

CLERK'S OFFICE
AMENDED AND APPROVED

Date: 7-12-11

Submitted by: Chair of the Assembly
at the Request of the Mayor
Prepared by: Eagle River/Chugiak Parks &
Recreation
For Reading: June 28, 2011

ANCHORAGE, ALASKA
AO No. 2011-70

AN ORDINANCE ADOPTING THE BEACH LAKE REGIONAL MASTER PLAN UPDATE AS AN ELEMENT OF THE COMPREHENSIVE PLAN, AMENDING ANCHORAGE MUNICIPAL CODE SECTION 21.05.030, AND AMENDING AO 2006-172, ATTACHMENT A, TO REVISE PROVISIONALLY ADOPTED ANCHORAGE MUNICIPAL CODE SECTION 21.01.080.

THE ANCHORAGE ASSEMBLY ORDAINS:

Section 1. *The Beach Lake Regional Park Master Plan Update*, dated April 12, 2010, is adopted as an element of the Comprehensive Plan, replacing the 1973 *Beach Lake Regional Park Master Plan*, as recommended by the Planning and Zoning Commission in Resolution No. 2010-029, subject to addressing the issues outlined in the resolution.

Section 2. Anchorage Municipal Code section 21.05.030 is amended to read as follows (*the remainder of the section is not affected and therefore not set forth*):

21.05.030 Elements.

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

*** *** ***

F. *Parks, Greenbelts and Recreational Facilities.*

*** *** ***

8. Beach Lake Regional Park Master Plan Update, as amended and adopted (July 12, 2011); AO No. 2011-70, (July 12, 2011).

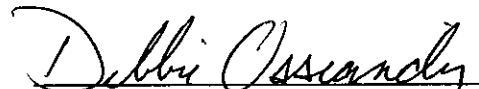
(AO No. 18-75; AO No. 82-49; AO No. 85-165; AO No. 2000-119(S), § 4, 2-20-01; AO No. 2001-124(S), § 2, 2-20-01; AO No. 2002-68, § 1, 4-23-02; AO No. 2002-119, § 1, 9-10-02; AO No. 2003-74, § 1, 5-20-03; AO No. 2003-129, § 2, 10-21-03; AO No. 2005-115, § 3, 10-25-05; AO No. 2006-93(S-1), § 2, 12-12-06; AO No. 2007-107, § 2, 8-28-07; AO No. 2008-74, § 2, 6-24-08; AO No. 2009-69, § 2, 6-23-09; AO No. 2009-104, § 3, 9-15-09; AO No. 2009-126, § 2, 12-1-09)

Section 3. Anchorage Ordinance 2006-172, Attachment A, 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 forth*):

TABLE 21.01-1: COMPREHENSIVE PLAN ELEMENTS			
Area/Topic	Plan	Adoption Date [1]	Amendments
***	***	***	***
Parks, Greenbelts and Recreational Facilities	***	***	***
	<u>Beach Lake Regional Park Master Plan Update</u>	<u>AO 2011-70; (July 12, 2011)</u>	

Section 4: This ordinance shall become effective immediately upon passage and approval by the Assembly, except Section 3. Section 3 shall become effective simultaneous with the adoption of the rewrite of Title 21 and repeal of existing chapters.

PASSED AND APPROVED by the Anchorage Assembly this 12th day of July, 2011.


Chair of the Assembly

ATTEST:


Municipal Clerk

MUNICIPALITY OF ANCHORAGE
Summary of Economic Effects -- General Government

AO Number: 2011-70

Title: AN ORDINANCE ADOPTING THE BEACH LAKE REGIONAL MASTER PLAN UPDATE AS AN ELEMENT OF THE COMPREHENSIVE PLAN, AMENDING ANCHORAGE MUNICIPAL CODE SECTION 21.05.030, AND AMENDING AO 2006-172, ATTACHMENT A, TO REVISE PROVISIONALLY ADOPTED ANCHORAGE MUNICIPAL CODE SECTION 21.01.080.

Sponsor: **MAYOR**
Preparing Agency: Parks and Recreation Department
Others Impacted:

CHANGES IN EXPENDITURES AND REVENUES:		(In Thousands of Dollars)				
	<u>FY11</u>	<u>FY12</u>	<u>FY13</u>	<u>FY14</u>	<u>FY15</u>	
Operating Expenditures						
1000 Personal Services						
2000 Non-Labor						
3900 Contributions						
4000 Debt Service						
TOTAL DIRECT COSTS:	<u>\$ -</u>	<u>\$ -</u>	<u>\$ -</u>	<u>\$ -</u>	<u>\$ -</u>	
Add: 6000 Charges from Others						
Less: 7000 Charges to Others						
FUNCTION COST:	<u>\$ -</u>	<u>\$ -</u>	<u>\$ -</u>	<u>\$ -</u>	<u>\$ -</u>	
REVENUES:						
CAPITAL:						
POSITIONS: FT/PT and Temp						

PUBLIC SECTOR ECONOMIC EFFECTS:

No economic effect; update to Beach Lake Regional Master Plan, comp plan, and code provisions.

PRIVATE SECTOR ECONOMIC EFFECTS:

No economic effect; update to Beach Lake Regional Master Plan, comp plan, and code provisions.

Prepared by: Eagle River/Chugiak Parks & Recreation

Telephone: 343-1500



MUNICIPALITY OF ANCHORAGE

ASSEMBLY MEMORANDUM

No. AM 350-2011

Meeting Date: June 28, 2011

1 **FROM: MAYOR**

2
3 **SUBJECT: AN ORDINANCE ADOPTING THE BEACH LAKE REGIONAL**
4 **MASTER PLAN UPDATE AS AN ELEMENT OF THE**
5 **COMPREHENSIVE PLAN, AMENDING ANCHORAGE MUNICIPAL**
6 **CODE SECTION 21.05.030, AND AMENDING AO 2006-172,**
7 **ATTACHMENT A, TO REVISE PROVISIONALLY ADOPTED**
8 **ANCHORAGE MUNICIPAL CODE SECTION 21.01.080.**
9

10 The updated *Beach Lake Regional Park Master Plan* provides new policies and
11 community development and growth guidelines for the Chugiak/Eagle River
12 community within the Municipality of Anchorage. Once adopted by the Assembly,
13 the updated Plan replaces the 1973 *Beach Lake Regional Park Master Plan* as an
14 element of the Comprehensive Plan. The 1973 Plan was not an adopted element
15 of the Comprehensive Plan.
16

17 Land Design North worked with Eagle River/Chugiak Parks & Recreation as well as
18 the Chugiak/Eagle River community to accomplish an update of the 1973 *Beach*
19 *Lake Regional Park Master Plan*. The Plan update process involved strong public
20 outreach, including Community Council presentations, public meetings, a Beach
21 Lake Park Master Plan Citizens Advisory Committee, and ongoing input and
22 involvement by park users, community members, and neighbors.
23

24 A Public Hearing Draft of the *Beach Lake Regional Master Plan Update* was
25 published in April 2010 and approved by the Planning and Zoning Commission on
26 July 12, 2010 with conditions (PZC Resolution No. 2010-029).
27

28 The updated *Beach Lake Regional Master Plan Update* is a guide to future
29 recreational use, infrastructure development, and the protection of existing natural
30 resources for the park including the NW ¼ of Section 25. An updated Plan was
31 undertaken for several reasons:
32

33 Key plan elements include:

- 34
35 • The 1973 plan is significantly outdated
36

37 Facilities such as the Wilderness Lodge and two small cabins, Chugiak Dog
38 Musher's Club House, and the Beach Lake Ski chalet have been constructed in
39 recent years yet were not part of the 1973 plan.
40

1 • Additional Land (145 Acres) Acquired in 2007 – NW ¼ of Section 25

2
3 The plan considers the integration of this acreage into the Park. The parcel also
4 has long-standing subsurface gravel extraction rights owned by the Alaska
5 Department of Transportation.
6

7 • The Park Constitutes Approximately 70% of Eagle River/Chugiak's municipal
8 parkland
9

10 Planning is needed to decide how this regional park can serve a growing
11 population's recreational needs into the future. The Park area consists of 1750
12 acres including 145 acres annexed in 2007, referred to as the NW ¼ of Section
13 25. The Master Plan will be an element of the 2006 Chugiak/Eagle River
14 Comprehensive Plan Update.
15

