

# Chugiak-Eagle River Comprehensive Plan Update

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December 2006



Planning Department  
Municipality of Anchorage



# CHUGIAK-EAGLE RIVER COMPREHENSIVE PLAN UPDATE

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Prepared by the  
Physical Planning Division  
Planning Department



Municipality of Anchorage  
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## INTRODUCTION

Chugiak-Eagle River is a unique, dynamic community. Over the past half-century, it has experienced continuing population growth and change. In response to rapid change, the community initiated development of its first comprehensive plan in the mid-1970s. The *Eagle River-Chugiak-Eklutna Comprehensive Plan* was adopted in 1979, providing direction for development decisions and future growth in the Chugiak-Eagle River area.

A new *Chugiak-Eagle River Comprehensive Plan* was adopted in 1993. That plan also responded to growth and change in the community, and represented an expression of community intentions and aspirations for its future.

The comprehensive plans of Chugiak-Eagle River, Girdwood, Turnagain Arm, and the Anchorage Bowl make up the Municipality's Comprehensive Plan. Municipal code provides a process for re-evaluating and revising these plans. The code requires that a comprehensive plan be reviewed and revised every 20 years.

The code also requires a re-evaluation of the major trends and policies of a comprehensive plan 10 years from the time of its initial adoption. If major deviations from those trends anticipated in the initial plan are not identified, a complete revision of the plan is not required. If major deviations are noted in the re-evaluation, a revision of the plan is warranted and shall be initiated. Plans may also be reviewed and amended for consistency with current land use decisions and other factors.

A re-evaluation of the 1993 *Chugiak-Eagle River Comprehensive Plan* was prepared in June 2005. That report evaluated major trends in population, demographics, employment, land use and housing, and compared the 1993 Plan projections with more recent data. The re-evaluation did not find major deviations from the 1993 Plan, so a complete revision was not anticipated.

The Chugiak-Eagle River community requested the 1993 Plan be updated prior to the adoption of revised land use regulations (Title 21) for the Municipality, so that new information and/or new recommendations could be considered and incorporated in the revised regulations where appropriate.

The municipal Planning Department worked with a Citizens' Advisory Committee during 2005 and 2006, focusing on an update of the 1993 Plan's Guidelines for Growth, Land Use Plan, and Implementation components.

This Comprehensive Plan Update provides a summary of the re-evaluation of the 1993 Plan in the Community Overview chapter, which includes updated population, employment and housing projections for 2025.

The Guidelines for Growth chapter includes updated goals, objectives, policies, and strategies that will help set the direction for development in Chugiak-Eagle River.

The Land Use Plan chapter provides an updated Land Use Plan map that lays out the preferred land development pattern for the next 20 years. It also provides the basis for determining the size and location of various public facilities and services that will be needed to serve the area in the future.

The Implementation section lists recommendations for implementing the Plan Update and includes an action plan that prioritizes the implementation measures. The process for Plan revision and amendment is described in the last chapter.

Appendices in this document include a summary of the methodology used to project future land requirements, and a list of Citizens' Advisory Committee members and meetings.

The 2006 Comprehensive Plan Update is not a radical change from the 1993 Plan. It shares many of the same community intentions and aspirations. As with the 1993 Plan, the 2006 Plan Update continues to apply the simple logic that it is wise to look ahead, to anticipate rather than to react, to coordinate rather than to compete, and to make decisions that are based on community objectives.

## Vicinity Map



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## COMMUNITY OVERVIEW

A re-evaluation of major trends, assumptions and projections of the 1993 Plan was completed in June 2005. This section of the Comprehensive Plan Update highlights the trends in population, demographics and land use patterns in Chugiak-Eagle River since the 1993 Plan was adopted. Updated projections for future population, employment, land use and housing are provided. These projections form the basis for evaluating community growth and estimating future land demands and development characteristics, and for updating the Guidelines for Growth and the Land Use Plan map.

### POPULATION

Population growth is a basic component of future growth, creating demands for housing, as well as public facilities and services.

#### POPULATION TRENDS

In 1990, the community of Chugiak-Eagle River had a population of 25,324. The 1993 Plan projected the population would be 33,815 in 2000 and 46,152 in 2010, or 13% and 15% respectively of the overall municipal population. These projections represented a healthy annual growth rate of 3%, without applying excessive pressure on public facilities and services.

The actual 2000 census population was 29,917, about 11.5% of the total 2000 municipal population compared to the 13% predicted in the 1993 Plan. This reflects a slower annual growth rate (closer to 2%) than anticipated.

A report published by the *Alaska Star* in 2005 calculated a growth rate closer to 3% in Chugiak-Eagle River between April 1, 2000 and January 1, 2005, with an area population of 34,100 or 12.1% of the overall municipal population.

While growth occurred throughout the community, in 2000 the Eagle River Valley community council area had the largest population of all council areas and the largest population increase between 1990 and 2000, when the number of residents rose 26%, from 9,737 to 12,319. However, this increase is significantly less dramatic than the change between 1980 and 1990 when that area added 6,000 residents and grew from 3,731 to 9,737, a 160% increase.

