited, and several homes rely on surface water from Carol Creek.

Specific planned water and wastewater policies:

- Approximately 20 additional wells and on-site wastewater treatment systems will be developed to support the rural residential development proposed for the Muldrow Street parcels & Carol Creek. Parcel A. This is consistent with the Comprehensive Plan Update, which states public sewer will only be extended beyond present service districts to the Powder Reserve area, and to serve the area between the Old and New Glenn Highways from South Birchwood to North Birchwood (the “Eklutna 770”).

- Residents in the neighborhoods adjoining the planned new residential areas are concerned about adequate well water and water pressure. Consistent with standard Municipal subdivision policy, prior to approving a subdivision plat, test wells need to be drilled and soil samples collected to determine the adequacy of water for the subdivision and affected adjoining areas (Title 21, section 21.15).
- The wetland and stream corridor along Carol Creek will be retained in public ownership to help maintain Carol Creek water quality.

Alternatives Considered: The use of public water and sewer was considered for both the new Carol Creek and Muldrow parcel residential areas, which would require parcels of no less than 2 dwelling units per acre. This was not pursued because of the high cost, and the desire of local residents to limit residential density.

Development Policies:

- Develop appropriate water and sewer facilities to accommodate the proposed areas of development.
- Ensure that new wells and on-site systems do not impact existing systems or water quality.
- Explore options to pay for necessary extension of public water and sewer to serve the Carol Creek low and medium density residential areas. This will require cooperative arrangements between the MOA, as it improves the McDonald Center, and the private developers of Carol Creek residential projects.

Parks and Natural Resources Standards

The proposed 26-acre natural resource area is the backbone of the uses planned for the Carol Creek parcel. Preserving this wetland and creek corridor is essential to maintain the quality of the surrounding neighborhoods, preserve and protect critical wetland habitat and important drainage functions, improve property value, and provide recreation opportunities to area residents.

Specific development objectives for the natural resource corridor include:

- Ensure connectivity through the greenbelt to and from all surrounding neighborhoods and the adjacent commercial areas. Retain a “green window” along the road looking into the natural resource corridor.
- Provide a network of non-motorized trails within the corridor as well as a public access route leading to Chugach State Park to the east. Existing informal trails in the area provide a good sense of the locations and number of needed trails.
- Develop a parking area and trailhead on south side of the McDonald road, for users outside of the nearby neighborhoods.
- Design trails to minimize impacts on water quality and the natural environment. Allow only limited clearing of vegetation for trail development. If and when the trail is constructed east of HLB property into Chugach State Park, (crossing land currently held by the BLM), ensure that the trail is set back from the Creek, to protect water quality.
- Work with the Eagle River Parks and Recreation Department to improve and maintain the area. It is the intent of the Heritage Land Bank to set aside portions of this natural resource corridor in a wetland mitigation bank. The decision on whether some portion of this area may become Municipal Parklands will be made in the future
- Comply with Army Corps of Engineers requirements in order to obtain wetland mitigation credit for retention and conservation of the wetland.
- Note- Carol Creek and Muldrow have 15 foot “screen easement” in their original plat as well as a 100 foot creek maintenance development setback.

IMPLEMENTATION: STEPS TO DEVELOPMENT 7

Following plan adoption by the Anchorage Assembly, this plan will officially amend the Chugiak-Eagle River Comprehensive Plan; parcels designated as “special study areas” in the C-ER Comprehensive Plan Land Use Map will be replaced with the plan land use recommendations (Map 2). As an officially adopted element of the comprehensive plan of the Municipality, the plan will be recognized as official Municipal policy.

Prior to HLB disposal of parcels and eventual development, the following steps should be taken.

Rezone and Replat: A tract plat is needed in order to effectuate the land use recommendations and establish boundaries for the recommended zoning districts per Table 5 below. The new zoning districts will contain special limitations to ensure development will be consistent with residential development guidelines established in this plan. Special Limitations will be based on this plan’s development guidelines.

HLB Disposal: HLB may proceed with the disposal of the residential tracts, as required by AMC 25.40.025. This process requires public notice including:

- Publishing in one or more newspapers of general circulation;
- Posting a sign on the land for the proposed action;
- Providing individual notice to all property owners within 500 feet of the outer boundary of the affected Heritage Land Bank parcel or providing individual notice to all property owners nearest the outer boundary of the Heritage Land Bank (whichever is greater);
- Notifying the Community Council within which the affected Heritage Land Bank land is located;
- Notifying all persons requesting general notice of proposed HLB land management activities.

This process also requires a Heritage Land Bank Advisory Commission (HLBAC) review hearing, public hearing at the Anchorage Assembly and Assembly approval of the disposal. HLB would proceed to convey the property/ies. To the extent practicable, HLB will likely include notice in the conveyance documentation of the requirement that development is to be consistent with this plan. After receiving comments from the general public regarding the possible disposal, as well as area Community Councils or other parties, the HLBAC will make its recommendation to the Assembly. The disposal must then be presented in a formal public hearing before the Assembly and approved by Assembly ordinance.

Subdivision Application: The new owner/developer of the property will proceed with the application for a preliminary plat per AMC 21.15.100, 21.15.110, and 21.15.115 for the areas zoned R-7 SL. Further subdivision of the multi-family tracts may also occur but is not necessarily required.

Site Plan Review: The areas described in the Development Guidelines section – areas B, C, D of the Carol Creek Parcel – are required to submit a site plan for approval per 21.15.030. The purpose of the site plan is to ensure the development is consistent with the development guidelines established by this plan, as well as special limitations of the underlying zoning. In some cases, the subdivision application and site plan review can occur concurrently.

Planned Unit Development (PUD): As indicated on page 33, the plan explains that the developer of the Carol Creek Residential area is allowed the option of a conditional use application to develop a PUD, which allows up to 10% of the total development square footage be used for local serving commercial uses. Should this option be used, AMC 21.50.130 provides standards to be used in conjunction with the plan development guidelines.

Table 5, Implementation Summary, recommends zoning districts for the HLB parcels.

Table 5: Implementation Summary

PARCEL NAME	Land Use Classification	Recommended Zoning	Zoning Notes
North Knoll	Park and Natural Resources	PLI	Retained in public ownership
Muldrow Street	Residential (low density; 1-2 dua)	R-7	Provides the same density and lot size requirements as adjacent existing housing.
Carol Creek	Section A Rural Residential	R-7	Provides the same density and lot size requirements as adjacent existing housing.
	Section B. Natural Resource Corridor	PLI	Retained in public ownership
	Section C Residential	R-2M SL	SL requires administrative site plan review, conformance to design standards and cap on number of units.
	Section D Residential	R-2M SL	SL same as above. PUD conditional use available which would allow limited, local serving commercial.
	Section E Southeast Slope	R-10 SL	SL to cap allowed number of homes (5) and require conformance to design standards.

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