16 The Planning and Zoning Commission's recommendations for the *Beach Lake*
17 *Regional Master Plan Update* include the additional text recommendations
18 approved at the July 12, 2010 meeting, outlined in PZC Resolution No. 2010-029.
19

20 **THE ADMINISTRATION SUPPORTS THE RECOMMENDATIONS OF THE**
21 **PLANNING AND ZONING COMMISSION AND RECOMMENDS APPROVAL OF**
22 **AN ORDINANCE ADOPTING THE BEACH LAKE REGIONAL MASTER PLAN**
23 **UPDATE AS AN ELEMENT OF THE COMPREHENSIVE PLAN, AMENDING**
24 **ANCHORAGE MUNICIPAL CODE SECTION 21.05.030, AND AMENDING**
25 **AO 2006-172, ATTACHMENT A, TO REVISE PROVISIONALLY ADOPTED**
26 **ANCHORAGE MUNICIPAL CODE SECTION 21.01.080.**
27

28 Prepared by: Valerie A. Barkley, Manager
29 Reviewed by: John H. Rodda, Director, Parks and Recreation
30 Concurred by: Jerry T. Weaver, Jr., Director
31 Community Development Department
32 Concurred by: Dennis A. Wheeler, Municipal Attorney
33 Concurred by: George J. Vakalis, Municipal Manager
34 Respectfully submitted: Daniel A. Sullivan, Mayor
35
36
37

38 Attachments: 1. Planning and Zoning Commission Resolution No. 2010-029
39 2. Planning and Zoning Commission Minutes of July 12, 2010
40 4. Planning and Zoning Commission Staff Report dated July 12, 2010

MUNICIPALITY OF ANCHORAGE
PLANNING AND ZONING COMMISSION RESOLUTION NO. 2010-029

A RESOLUTION APPROVING A MASTER PLAN UPDATE FOR BEACH LAKE REGIONAL PARK; GENERALLY LOCATED IN CHUGIAK AND ACCESSED FROM SOUTH BIRCHWOOD LOOP ROAD.

(Case 2010-075, Parcel ID 051-281-33, 051-283-03, 051-281-36, and others)

WHEREAS, a request has been received from the Municipality of Anchorage, Eagle River/Chugiak Parks and Recreation Division; and

WHEREAS, a public hearing was held on July 12, 2010.

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

- A. The Commission makes the following findings of fact:
1. The Plan will be forwarded to the Assembly for review and action with the intent to include it as an element of the 2006 Chugiak-Eagle River Comprehensive Plan Update.
 2. The purpose of the master plan is to guide future recreational use, infrastructure development, and the protection of existing natural resources for the park including the NW ¼ of Section 25.
 3. The Update replaces the 1973 *Beach Lake Regional Park Master Plan*. The 1973 Plan was not an adopted element of the Comprehensive Plan. Beach Lake Park serves a regional population of approximately 35,000 residents and the park constitutes a large percentage of the municipal parkland set aside to serve this growing regional population. The Plan addresses both current needs and anticipated community recreational needs in the future.
 4. The Update to the 1973 master plan was undertaken for several reasons:
 - 1) The 1973 plan is significantly outdated – facilities such as the Wilderness Lodge and two small cabins, Musher's Club House, and the Ski Chalet have been constructed in recent years yet were not part of the 1973 plan.

- 2) Additional land (145 acres) was acquired in 2007 – NW 1/4 of Section 25. The plan considers the integration of this acreage into the Park. The parcel also has long-standing subsurface gravel extraction rights owned by the Alaska Department of Transportation. The Plan reads “Many interests hope that this update can provide a clearer understanding of Beach Lake Park as a whole, and articulate community desires for future recreational and natural values associated with the parkland to consider as extraction moves forward.”
- 3) The Park constitutes approximately 70% of Chugiak-Eagle River’s municipal parkland. Planning is needed to decide how this regional park can serve a growing population’s recreational needs into the future.
5. The Eagle River/Chugiak Park and Recreation Division determined that prior to proceeding with any new development within Beach Lake Regional Park a master plan update must be conducted to determine appropriate uses with greater specificity than is provided by previous studies.
6. The park area consists of 1750 acres including 145 acres annexed in 2007, referred to as the NW ¼ of Section 25.
7. Existing land uses include public facilities such as the Beach Lake Ski Chalet, ADA Public Use Lodge & Cabins, the Musher’s Club House, dog mushing trails, nordic skiing trails, and lake recreation.
8. The draft master plan has been formally adopted by the Eagle River/Chugiak Parks & Recreation Board of Supervisors.
9. The Commission finds that the master plan update reflects wide community involvement and the update is a testament to a cadre of park enthusiasts whose dedication shaped the final plan.
10. The Commission further finds that the testimony revealed a high degree of satisfaction and excitement with the plan and it represents the desires of the community.


11. The Commission noted that the emphasis on dog mushing and skiing are very important uses to the community, and the community wishes to maintain these activities in the park into the future. It is appropriate to emphasize these winter uses because this is a snowy and colder area that retains the snow well.
 12. Also noted in the testimony is that there are other park lands in the area that have been developed for ballfields, disc golf, and other types of developed recreational facilities, and with the emphasis on the natural setting and unstructured activities, such as skiing and dog mushing, there is a balanced approach to providing recreation in the community.
- B. The Commission APPROVES the Draft Beach Lake Regional Park Master Plan Update dated April 12, 2010, subject to addressing the issues outlined below.
1. Chapter 3. General Management Plan - consider seeking public input early in the planning process at the go/no go step rather than waiting until the design process begins.
 2. Clarify whether the environmental impact review process described in Chapter 3. General Management Plan applies only to Very Low Intensity Zones or all four intensity zones.
 3. Provide graphic modifications to the following.
 - a. The figure on page 8 (Chugiak Eagle River's Largest Public Parks) should be given a Figure number.
 - b. The boundary lines of Community Councils are difficult to read.
 - c. The color of Existing/Planned Trails disappears against the lighter green State Park background.
 - d. A dark fuchsia color is shown on the map but not identified in the legend.
 4. Provide graphic modifications to Figure 2 as follows.
 - a. The legend color for Planned Extraction Area is a dark gray color but the color on the map is lighter. It can easily be confused with the Wetland Type C color.
 - b. The railroad line should be a heavier weight.

5. Provide graphic modifications to Figure 3 as follows.
 - a. Label the three lakes.
 - b. The colors for Electrical Line/Easement and existing and future roads are too similar. Provide a different color for one of these for clearer differentiation.
6. Provide graphic modifications to Figure 4 as follows.
 - a. The color of the freeway in the legend is red yet is orange on the map.
 - b. There is a red dashed line with an arrow on the map that is not identified in the legend.
 - c. Sled dog trails are shown as green dashed lines in the legend but are two different colors on the map.
 - d. The railroad line should be a heavier weight.
 - e. The legend symbol for "Industrial" is very difficult to read on the map.
7. Provide graphic modifications to Figure 5 as follows.
 - a. Verify whether the red lines on the map representing Neighborhood Collector are correct. These may be either incorrect or represent future access and therefore should be dashed lines.
8. Provide graphic modifications to Figure 6. Beach Lake Park Conceptual Development Plan as follows:
 - a. Better match colors on plan with colors in legends, for example the color in the legend for Beach Lake Day Use Area w/Restrooms is a darker purple than the referenced area south of Beach Lake.
 - b. The legend symbol for the NW1/4 Section Footpath - the yellow color is difficult to read and the symbol appears as hatch marks in the legend yet appears as dots on the Plan.
 - c. Label Dee Lake.
 - d. The color for Trail Relocation is not readily recognizable; consider a more distinctive color difference.