The growth rate varied in other community council areas. Chugiak had a 14% population increase, adding almost 900 new residents between 1990 and 2000. (This tally includes Peters Creek and Eklutna Valley.)

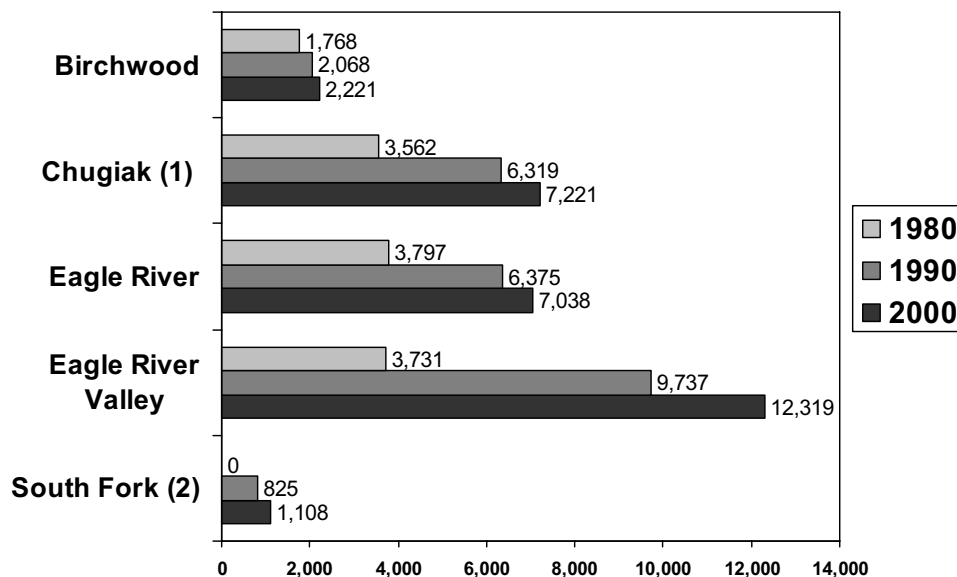
Eagle River added 660 new residents, a 10% increase from 1990 to 2000. As in 1990, about half the community's population was split between Eagle River and Chugiak in 2000.

South Fork only added 300 new residents between 1990 and 2000, but this 34% increase was the highest overall rate of population increase in the community.

Birchwood grew by approximately 7%, adding 153 new residents. Birchwood and South Fork remain the community's least populated areas. (Eklutna Valley is a sparsely populated area, but its growth rate is included in the Chugiak total.)

Figure 1 illustrates Population by Community Council. (Note: Community council boundaries were revised in 2003. The 2000 population data is based on the old boundaries to allow a direct comparison with the 1990 numbers. The revised council boundaries are shown on the Community Council Areas map.)

**Figure 1**  
Population by Community Council



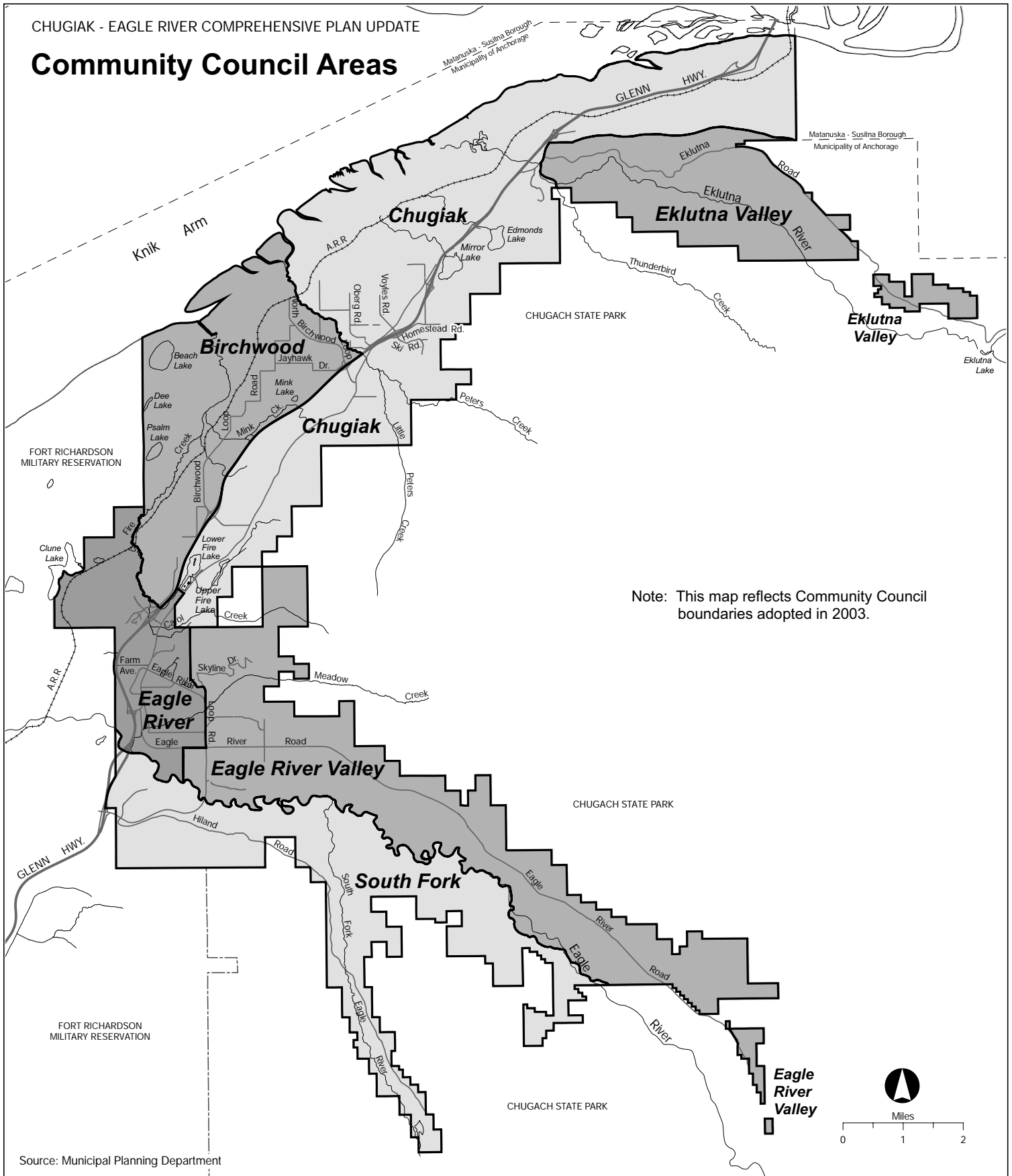
Source: MOA Planning Department and U.S. Census Bureau. Does not reflect 2003 Community Council boundary changes. (1) Includes Peters Creek & Eklutna Valley. (2) 1980 population included in Eagle River Valley total.

## POPULATION COMPOSITION

Population composition affects the types of services needed and the land area required to accommodate a given population level. Key characteristics such as age, household size and income are indicators of future growth and service needs.



## Community Council Areas



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In 1980, the median age in Chugiak-Eagle River was 26.3, increasing to 30.7 in 1990. According to the 2000 census, the average age in Chugiak-Eagle River increased to 34.2, bringing it closer to the national average of 35.3 than Anchorage overall at 32.4.

The 65-and-over age group increased slightly between 1990 and 2000, from 3% to 3.5% of the total population. This trend was predicted and is expected to continue as the population ages and more people decide to reside permanently in Chugiak-Eagle River.

At the same time, there are fewer children under 18 living in the area, down from 35% in 1990 to 31% of the population in 2000. This may be partly due to people having fewer children or having children later, an aging resident population, and/or young families moving to the Matanuska-Susitna Valley where housing costs are lower.

The average household size in Chugiak-Eagle River decreased from 3.08 in 1990 to 2.9 in 2000. This trend was predicted in 1990 and is expected to continue.

Residents in Chugiak-Eagle River still have significantly higher incomes on average than the rest of the Municipality. In 2000, the median household income for Chugiak-Eagle River was \$68,652 compared to the Municipality at \$55,546. The percent of impoverished citizens is also significantly less, with only 2.9% living below the poverty line in 2000, versus 7.3% of the overall Municipality.

The community's population is also becoming more educated with 37% having a bachelor's or more advanced degree in 2000 compared to 29% in 1990, which was also the overall rate for the Municipality in 2000.

Minorities are still less well represented in Chugiak-Eagle River than in the overall Municipality. Local residents are predominately white, although there appeared to be a slight increase in the percentage of minorities in 2000. In 1990, minorities made up less than 10% of the Chugiak-Eagle River population, but in 2000 the percentage was approximately 13%, with the largest groups being Alaska Native/Native American and Hispanic.

The number of people born in Alaska and living in Chugiak-Eagle River increased from 24% in 1990 to 27% in 2000. This number is lower than the 32% of Alaskan-born residents in the overall Municipality, and is significantly lower than the rest of the country where 60% of people live in their birth state.

As Chugiak-Eagle River continues to grow and more land is developed, some population characteristics may change. If residential densities continue to increase in some areas, more of the local population may become more urban/suburban than rural in character. However, with continued emphasis on a

rural lifestyle, physical constraints on some land development, and distance from major employment centers, many areas will continue to reflect a social character similar to that of the existing population.

## **FUTURE POPULATION**

As part of the Comprehensive Plan Update, revised population projections for Chugiak-Eagle River have been prepared for 2010, 2020 and 2025. Because calculating these projections is tied to future population trends in Anchorage, forecasts for Chugiak-Eagle River are based on projections for the entire Municipality.