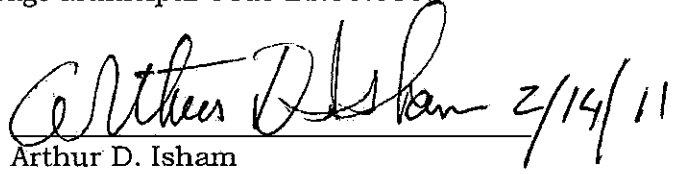
- e. Park boundary line should be bolder.
 - f. There are four asterisks on the map without explanation in the legend.
 - g. More closely match the legend color for Class A Wetlands with the map color.
9. Addressing corrections:
- a. Correct references to "Beach Lake Park Road" on pages 21 and 22.
 - b. The private road leading from Beach Lake Road to Psalm Lake was named *David Blackburn Road* in 2002.
10. Correct typographical errors in the text.

PASSED AND APPROVED by the Municipal Planning and Zoning Commission on the 12th day of July, 2010.

ADOPTED by the Anchorage Municipal Planning and Zoning Commission this 7th day of February, 2011. This written decision/resolution of the Planning and Zoning Commission is final and any party may appeal it within twenty (20) days to the Board of Adjustment pursuant to Anchorage Municipal Code 21.30.030.



Jerry T. Weaver, Jr.
Secretary



Arthur D. Isham
Chair

(Case No. 2010-075, Parcel ID 051-281-33, 051-283-03, 051-281-36, and others)

PLANNING AND ZONING COMMISSION

Assembly Chambers

Z.J. Loussac Library

3600 Denali Street

Anchorage, Alaska

MINUTES OF

July 12, 2010

6:30 PM

A. ROLL CALL

Present Nancy Pease
 Jim Fredrick
 Connie Yoshimura
 Toni Jones
 John Weddleton
 Bruce Phelps
 Stacey Dean
 Terry Parks

Excused Arthur Isham

Staff Sharon Ferguson
 Al Barrett
 Francis McLaughlin

B. MINUTES

1. Monday, April 05, 2010

2. Monday, April 12, 2010

COMMISSIONER FREDRICK moved to approve the minutes of April 5, 2010 and April 12, 2010. COMMISSIONER DEAN seconded.

COMMISSIONER WEDDLETON noted a correction on Page 16 of the April 5 minutes. KURT GAROUTTE should be "KIRK GAROUTTE."

AYE: Pease, Fredrick, Yoshimura, Jones, Weddleton, Phelps, Dean, Parks
NAY: None

PASSED

CHAIR JONES noted she was absent from the April 12th meeting.

C. SPECIAL ORDER OF BUSINESS / EXECUTIVE SESSIONS

1. Disclosures

COMMISSIONER DEAN disclosed in regard to Agenda Item E.1, Case 2010-060, she missed the initial hearing and had not had an opportunity to listen to the tapes, and will abstain from voting on the case.

COMMISSIONER WEDDLETON disclosed he did not hear the case under the Consent Agenda for Agenda Item D.1(f), Resolution 2010-027, Case 2010-031, and will abstain from voting on that item.

COMMISSIONER PARKS disclosed he missed the June 14, 2010 meeting, but had listened to the tapes and was prepared to participate.

COMMISSIONER PEASE disclosed on Consent Agenda Item D.3(a), Design Study Report for Mountain Air Drive, she had participated on the Planning & Zoning Subcommittee that reviewed the Hillside Sub-area Transportation Study in 2006, and has a lot of familiarity with that issue, but did not feel it would affect her opinion or position in any way, but if she has to bring out details for confirmation, she will do so.

COMMISSIONER YOSHIMURA disclosed she was absent from the April 5th meeting, and will abstain from voting on the following consent agenda items: D.1(a), Resolution 2010-010; D.1(b), Resolution 2010-011; and D.1(c), Resolution 2010-014.

CHAIR JONES advised the Commission that she just received a note from staff that the petitioner requested a one month postponement to August 2, 2010 for Agenda E.1, Case 2010-060. MR. BARRETT noted the petitioner, DR. HARMAN had a new site plan done over the weekend, and it appears that many of the conditions that were in the original staff report and in the email from last week may not be needed. He indicated a new staff report would be written.

COMMISSIONER PHELPS moved to postpone Agenda Item E.1, Case 2010-060, Zoning conditional use for off street parking, to August 2, 2010. COMMISSIONER WEDDLETON seconded.

AYE: Pease, Fredrick, Yoshimura, Jones, Weddleton, Phelps, Dean, Parks
NAY: None

PASSED

COMMISSIONER FREDRICK moved to change order of the day to move Agenda Item G.2, Case 2010-07, to be heard before Agenda Item G.1, Case 2010-054. COMMISSIONER YOSHIMURA seconded.

AYE: Pease, Fredrick, Yoshimura, Jones, Weddleton, Phelps, Dean, Parks
NAY: None

PASSED

D. CONSENT AGENDA

1. Resolutions for Approval

- a. **Resolution: 2010-010 Related Case: 2010-033**
Purpose: APPROVAL (ACC)
AN ORDINANCE AMENDING ANCHORAGE MUNICIPAL CODE CHAPTERS 21.45.310H.2 REGARDING BUFFER LANDSCAPING REQUIREMENTS FOR CHILD CARE CENTERS
- b. **Resolution: 2010-011 Related Case: 2010-057**
Purpose: APPROVAL (MPA)
A minor amendment to a conditional use for an Emergency Power Supply System for Providence Alaska Medical Center. Providence-Chester Creek Subdivision, Tract A. Generally located south of Providence Drive and east of Providence East Access Road.
- c. **Resolution: 2010-014 Related Case: 2010-028**
Purpose: APPROVAL (MPA)
A request to rezone approximately 44.23 acres from I-1 (light industrial district) to I-2 ((heavy industrial district). International Industrial Center Subdivision, Tract 2. Generally located south of W. 56th Avenue, North of Dowling Road, east of Electron Drive and west of the Alaska Railroad.
- d. **Resolution: 2010-016 Related Case: 2010-036**
Purpose: APPROVAL (MPA)
Conditional use for medical office buildings and the NW Campus Master Plan. Providence Alaska Medical Center. Providence-Chester Creek, Tract A.
- e. **Resolution: 2010-017 Related Case: 2010-042**
Purpose: APPROVAL (MPA)
A request to rezone approximately 3.31 acres from B-3 (General

business district) to I-1 (Light industrial district). Nacla Subdivision, Lots 2, 3A and 4A. Generally located east of New Seward Highway, west of Sandlewood Place and north of E. Dimond Blvd.

- f. **Resolution: 2010-027 Related Case: 2010-031**
Purpose: APPROVAL (FDM)
A site plan review for a fueling facility addition located in the parking lot of an existing Fred Meyer. Gregson Subdivision, Lot 1. Located at 1000 E. Northern Lights Blvd.
2. **Introduction for Public Hearings**
3. **Site / Landscape Plan Approval**
- a. **CASE: 2010-076**
PETITIONER: Municipality of Anchorage/Todd Jacobson
REQUEST: Design Study Report for a public roadway

COMMISSIONER PEASE pulled this case from the consent agenda, and it was heard as a regular agenda item. She had several questions and proposed changes.

Project Management & Engineering is requesting **Design Study Report (DSR) approval of the Mountain Air Drive/Hillside Drive Extension**. The proposed extension will be designed as a collector road. The Draft DSR states: South of the proposed project exist 550 acres of undeveloped land zoned for rural residential use. Development in this area has been progressing from the west, with vehicular access from Golden View Drive. When the Shangri-La East Subdivision was annexed into the South Golden View Limited Roadway Service Area, developers planned to build a road north to Rabbit Creek Road and not use existing service area roads for access between Golden View Drive and their developments. The connection to Rabbit Creek Road was never built, and subdivision traffic has taken its toll on 162nd Avenue and Sandpiper Road. These local roads lack the width, subgrade strength, drainage, and regular maintenance required to serve the volumes of traffic they are now seeing. The MOA determined that further development could not occur until a solution to a required secondary access was attained.

The project goal is to extend Mountain Air Drive south from its current terminus near Bear Valley Elementary School to the Shangri-La East Phase 2 development at the East 155th Avenue right of way.

The project objectives are to:

- Provide access to residential developments between Golden View Drive and Clarks Road/Brewster Drive as recommended by the Hillside Sub-Area Transportation Study and the Hillside District Plan.

- Provide emergency vehicle access and disaster egress.
- Mitigate project impacts to area drainage.
- Provide safe non-motorized access to Bear Valley Elementary School.
- Minimize construction and maintenance costs.