The University of Alaska's Institute of Social and Economic Research (ISER) prepares population projections for the Municipality. These forecasts are drawn from employment estimates modeled on assumptions of statewide economic activity.

According to the *Alaska Star* calculations, Chugiak-Eagle River had 34,100 residents in early 2005, about 12% of the overall municipal population. Based on past trends, Chugiak-Eagle River is projected to increase this percentage.

Using historical growth trends with ISER's November 2004 data, the revised population projection for 2010 is 38,168 based on 13% of the overall municipal population. For 2020, the projection is 14% of the overall population at 46,144, which is essentially equal to the 1993 Plan projection of 46,152 for the year 2010.

For 2025, the projection is 15% of the overall municipal population or 52,695. This 2025 projection is almost the same as the *Anchorage 2020/Anchorage Bowl Comprehensive Plan* projection for Chugiak-Eagle River in 2020 (52,617). The 2025 population projection was used to estimate land demand for future housing in Chugiak-Eagle River.

These projections represent a slightly slower growth rate than was projected in the 1993 Plan—about 2% compared to 3% then. (Table 1 illustrates past and projected population data.)

**Table 1**  
**Past and Projected Population**  
**Municipality of Anchorage and Chugiak-Eagle River 1960-2025**

Year	Municipality of Anchorage		Year	Chugiak-Eagle River	
	Number	% change		Number	% of total
1960	82,833		1960	2,229	2.7
1970	126,385	52.6	1970	5,832	4.6
1980	174,431	38.0	1980	12,858	7.4
1985	248,263	42.3	1985	25,067	10.1
1990	226,338	-8.8	1990	25,324	11.2
2000	260,300	15.0	2000	29,917	11.5
2005	281,500	8.1	2005	34,100	12.1
2010	293,600	4.3	2010	38,168	13.0
2020	329,600	12.3	2020	46,144	14.0
2025	351,300	6.6	2025	52,695	15.0

Sources: U.S. Census Bureau, MOA Planning Department, and Institute of Social and Economic Research, University of Alaska

## EMPLOYMENT

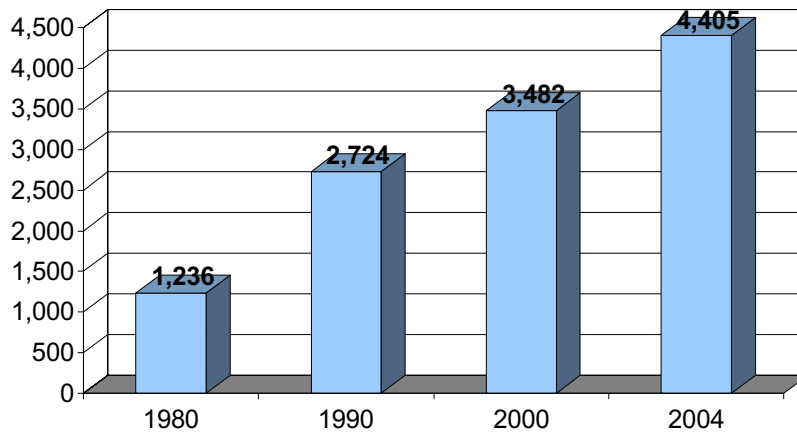
### EMPLOYMENT TRENDS

The economic base of Chugiak-Eagle River is still primarily local serving with most employed residents traveling to Anchorage to work. However, local employment is expanding as the population grows and the demand for goods and services increases. Historic trends show employment increases from 10% of the population in 1980 to 11% in 1990 and 11.6% in 2000, and up to 12.9% in 2004.

The unemployment rate has continued to drop, from 6.86% in 1989 to 5% in 2000, which is lower than the overall 2000 municipal rate of 6.8%.

Local employment increased from 2,724 in 1990 to 3,482 in 2000 and 4,405 in 2004. With the addition of almost 1,000 new jobs, the growth rate between 2000 and 2004 is the fastest rate since the 1980s rapid growth period. (See Figure 2.)

**Figure 2**  
**Employment Trends**  
**in Chugiak-Eagle River**



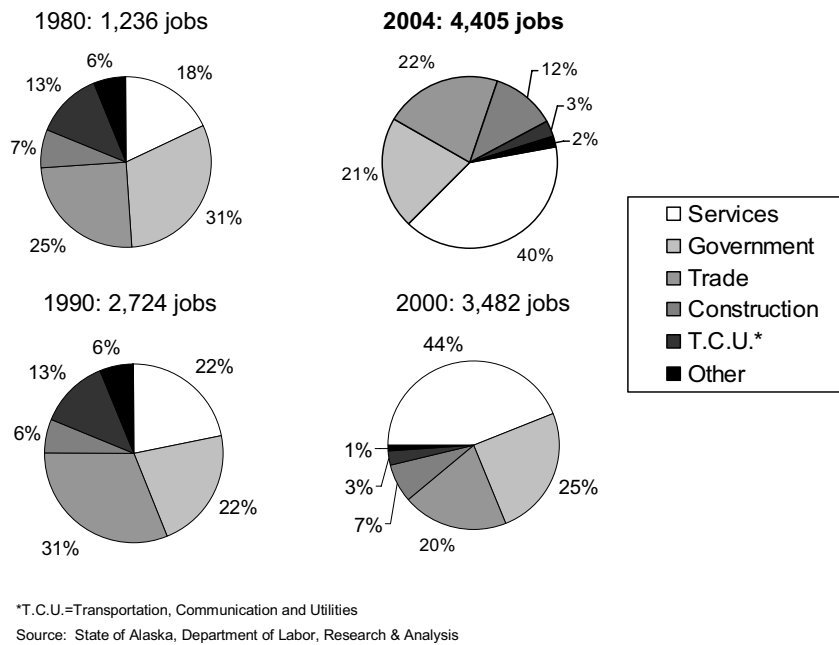
Source: State of Alaska, Department of Labor, Research & Analysis

## **EMPLOYMENT COMPOSITION**

The opening of Wal-Mart and Fred Meyer stores account for a portion of recent employment growth in Chugiak-Eagle River, with the remaining attributed to slight increases in all employment categories. The service industry, which includes personal, business, health, and recreation components, makes up 40% of employment, surpassing trade as the leading employment sector. Trade, mainly retail, is now the second leading employment sector at 22% and government is third at 21%, almost all of which is the Anchorage School District.

Construction employment also made a jump from 6% in 1990 to 12% in 2004, although part of this increase can be attributed to construction company headquarters locating in Chugiak-Eagle River, and not actual construction happening here. Figure 3 shows employment composition information for 1980, 1990, 2000 and 2004. (Note: The system for categorizing employment has changed since 1990, so an attempt was made to sort more recent data supplied by the Alaska Department of Labor into similar categories. Some numbers may be slightly different than they would have been using the exact same data sets.)

**Figure 3**  
Employment Composition



## FUTURE EMPLOYMENT

Historic trends show that local employment has increased over time. The percentage of local employment grew from 10% in 1980 to almost 13% in 2004, a modest growth rate typical for a bedroom community.

Based on these trends, it is reasonable to assume that by the year 2010 employment will equal 13% of the population, 14% by 2020, and 15% by 2025. Using this methodology, there would be a total of 7,904 jobs in Chugiak-Eagle River by the year 2025, which is slightly less than double the current employment number. This growth pattern is supported by the community's desire to retain a predominately local-serving economic base.

## LAND USE

Existing land use patterns play an important role in planning for the future. The following information is based on an inventory of current land use in Chugiak - Eagle River that was completed during 2004 and 2005. Information on vacant land suitability is based on computer analyses performed in 2005.

### OVERALL PATTERNS AND TRENDS

Land use patterns in Chugiak-Eagle River have not changed significantly over the last 15 years. The area remains largely a residential community with a mix of rural and suburban development. However, as the area becomes more populated, higher density urban development is occurring in some areas.

The overall area of Chugiak-Eagle River includes more than 40,000 acres, or about 65 square miles. Almost 40% is developed or committed to use. About 60% of the land is undeveloped, although much of this land is unsuitable for development.

The ratio of existing land uses in 2005 has not changed significantly since 1987, when the last inventory was done. (See Table 2.) Although it appears that industrial use has increased substantially, most of the increase is due to different land use classifications than those used in 1987. Residential land use continues to predominate at 46% of the developed area.

**Table 2**  
Existing Land Use

#### 1987

Land Use	Acreage	% of total
Residential	5,666	45
Commercial	265	2
Industrial (1)	165	1
Institutional (2)	1,077	9
Parks	2,303	18
Transportation	3,181	25
<b>TOTAL</b>	<b>12,657</b>	<b>100</b>

#### 2005

Land Use	Acreage	% of total
Residential	7,675	46
Commercial	306	2
Industrial (1)	1,007	6
Institutional (2)	1,160	7
Parks	2,687	16
Transportation	3,917	23
<b>TOTAL</b>	<b>16,752</b>	<b>100</b>

Source: MOA Planning Department

(1) 2005 acreage includes landfill, and water and wastewater treatment plants

(2) Includes airport use



Commercial development has increased in the area but still accounts for only 2% of total land use. The increase is largely due to the addition of Wal-Mart and Fred Meyer retail stores. Commercial activity continues to be primarily local serving, with most development concentrated in or near downtown Eagle River. Parks, transportation and institutional uses occupy almost half of all developed land in Chugiak-Eagle River.

Almost 29,000 acres of land or approximately 70% of the total area in Chugiak-Eagle River was undeveloped in 1991. Since then, about 3,200 acres have been developed, with the vacant land supply dropping to 25,617 acres in 2005. This still represents over 60% of the total land area. A computer analysis of vacant land suitability indicates there are 7,781 acres of suitable land, 10,947 acres of marginally suitable land, and 6,889 acres of land unsuitable for development. (See Table 3.)