Three alternatives were identified and analyzed. Based on the results of the analyses, Alternative A is the recommended alternative. The alternative requires the shortest amount of road construction, avoids impacts to area wetlands, and provides the most direct connection between Rabbit Creek Road and planned subdivisions south of Rabbit Creek. A single 129 foot long span concrete bridge was recommended for Alternative A to cross Little Rabbit Creek. Retaining wall abutments are needed to limit the crossing length to 129 feet.

SHARON FERGUSON was present on behalf of the Municipality of Anchorage's Planning Department. The Department recommends approval of the Design Study Report for Mountain Air Drive/Hillside Drive Extension, subject to conditions 1 through 3 of the Staff Report.

TODD JACOBSON, Project Manager for the project with Boutet Company, and STEVE KARI, Principal Civil Engineer with USKH, were present on behalf of the petitioner.

The Commission discussed the followings concerns/issues with the petitioner's representatives:

- In the DSR alternatives analysis, the “no build” alternative should include the impact of a “no build” on traffic and volumes with and without this proposed connection.
- Appendix D, Page 3, Rabbit Creek and Mountain Air Drive intersection showing a 6-1/2 minute delay for an intersection turn during peak hours, and it has been added to USKH'S scope of work to study that intersection with the construction of Mountain Air Drive and recommend alternatives to improve intersection capacity and to include those in the design for the project.
- MR. JACOBSON indicated his believe that when the project was originally scoped the intent was to provide access to the 550 acres of undeveloped residential zoned properties to the south, and described as access from either Mountain Air and/or Hillside Drive. Based on their design study report, he noted it appears the \$4.5 million granted to the Municipality by the State in 2008 is probably not going to be enough money to provide the necessary intersection improvements at Rabbit Creek and continue all the way to the south to what was the original target position of the Shangri-La property across Little Rabbit Creek. MR. JACOBSON noted their project limits are generally from the intersection of Rabbit Creek extending south for \$4.5 million, which would probably extend the existing Mountain Air Drive from the terminus at the school site facility south

across the creek to 155th. He thought they could buy the right-of-way to extend it to the Shangri-La property as well.

- The Hillside District Plan includes a policy that publicly funded projects should not leap frog into new areas without fixing the problems at their point of discharge.
- The intent is to extend the project as far as they can with the \$4.5 million, but MR. JACOBSON indicated they believe it will not extend all the way to the Shangri-La property, will include the bridge, but fall short of the intersection. Another State grant would be needed to complete the project in its entirety, including improvements at the Rabbit Creek intersection.
- Concerns with spending \$4.5 million on a project that will serve zero currently existing households.
- MR. JACOBSON discussed the history of this area noting the Municipality was not allowing development of this property until the corridor was funded. Further, he noted several years ago there was a summary action on a platting case on the Shangri-La property that funding had to be secured by the Municipality to provide a secondary access into this area. He indicated this was a safety issue related to secondary access for fire and public safety, and it is largely a collector road which will be a public facility, which was determined to be an unfair cost to put on any future developers.
- Concern that the intersection of Rabbit Creek Road and Golden View is under designed. MR. JACOBSON noted a \$3 million grant was awarded by the State in 2010 for this area; however, the total project development cost for that corridor is \$16 million.
- Suggestion that Alternative B would provide access to 7 lots, and then when more money is available extend it to Shangri-La and make headway towards Bear Valley. Alternative B was initially the priority, but was shut down because of wetlands, but the wetlands may not be that bad.
- MR. JACOBSON noted Alternative A makes the most sense from engineering, regulatory and planning perspectives and in meeting project goals, and in addition Alternative B is a more circuitous route compared to Alternative A.
- Unknown whether the City or the developers would pay for extending the rest of road to Shangri-La.
- Concern the DSR before the body does not show the intersection improvements, and whether the Commission should be looking at a different scope of work.
- Current budget does not include landscaping, and concern that effort to extend across the creek will result in bike paths or student crossings falling by the wayside.

- Whether the Commission should postpone this until there is a better idea of what this money will pay for.

COMMISSIONER PEASE was concerned because she thought it looked as if we are paying for a road to nowhere to 500 private acres with approximately \$4.5 million, and maybe or maybe not fixing everything that needs to be fixed at the intersection of Mountain Air and Rabbit Creek. She was uncomfortable with going forward until the Commission knows what the public benefits would be from the \$4.5 million.

The Commission discussed with MR. JACOBSON the current status of the project, the impact of postponing this project, and the impact of looking at Alternative B again.

COMMISSIONER PEASE noted the project goals include providing access to residential development, and this is speculative residential development.

COMMISSIONER PEASE hoped there could be an additional look at what the true objective of publicly funded infrastructure is, and she thinks it is intended to provide rural connectivity to provide emergency access and egress to existing cul de sac type neighborhoods, and she does not think this does that. She feels there should be broad objectives and benefits. She did not know if the project objectives could be reviewed, but she does not feel this project picks up the intent of the Hillside Transportation Study or District Plan. She was concerned with spending public money responsibly.

In terms of connectivity, MR. JACOBSON noted they are trying to follow the Hillside District Plan, an approved plan, with Alternative A providing the shortest route for the north-south access to reach the connection identified in the plan, and this goes towards the project goals.

MR. KARI noted this could result in a project to nowhere because they cannot control what any of these developers are going to do with this property, but he felt it was important not to lose the fact that we were telling people who did want to develop their property in that entire subject area that could not until this was done, and it is clearly the responsibility of the Municipality.

COMMISSIONER PEASE moved to postpone action on the Design Study Report for Mountain Air Drive, Case 2010-076, until the petitioner can return with a revised design, which is based on the current budget, but which includes as they have stated their intent to provide intersection improvements at Rabbit Creek and Mountain Air Drive so that the Commission can see the actual revised scope of the project. COMMISSIONER WEDDLETON seconded.

COMMISSIONER YOSHIMURA noted through this discussion she has grown increasingly uncomfortable. She stated she is a landowner not directly related to this particular area, but she is further to the east on the Hillside in the Potter Creek Area. Therefore, she will be abstaining from voting on this matter.

COMMISSIONER PARKS asked why this item was on the consent agenda as opposed to having

a public hearing. MS. FERGUSON noted if it is a public facility, it appears on the consent agenda.

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

PASSED

4. Time Extensions; Expedited Hearing Requests; Minor Conditional Use Amendments

5. Other

COMMISSIONER PEASE moved to approve the Consent Agenda. COMMISSIONER DEAN seconded.

COMMISSIONER PEASE pulled Agenda Item D.3(a), Case 2010-076, Design Study Review for Mountain Air Drive from the Consent Agenda.

AYE: Pease, Fredrick, Yoshimura, Jones, Weddleton, Phelps, Dean, Parks
NAY: None

PASSED

COMMISSIONER YOSHIMURA abstained from voting on Consent Agenda Items D.1(a), Resolution 2010-010, D.1(b), Resolution 2010-011, and D.1(c), Resolution 2010-014. COMMISSIONER WEDDLETON abstained from voting on Agenda Item D.1(f), Resolution 2010-027.

E. UNFINISHED BUSINESS AND ACTIONS OF PUBLIC HEARINGS

- 1. CASE: 2010-060 POSTPONED TO 8/2/2010**
PETITIONER: Phoenix 4H LLC
REQUEST: Zoning conditional use for off street parking

F. REGULAR AGENDA - None

- 1. Resolutions for Approval**

2. **Introduction for Public Hearings**
3. **Site / Landscape Plan Approval**
4. **Time Extensions; Expedited Hearing Requests; Minor Conditional Use Amendments**
5. **Other**

G. PUBLIC HEARINGS

1. **CASE: 2010-054**
PETITIONER: Municipality of Anchorage
REQUEST: AN ORDINANCE AMENDING MUNICIPAL CODE SECTION 21.15.134 TO ESTABLISH STANDARDS FOR THE APPROVAL OF FRAGMENT LOTS.

By motion of the Commission, this case was heard after agenda item G(2).

2. **CASE: 2010-075**
PETITIONER: MOA Parks and Recreation
REQUEST: Site plan review for a public facility

This is a request from the Eagle River/Chugiak Parks and Recreation Division for approval of the *Beach Lake Regional Draft Master Plan Update (Plan)*. The Plan, if approved by the Planning and Zoning Commission, will be forwarded to the Assembly for review and action with the intent to include it as an element of the Comprehensive Plan. A work session on the Plan was held prior to the regular meeting.