Land is considered unsuitable for development in bedrock areas, preservation wetlands, floodplains and coastal marshes, areas with slopes of greater than 45%, and high avalanche hazard areas. Marginally suitable lands are those that are considered alpine areas, conservation (permit review) and developable wetlands, areas with slopes of 25% to 45%, and moderate avalanche hazard areas. All other land not identified as environmentally sensitive is considered suitable. The Vacant Land Suitability map identifies these categories areawide.

The Sub-Areas Map identifies areas that were used to analyze land use and vacant land data in Table 3. The sub-area boundaries are not the same as community council areas. The sub-areas were delineated to compare 2005 suitability data with the 1991 analysis provided in the 1993 Plan.

There are wide variations in the proportions of suitable, marginally suitable and unsuitable land among the various sub-areas. For example, 63% of the vacant land in Birchwood is suitable and only 18% is unsuitable. In South Fork, on the other hand, 68% of the vacant land is marginal, with only 10% considered suitable for development. As in 1991, the Eklutna sub-area in northern Chugiak-Eagle River includes the largest amount of vacant suitable land.

**Table 3**  
Vacant Land Suitability by Sub-area

**1991**

Sub-area	Suitable	Marginal	Unsuitable	Total
Birchwood	2,264	701	599	3,564
Chugiak	830	798	817	2,445
Eagle River	256	907	337	1,500
Eklutna	2,664	2,985	3,365	9,014
Eagle River Valley	969	2,292	683	3,944
Peters Creek	1,542	1,311	597	3,450
South Fork	656	3,286	1,021	4,963
<b>Total</b>	<b>9,181</b>	<b>12,280</b>	<b>7,459</b>	<b>28,880</b>

**2005**

Sub-area	Suitable	Marginal	Unsuitable	Total
Birchwood	1,968	593	557	3,118
Chugiak	752	745	695	2,192
Eagle River	144	875	310	1,329
Eklutna	2,576	3,254	3,204	9,034
Eagle River Valley	616	2,038	756	3,410
Peters Creek	1,266	392	399	2,057
South Fork	459	3,050	968	4,477
<b>Total</b>	<b>7,781</b>	<b>10,947</b>	<b>6,889</b>	<b>25,617</b>