The purpose of the master plan is to guide future recreational use, infrastructure development, and the protection of existing natural resources for the park including the NW ¼ of Section 25.

The Update replaces the 1973 *Beach Lake Regional Park Master Plan*. The 1973 Plan was not an adopted element of the Comprehensive Plan. Beach Lake Park serves a regional population of approximately 35,000 residents and the park constitutes a large percentage of the municipal parkland set aside to serve this growing regional population. The Plan addresses both current needs and anticipated community recreational needs in the future.

SHARON FERGUSON presented the Staff Report and recommendations on behalf of the Municipality of Anchorage's Planning Department. The Department recommended approval of the *Beach Lake Regional Park Master*

Plan Update, dated April 12, 2010, subject to addressing the issues outlined in Conditions 1 through 10 of the Staff Report.

DWAYNE ADAMS with USKH represented the petitioner, the Department of Parks and Recreation, and provided a brief summary of their petition. Also present was MR. JOHN RODDA, Director of Parks and Recreation.

CHAIR JONES opened the hearing to public testimony. The following individuals testified:

- ELIZABETH SHEM, Member, Citizens' Advisory Group
- BARBARA TROST
- VAL JOKELA (part of stakeholder interview process, alternate on Citizens' Advisory Group for Chugiak Dog Mushers)
- BOBBI WELLS, Chair, Birchwood Community Council
- DOUGLAS GIBSON, member, Citizens' Advisory Group
- LEXI HILL, Birchwood Community Council representative to the Eagle River Parks & Recreation Board, President of the Chugiak Dog Mushers
- JANET BRAND, member, Chugiak/Eagle River Parks & Recreation Board, and a member of the Citizens' Advisory Group
- PATTY FRIEND
- ALAN PECK, member, Citizens' Advisory Group
- SUSAN CANTOR, represented Junior Mushers during public process

The following concerns and comments were raised during public testimony:

- Support for the work done on the Plan
- There should be community involvement early on in the process prior to gravel extraction to assure work to be done is adequate and meets their needs.
- Environmental impact studies for low intensity zones be included for all four intensity zones.
- Suggestion to remove bullet 3 on the last page of Plan, which talks about an approved conditional use permit (CUP), because there has not been an approved CUP for the gravel extraction for the northwest quarter.
- Small bulb-outs for parking and access were a good compromise for neighborhoods as opposed to large parking lots, but will not be developed until the need is there.
- Northwest quarter of park is passive while the rest of the park is active.
- Birchwood Community Council recommended approval of the Plan.
- Park mostly used for skiing and mushing and the beach.
- Structured facilities not included as it takes capital improvement and maintenance, and there are issues with vandalism as well.
- No plan for structured sports such as ball parks, soccer fields, paint ball.
- There are cabins and lodges.
- Chosen to keep park as close to the natural state as possible.
- Known as a world class ski site, and recognized around the State for dog mushing.

- Consideration and much discussion were given to the trail system uses, and possible conflicts with trails used for mushing and skiing.
- Current park access for individuals with disabilities, and a recommendation to add a condition to consider further identifying specific areas to address disability access, and in particular, a trail setback from the edge of lake to the inlet.
- If the trail to inlet is built, it would result in about 5 miles of skijoring trails.
- Current trails are relatively narrow and steep with short sight lines, and there is no room to pass a dog team.
- The only place to safely skijor now is around the lake.
- Many uses in the park, but the only structured uses in the park are dog mushing and Nordic skiing.
- Chugiak/Eagle River Board urged approval of the Plan.
- Three Frisbee golf areas in Chugiak-Eagle River area, and Mirror Lake and Edmonds Lake have dedicated skijoring trails.
- To provide continued access and opportunity for many recreational opportunities in the Park.
- For the Plan to state clearly that Beach Lake itself, the actual lake, be strongly identified as multi-use; skijoring, walking, dog walking, ice fishing, play area for children. It is not a dedicated mushing trail; it is multi-use and let that multi-use expand as use grows.
- Change the wording throughout the document to state "dog mushing is a major recreational activity" rather than "the major recreational activity."
- With regard to dedicated dog mushing trails, changing the date from August 1 through April 15 to September 15 through April 15.
- Reference to staff's notes on bringing the public process into the go/no go state instead of the later process plan and more of the details of the development product and emphasize bringing that into the Plan.
- Regarding MR. MEYNARD with the Heritage Land Bank, and his mention during the work session that 10 acres was no longer intended as a school site, but might reserve it for the possibility of trading it for the lands, MR. PECK indicated there was an assumption that if the school site was not going to be used, it would be brought into the park if they chose not to use it as a school site.
- The dates in the Plan for mushing are at the discretion of Parks and Recreation.
- The Park is also used by Boy Scouts and Girl Scouts.
- Park used for intensive dog cart training beginning September 1.
- Support for the multi-uses of the park.

MR. RODDA with the Department of Parks and Recreation briefly discussed the public process. Referring to the comment made regarding the State DOT materials extraction agreement, he noted the agreement has been amended with Amendment 6 and goes through June 15, 2012. There was an application for a conditional use permit. The amendment reduced the materials extraction to 1.5 million cubic yards. DOT still has that opportunity and will be coming back because the foundation of their denial was because there was no master plan. If approved, the

master plan becomes an element DOT will have to conform to when they resubmit an application for CUP. The Commission discussed the following topics/issues with MR. RODDA:

- Climate conditions at the park, emphasis on snow conditions and the sustainability or durability of the snow pack.
- The section of land identified as the northwest quarter of the park is 145 acres of land transferred in 2004 by MAYOR BEGICH to Parks and Recreation, and in 2007 it was formally annexed and dedicated by the Assembly and is part of the park proper. The total boundary is Beach Lake Regional Park, which does include the northwest quarter.
- Clarified MR. MEYNARD'S memo was referring to the 8 to 10 acres that was part of the former school site selection process, but it has not been formally released by the Anchorage School District, and in the January 2007 ordinance it speaks to a school site, or to be used for trade or value against any potential other school site for the community, or it can further be released.
- Inclusion of the 8 to 10 acres to the Park is conditional upon release by HLB.

MR. ADAMS provided rebuttal testimony on behalf of the petitioner, and the issues he addressed included:

- Efforts taken to get public input and response from the public, including park users, organized and non-organized sports, and advertising of public meetings.
- With regard to accessibility, the map on page 33 lays out a land use plan, including a trail out to a view location just north of the lake, which was intended as part of the accessibility concerns.
- With regard to the comment on changing language in the plan from "dog mushing is the major activity" as opposed "a major activity," the Park Board of Supervisors strongly feels the language is an important aspect of this plan, and with their guidance they maintained that and the part the park plays in the mushing and the Iditarod.
- The Commission discussed the followings topics/issues with MR. ADAMS:
- Beach Lake being multi-use during the winter, the community's feelings about only having dog mushing in the winter, and importance of maintaining separation of streams of traffic with respect to trail use, not ice fishing, skating or other winter use.
- Intent of the last paragraph in the Plan regarding an approved CUP.
- The materials extraction memorandum dated April 7, 2010 already exists, gravel extraction at that location may occur in the future, and it is better to put the public on notice this might happen than remain silent.
- MR. RODDA indicated under the materials extraction agreement that language actually exists in the agreement, but the Commission will see it again, and DOT is subject to the Commission's final approval. He noted leaving it as written mirrors the existing agreement, but it is still under the Commission's final authority.
- Clarification that installation of hardened dock light penetrating facilities; it is just a dock facility and needs to be light penetrating.
- Discussion of the explanation on page 11, which is that Beach Lake Park does not need to provide all the developed recreation facilities that a person could have, but part of that

rationale is that "driving to recreational facilities more than three miles from home is an acceptable model."

- Exclusive mushing trail use is 8/1 through 4/15 to be adjusted at the discretion of the department could be changed to "date set at the discretion of the department."
- There is a winter use trail along the lake.
- With regard to recommendation 2 of the Staff Report, MR. ADAMS stated it was their intent that all four intensity zones would be accommodated by that environmental review.