Source: MOA Planning Department

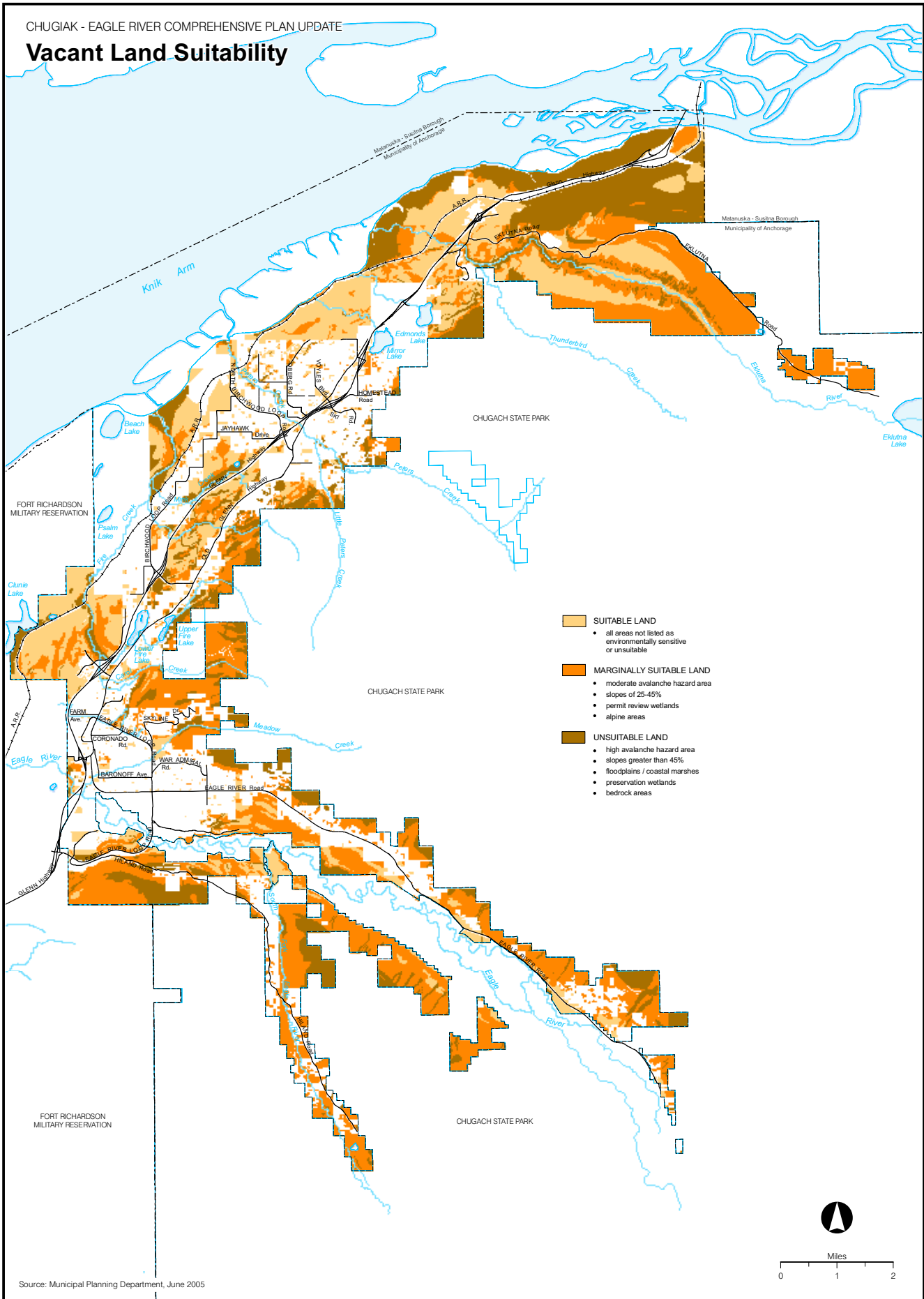
## FUTURE LAND USE NEEDS

The land use patterns in Chugiak-Eagle River have remained generally the same over the last 15 years and, for the foreseeable future, it appears the community will continue to grow in the same manner. Outlying rural areas will remain primarily large-lot, single-family residential, while the central Eagle River area will expand with smaller lot subdivisions, with some new multi-family.

As the population continues to grow, there will be a corresponding increase in the demand for commercial services. However, the area is expected to remain a bedroom community with smaller-scale commercial that is more local serving than regional. Existing vacant and underdeveloped commercial property may accommodate much of the community's near-term requirements.

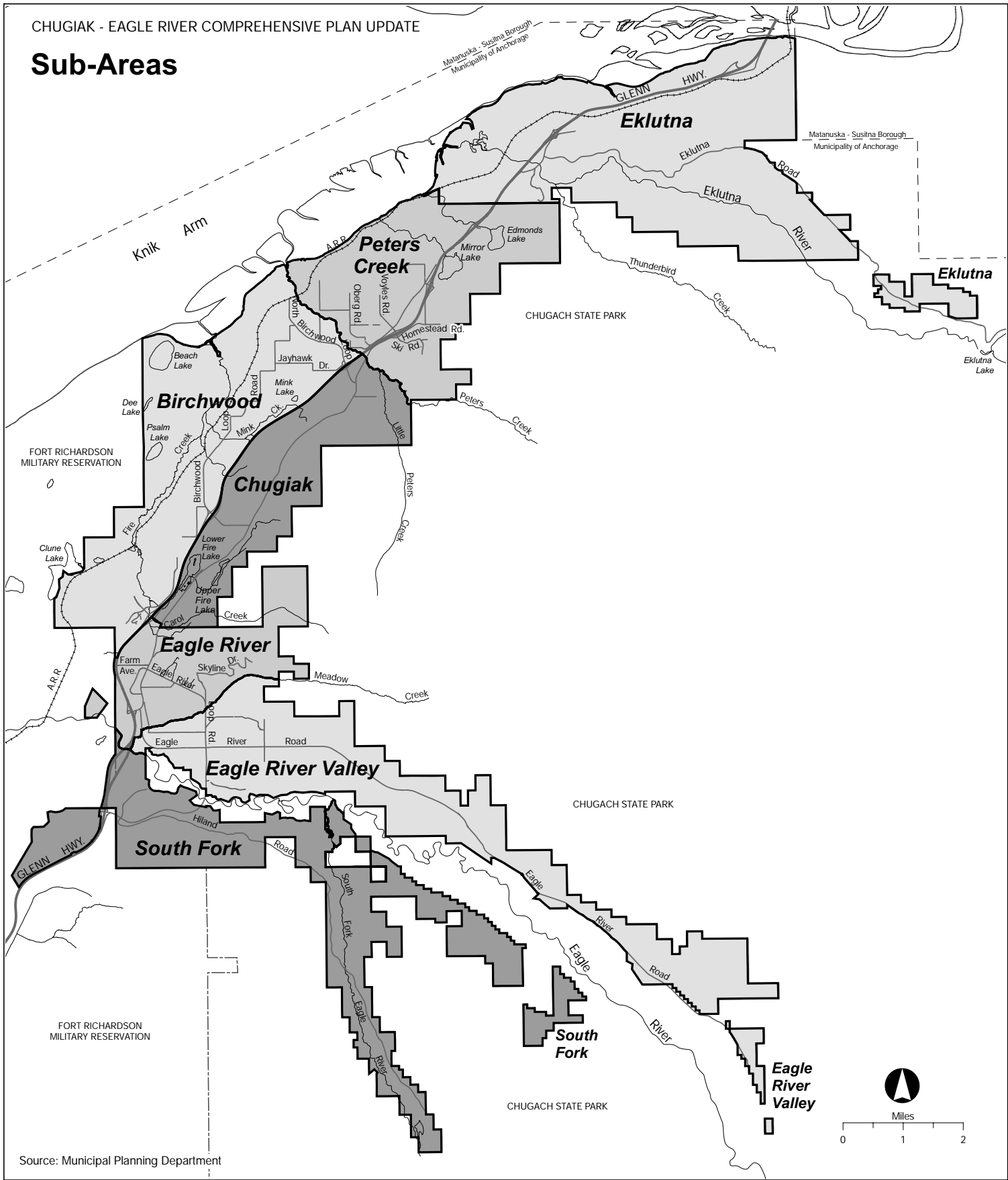
The demand for industrial space may also increase, particularly for land that is centrally located and suitable for smaller industrial operations. The largest vacant industrial area is a single parcel adjacent to Birchwood Airport.