CHAIR JONES closed the public hearing.

COMMISSIONER PEASE in the matter of Case 2010-075, the Beach Lake Master Plan Update moved for approval of the Plan as presented to the Commission with Conditions 1 through 10 recommended by Staff on Pages 5-7 of the Staff Report. COMMISSIONER WEDDLETON seconded.

COMMISSIONER PEASE noted there was a good turnout of local residents at the hearing, and they praised the process and outcome of this Plan as a thoughtful compromise that included many peoples' interests, but did not delivered quite everything to everybody, but delivered quite a lot. The feeling she got from the testimony of the audience was one of a high degree of satisfaction and excitement with this Plan. She noted the Commission heard through testimony that the emphasis on dog mushing in particular and skiing in the winter were very important uses to the community and established as important uses and the community wants to maintain them. She indicated this location was particularly appropriate to do so because it is a snowy and colder area that retains the snow well. COMMISSIONER PEASE also noted the Commission heard there are other park lands in the area that have been developed for ball fields, disc golf and other types of developed recreational facilities, and even with the emphasis on the natural setting and unstructured activities, plus skiing and dog mushing, there is a balanced approach to providing recreation in the community. She noted the Commission heard about the dates for single use on the dog trails, and as was pointed out, the Parks Commission has the discretion to adjust that according to community desires. She thinks, in general, this is a much needed update to an outdated plan. It has had considerably community involvement, follows the Chugiak Parks and Recreation Plan, and with all those great features she will be voting for it with enthusiasm.

COMMISSIONER WEDDLETON echoed COMMISSIONER PEASE'S comments. He added not every park should serve every possible usage that could possible take place there. He thinks this is a case where there is a park particularly well-suited for cross country skiing and mushing, which it has been used for intensively for many years. He indicated it appears somewhat that other uses are crowded out, but the Commission heard there was a very active public process that brought those people into the process, and other parks in Eagle River cover those other activities. He is confident this Plan represents continued good use of this park and looks forward to supporting it.

CHAIR JONES could not recall when she has felt this good about voting for a community plan of any type because she truly feels this is the people's plan. She was overwhelmed with the level of community participation that took place; the public involvement, and the many hours and

hours they put in working towards this project. She thanked MR. ADAMS and Staff for working hard on this. She felt it was okay that this park was different. She noted this park and the activities taking place in it represents the desires of the people, and they are part of our community. She thinks everyone did a great job, and she is happy to say "yes."

AYE: Dean, Parks, Phelps, Weddleton, Jones, Pease, Yoshimura, Fredrick
NAY: None

PASSED

- 1. CASE: 2010-054**
PETITIONER: Municipality of Anchorage
REQUEST: AN ORDINANCE AMENDING MUNICIPAL CODE
SECTION 21.15.134 TO ESTABLISH STANDARDS FOR THE
APPROVAL OF FRAGMENT LOTS.

By motion of the Commission, this case was heard after agenda item G(2).

The Department's proposed ordinance makes several changes to AMC 21.15.137 *Approval of plans for commercial tracts*. The following is a discussion of purpose of the proposed ordinance. First, the ordinance clarifies confusing language that exists in the current regulations. There have been instances where a recorded commercial tract has been rerecorded with changes that were not approved by the Planning and Zoning Commission or the Platting Board. This ordinance deletes confusing wording that led to the rerecording of commercial tracts.

Second, the ordinance requires that additional information be submitted with the application requesting commercial tracts. Some basic information about development is currently not required as part of the application, such as the names of all beneficial interests, elevation drawings, parking calculations, a landscape plan, and a proposed grading and drainage plan.

Third, the ordinance makes approval of commercial tracts public hearings. Currently, commercial tracts are processed as nonpublic hearings on the Platting Board's consent agenda. Since these cases are processed without a public hearing, there is little public notice or opportunity for the public to comment on these developments, which is inconsistent with the subdivision approval process.

Fourth, the ordinance adds five standards of approval for commercial tracts. Presently, commercial tracts are processed without standards, and therefore, the regulations do little to encourage good site design. A building that is surrounded by parking and has inadequate landscaping and pedestrian facilities is an example of a poor site design. The standards proposed in this ordinance come from generally accepted principles of good site design. Standard 1 makes commercial tracts subject

to subdivision agreements and the subdivision regulations. This gives the Municipal Engineer the ability to require public improvements such as streets. The Municipal Engineer already has the authority to require subdivision agreements with traditional subdivisions, but commercial tracts have been exempted. Standard 2 requires commercial tracts to be consistent with the adopted comprehensive plan. Standard 3 promotes good quality development. Standard 4 allows the Platting Board the ability to require additional landscaping where appropriate. Standard 5 requires commercial tracts to provide pedestrian circulation from buildings to the street.

FRANCIS MCLAUGHLIN presented the Staff Report and recommendations on behalf of the Municipality of Anchorage's Planning Department. The Platting Board approved the Department's version of these amendments without any changes. The Department recommended that the Commission advance the proposed revised amendments to AMC 21.15.134, *Approval of plans for commercial tracts* to the Assembly.

The Commission discussed the following topics/concerns with MR. MCLAUGHLIN:

- He noted the Department felt this section of regulations was outdated and needed updating. He indicated this section of code was a way of avoiding the traditional subdivision process with the potential for promoting poor development. MR. MCLAUGHLIN did not provide examples where a commercial tract has been re-recorded with changes that were not approved by the Commission.
- Commercial tracts are currently processed as non-public hearings on the Platting Board's consent agenda, and this ordinance will make approval of commercial tracts public hearings. Large commercial retail developments would still require Planning and Zoning Commission approval.
- There was no outreach to the commercial developers and property owners other than routing the case to municipal agencies, community councils and emails alerts for anyone who signed up on the Planning Department web page.
- AMC code citations under Section E(1) referring to subdivision regulations, public process approval of subdivisions and subdivision agreements, which staff and other departments felt were needed and most applicable to this particular mechanism.
- Whether specifying particular types of landscaping, screening and related improvements is more flexible as opposed to describing this in a more general performance way.
- Traffic Department recommendation in Section E(3), which added "based on a current approved traffic impact analysis," and when a TIA would be required.
- Concerns with whether this change in code would result in additional time and costs to developers, and in particular warranty and guaranty requirements in subdivision agreements, and impacts on commercial financing.

- Currently, the Municipality has no authority to require a commercial tract to make any public improvements.

CHAIR JONES opened the public hearing, and the following individuals testified:

MARY ELLEN TUTTELL with DOWL HKM

ROBIN WARD, Real Estate Department, Cook Inlet Region Incorporated (CIRI)

The following concerns were raised during testimony:

- Concerns with the proposed changes to the commercial fragment lot code, including circumstances when it would be appropriate and in the best interest of the applicant and the public for the Planning and Zoning Commission to act as the platting authority such as master plans, planned community districts, master development plans in areas such as the Girdwood district.
- Traffic impact analysis and proposed changes to wording to clarify when one would be required.
- How the Municipality would determine administratively whether a case would go to the Commission or the Platting Board.
- Impacts to costs and timing to the developer.
- Subdivision agreement negotiations can be lengthy and costly, and whether the requirement to have those agreements for commercial fragment lots is needed.
- Preference to have the choice to ask which board would act as their platting authority.
- Commercial fragment lot subdivisions is an effective and very efficient way to develop commercial properties with cross parking, cross access agreements, easements for utilities and storm water.
- Took applicant 120 days longer to record their plat because of the subdivision agreement and impacts and delays due to staff cuts, and added \$110,000 to their development budget with such items as bonding and warranties.
- The Department supported the changes proposed by MS. TUTTELL.

There was no further testimony, and CHAIR JONES closed the public hearing.

COMMISSIONER PHELPS moved to approve in Case 2010-054 the recommended ordinance with certain changes as follows:

change in Section 1 under AMC 21.15.134.A where it says "the platting board shall be the platting authority for all other commercial tracts" to "the platting board or the planning and zoning commission shall be the platting authority for all other commercial tracts.";

All the subsequent parts up to "action by the platting board" which is subsection B.3, change subsection (a) of that to reference the "planning and zoning commission or the platting board";

Accept all other changes up to the standards in Section (E), "a commercial tract shall", and accepts E.1 and E.2;

Change E.3 to read "provide a defined internal street system, which shall have pedestrian facilities and landscaping in accordance with the provisions of this title. Streets shall be designed to allow vehicles to travel into and within the development. Driveways shall access parking areas. Curb cuts shall be minimized.", and the sentence "based on the current approved traffic impact analysis..." would read "Streets shall be designed to allow vehicles to travel into and within the development."; and

Accepts E.4 and E.5; and add a new subsection E.6 to read "If required by the traffic engineer, a traffic impact analysis shall be provided." COMMISSIONER DEAN seconded.

COMMISSIONER PHELPS thinks that the observation that this section of code needs to be updated is really true. He has seen before the Platting Board that the types of issues that were dealt with in a commercial tract are large scale land use issues that really were not the problems of the Platting Board; they really were the problems of the Planning and Zoning Commission. The issues dealt with on the Platting Board, he thinks they dealt with effectively. He indicated the Platting Board was not the right body to deal with this. He always wondered why the Platting Authority had the responsibility for a commercial fragment lot, and he thought the answer was it was supposed to be simple, but the reality is that it is not simple. He noted that usually these are very large, significant and complex projects, and when you get a site plan for these, you will notice that they deal with all the various issues. He cannot recall which one it was they dealt with recently, but he can remember site plans that went on for 12 pages with 4 or 5 pages of staff analysis. He thinks this section of the code really needs to be updated because there are no standards. This provides standards he thinks most developers would agree to and are fairly typical standards to be applied, and he feels this needs to be modified to allow the Planning and Zoning Commission to review the larger projects. He thinks these changes will actually expedite the development of some of these projects, and ensure they are developed in a proper way. As to the issue of the subdivision agreement, COMMISSIONER PHELPS understood the concern, but did not see a way out. If you are going to acknowledge that these improvements are public improvements, even though they are privately provided, he thinks you have to have some mechanism to execute those improvements. He noted the only technique he knows is a subdivision agreement. He thinks if the Commission is going to pass something like

this, and he thinks the Commission should, then the Commission is going to have to accept the fact that a subdivision agreement is going to be the vehicle that is going to have to be used to effectuate it. For those reasons, he will support the changes to the ordinance as described.

COMMISSIONER WEDDLETON asked Staff that when this case comes back to the Commission in the form of a resolution that it includes the actual rewording of the ordinance shown, or that the ordinance be attached to the resolution. He noted the Commission approved a resolution for a childcare ordinance, which was a moot point because it had already gone through the Assembly, and the Commission was waiting to see the actual wording.

CHAIR JONES concurred with COMMISSIONER PHELPS comments. She noted with regard to subdivision agreements, we cannot fix that problem at this time, but if we do, then the community has problems with subdivision agreements, the Commission can voice their concerns as a body independent of that. She noted there would be a director's meeting on July 15, and if this is something the Commission is concerned about since there is so much being said, they can voice their opinion on it and encourage a streamlined process. She knows the Municipality is short staffed, but indicated it does not mean it is always going to be that way. She noted the process should not be so painful; and she is going to put that on the agenda for their meeting on July 15. She thinks we do need to have subdivision agreements, and she feels the Commission has an obligation to inquire about it.

AYE: Pease, Fredrick, Yoshimura, Jones, Weddleton, Phelps, Dean, Parks
NAY: None

PASSED

COMMISSIONER FREDRICK moved to postpone Agenda Items G.3, Case 2010-077 to July 19, 2010, Agenda Item G.4, Case 2010-065 to August 2, 2010, and Agenda Item G.5, Case S11812 to August 2, 2010. COMMISSIONER DEAN seconded.

AYE: Pease, Fredrick, Yoshimura, Jones, Weddleton, Phelps, Dean, Parks
NAY: None

PASSED

- 3. CASE: 2010-077 POSTPONED TO 8/2/2010**
PETITIONER: RurAL CAP
REQUEST: Zoning conditional use for severe alcohol dependent housing

4. CASE: 2010-065 POSTPONED TO 8/2/2010
PETITIONER: Snow Raven Properties, LLC
REQUEST: Zoning conditional use for allowable number of dwelling units
5. CASE: S11812 POSTPONED TO 8/2/2010
PETITIONER: Snow Raven Properties, LLC
REQUEST: Plat for review by the Planning and Zoning Commission
6. CASE: 2010-068 WITHDRAWN
PETITIONER: Matt Bobich
REQUEST: Site plan review for a storage facility
7. CASE: S11814 WITHDRAWN
PETITIONER: Matt Bobich
REQUEST: Plat for review by the Planning and Zoning Commission

H. APPEARANCE REQUEST - None

I. REPORTS

1. Chair

Director's meeting is on Thursday, July 15, 2010.

COMMISSONER FREDRICK noted there were significant changes being made in the organization of the Municipality's Public Works Division. He noted Greg Jones provided a brief power point presentation at the Home Builders Association meeting showing the new organizational chart. He indicated the intent of some of these changes is to get a better handle on private development and subdivision agreements. He will send in a suggestion for the Department to do a brief overview at that meeting.

The Commission briefly discussed the upcoming meeting on the conditional use for Karluk Manor.

2. Secretary

3. Committee

a. AMATS Committee - T. Jones, Pease

- b. School Site Selection Committee - Isham, Phelps
- c. Citizens Air Quality Committee - Pease, T. Jones
- d. Airport Master Plan Committee -
- e. Parks Planning Committee & Chester Crk Sub - Pease
- f. Title 21 Committee - T. Jones, Isham
- g. Capital Improvement Committee
- h. ARR Policy Committee - Isham

J. TITLE 21 DISCUSSION - None

K. COMMISSIONERS' COMMENTS

L. ADJOURNMENT

COMMISSIONER WEDDLETON moved to adjourn. COMMISSIONER YOSHIMURA seconded.

AYE: Pease, Fredrick, Yoshimura, Jones, Weddleton, Phelps, Dean, Parks
NAY: None

PASSED

Municipality of Anchorage

Planning Department

MEMORANDUM

DATE: July 12, 2010

TO: Planning and Zoning Commission

THRU: Jerry T. Weaver, Jr., Director

FROM: Sharon Ferguson, Senior Planner

SUBJECT: **Case 2010-075, Beach Lake Regional Draft Master Plan Update**

APPLICANT: Eagle River / Chugiak Parks and Recreation Division

RECOMMENDATION SUMMARY: Approval with conditions

Note: Please refer to the enclosed revised figures dated June 15 from Sara Wilson Doyle. Staff noted that the NW1/4 of Section 25 was mentioned in the Plan yet was not clearly shown on figures in the Plan. The revisions are meant to clarify this location and further clarify the objectives of the Public Right-of-Way Bulb Out on Figure 5.

The Eagle River / Chugiak Parks and Recreation Division requests Planning and Zoning Commission approval of the *Beach Lake Regional Draft Master Plan Update*. The Plan if approved by the Planning and Zoning Commission, will be forwarded to the Assembly for review and action with the intent to include it as an element of the Comprehensive Plan.

The Master Plan as described on page 2 outlines the organization of the plan into four chapters.

- 1) Background & Planning Process;
- 2) Existing Conditions;
- 3) General Management Plan; and
- 4) Conceptual Development Plan.

SITE:

Acres:	1750 acres including 145 acres annexed in 2007
Vegetation:	Uplands – mature mixed birch and spruce forest Lowlands – dense spruce forest

	Wetlands – sparse birch trees with moss and sedges Beach – mostly sedges with some low shrubs
Zoning:	PLI-p and PLI
Topography:	Rolling topography
Existing Use:	Public Park and facilities
General Conditions:	Class A & C Wetlands, Fire Creek, Lakes

SURROUNDING AREA ZONING AND LAND USE:

	North	East	South	West
Zoning:	T (Transition)	R-6, R-5A, PLI	R-6, PC	T (Transition)
Land Use:	Knik Arm	Open Space, Residential, Public Schools	Open Space, Residential	Open Space

BACKGROUND:

The purpose of the master plan is to “guide future recreational use, infrastructure development, and the protection of existing natural resources for the park including the NW ¼ of Section 25.”

The Update replaces the 1973 *Beach Lake Regional Park Master Plan*. The 1973 Plan was not an adopted element of the Comprehensive Plan. Beach Lake Park serves a regional population of approximately 35,000 residents and the park constitutes a large percentage of the municipal parkland set aside to serve this growing regional population. The Plan addresses both current needs and anticipated community recreational needs in the future.

An update to the 1973 master plan was undertaken for several reasons:

- 1) The 1973 plan is significantly outdated – facilities such as the Wilderness Lodge and two small cabins, Musher’s Club House, and the Ski Chalet have been constructed in recent years yet were not part of the 1973 plan.
- 2) Additional land (145 acres) was acquired in 2007 – NW 1/4 of Section 25. The plan considers the integration of this acreage into the Park. The parcel also has long-standing subsurface gravel extraction rights owned by the Alaska Department of Transportation. The Plan reads “Many interests hope

that this update can provide a clearer understanding of Beach Lake Park as a whole, and articulate community desires for future recreational and natural values associated with the parkland to consider as extraction moves forward.”

- 3) The Park constitutes approximately 70% of Chugiak-Eagle River’s municipal parkland. Planning is needed to decide how this regional park can serve a growing population’s recreational needs into the future.

Further, the Eagle River/Chugiak Park and Recreation Division determined that “prior to proceeding with any new development within Beach Lake Regional Park a master plan update must be conducted to determine appropriate uses with greater specificity than is provided by previous studies”.

The park area consists of 1750 acres including 145 acres annexed in 2007, referred to as the NW ¼ of Section 25.

Existing land uses include public facilities such as the Beach Lake Ski Chalet, ADA Public Use Lodge & Cabins, the Musher’s Club House, dog mushing trails, nordic skiing trails, and lake recreation.

The Master Plan will be an element of the 2006 *Chugiak-Eagle River Comprehensive Plan Update*.

SURROUNDING LAND USES:

Bordering Beach Lake Park to the south is Eklutna’s future Powder Reserve Development with an approved master plan allowing 1500 new homes. To the east is another large Eklutna parcel which could also support residential development. Fort Richardson Military Reservation lies to the west. Cook Inlet - Knik Arm is to the north.

COMMUNITY INVOLVEMENT:

The planning process “integrated a strong public involvement component, including Community Council presentations, public meetings, a Beach Lake Park Master Plan Citizens Advisory Committee, and ongoing input and involvement by park users, community members, and neighbors.”

The draft master plan has been formally adopted by the Eagle River/Chugiak Parks & Recreation Board of Supervisors.

GENERAL MANAGEMENT PLAN & CONCEPTUAL DEVELOPMENT PLAN:

Based on input from public workshops, Community Councils, the Citizen Advisory Group, the consulting team developed the Conceptual Development Plan. The land use recommendations contained in the Development Plan were

based on the management intent described in Chapter 3. General Management Plan. In Figure 5, Recreation Intensity Designations & Park Access - the Park is divided into four recreation intensity zones – High Intensity During Peak Events; Moderate Intensity; Low Intensity; and Very Low Intensity. The management intent addresses levels of use and management needs for each designated zone and also highlights locations where access deterrents will or may be needed to protect the safety and compatibility of future uses.

The General Management Plan discusses pre-planning steps for specific projects on pages 30 and 32. As described, public input is not sought until the design process begins. It may be more useful to obtain public feedback early in the process at the go/no go step. By the time the design process begins there has already been significant effort and funding allocated for land surveys, utility locates, soil borings, and an environmental impact review if the project is located in a very low intensity zone.

The step describing the environmental impact review process includes the following statement “Development is conditional on a general understanding of potential impacts to wildlife, vegetation, and viewsheds; and on reasonable findings that impacts will not seriously detract from the natural resource, or can be easily mitigated.” Not clearly explained is whether this applies only to Very Low Intensity Zones or all four intensity zones.

CAPITAL IMPROVEMENT PLAN:

The Capital Improvement Plan (CIP) is discussed on page 38 and acknowledges that it is a “loose framework for future development costs” due to unknowns concerning population growth, demand for recreation, and resources available for implementation. The CIP also acknowledges that “much of the decision making about development timing, and priority needs will be left up to future generations of community members and Parks Boards of Supervisors, particularly in terms of deciding when investment is warranted for larger park improvement projects.” A Phasing Plan outlines a three-phase plan for 2010 – 2030 and identifies desired improvements and rough cost estimates.

AGENCY COMMENTS:

Addressing

- 1) Occasionally, Beach Lake Road is mistakenly referred to as “Beach Lake Park Road” – see pages 21 & 22.
- 2) The private road leading west from Beach Lake Road to Psalm Lake was named *David Blackburn Road* in 2002.

Private Development Review

Road lanes are 12 feet wide, but there are no shoulders. Private Development recommends that the Master Plan authors contact Fire Prevention to confirm that this provides adequate passing width for fire fighting equipment.

Flood Hazard Review

Portions of this lot are located in the floodplain as determined by the Federal Emergency Management Agency. A Flood Hazard permit is required for any construction in the floodplain.

DISCUSSION:

The Department finds that the proposed master plan update is consistent with the Natural Environment and Parks, Open Space, Greenways and Recreation Facilities goals and objectives of the 2006 *Chugiak-Eagle River Comprehensive Plan Update*.

The Department further finds that the master plan update reflects wide community involvement and the update is a testament to a cadre of park enthusiasts whose dedication shaped the final plan.

RECOMMENDATION:

The Department recommends approval of the *Beach Lake Regional Park Master Plan Update*, dated April 12, 2010, subject to addressing the issues outlined below.

1. Chapter 3. General Management Plan - consider seeking public input early in the planning process at the go/no go step rather than waiting until the design process begins.
2. Clarify whether the environmental impact review process described in Chapter 3. General Management Plan applies only to Very Low Intensity Zones or all four intensity zones.
3. Provide graphic modifications to the following.
 - a. The figure on page 8 (Chugiak Eagle River's Largest Public Parks) should be given a Figure number.
 - b. The boundary lines of Community Councils are difficult to read.

- c. The color of Existing/Planned Trails disappears against the lighter green State Park background.
 - d. The dark fuchsia color is shown on the map but not identified in the legend.
4. Provide graphic modifications to Figure 2 as follows.
- a. The legend color for Planned Extraction Area is a dark gray color but the color on the map is lighter. It can easily be confused with the Wetland Type C color.
 - b. The railroad line should be a heavier weight.
5. Provide graphic modifications to Figure 3 as follows.
- a. Label the three lakes.
 - b. The colors for Electrical Line/Easement and existing and future roads are too similar. Provide a different color for one of these for clearer differentiation.
6. Provide graphic modifications to Figure 4 as follows.
- a. The color of the freeway in the legend is red yet is orange on the map.
 - b. There is a red dashed line with an arrow on the map that is not identified in the legend.
 - c. Sled dog trails are shown as green dashed lines in the legend but are two different colors on the map.
 - d. The railroad line should be a heavier weight.
 - b. The legend symbol for "Industrial" is very difficult to read on the map.
7. Provide graphic modifications to Figure 5 as follows.
- a. Verify whether the red lines on the map representing Neighborhood Collector are correct. These may be either incorrect or represent future access and therefore should be dashed lines.
8. Provide graphic modifications to Figure 6. Beach Lake Park Conceptual Development Plan as follows:

- a. Better match colors on plan with colors in legends, for example the color in the legend for Beach Lake Day Use Area w/Restrooms is a darker purple than the referenced area south of Beach Lake.
 - b. The legend symbol for the NW1/4 Section Footpath - the yellow color is difficult to read and the symbol appears as hatch marks in the legend yet appears as dots on the Plan.
 - c. Label Dee Lake.
 - d. The color for Trail Relocation is not readily recognizable; consider a more distinctive color difference.
 - e. Park boundary line should be bolder.
 - f. There are four asterisks on the map without explanation in the legend.
 - g. More closely match the legend color for Class A Wetlands with the map color.
9. Addressing corrections:
- a. correct references to "Beach Lake Park Road" on pages 21 and 22.
 - b. The private road leading from Beach Lake Road to Psalm Lake was named *David Blackburn Road* in 2002.
10. Correct typographical errors in the text.