# Vacant Land Suitability



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# Sub-Areas



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Future land demand was calculated based on population and employment projections. For the Land Use Plan map update, land uses were allocated based on existing patterns and with direction from the Guidelines for Growth. In allocating land use to meet land demand, 100% of vacant suitable land and 66% of vacant marginally suitable land were considered available for development.

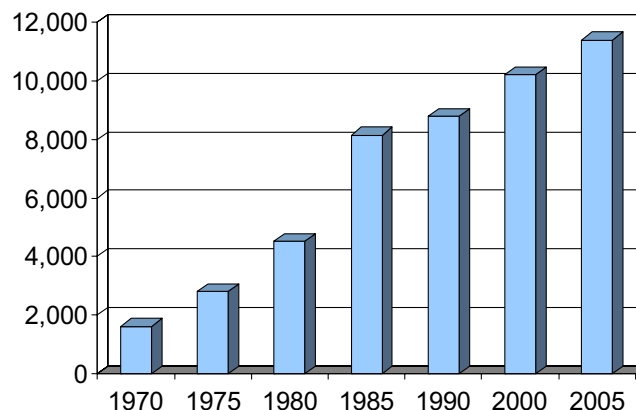
## HOUSING

A housing supply that meets the needs of a growing community is one of the major concerns of a comprehensive plan. As Chugiak-Eagle River grows, a greater variety of housing needs will have to be satisfied.

### HOUSING TRENDS AND CHARACTERISTICS

The number of housing units in Chugiak-Eagle River almost doubled between 1980 and 1990 because of a rapidly growing population and increased demand for new housing in the Municipality. The growth rate between 1990 and 2000 was considerably slower, with only 1,400 new housing units added. This is a slower than expected growth rate, also reflected in the population growth of Chugiak-Eagle River during this time. However, recent numbers indicate the housing growth rate has increased again—about 1,600 units were built in the 5 years between 2000 and 2005, more than were built in the previous 10 years. Figure 4 illustrates housing stock growth over the last 35 years.

**Figure 4**  
Housing Stock Trends  
Chugiak-Eagle River 1970-2005

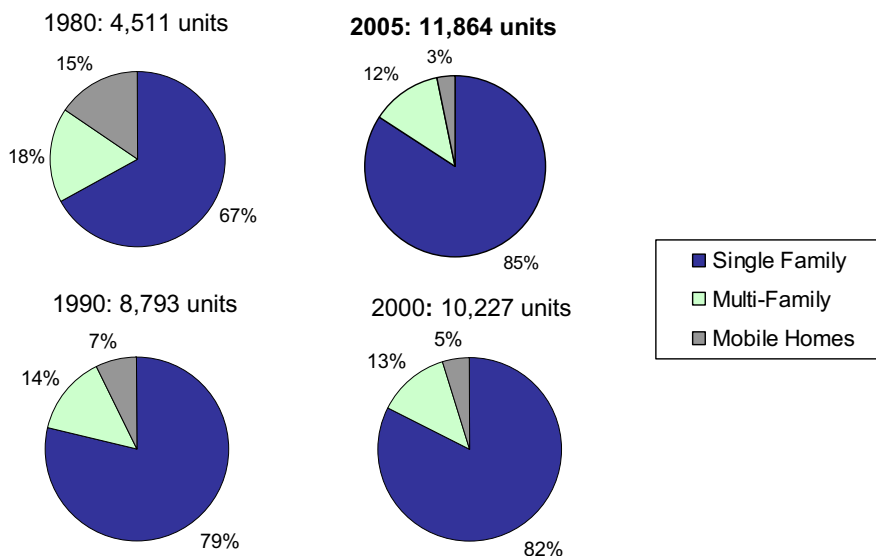


Source: U.S. Census Bureau and MOA Planning Department

Figure 5 illustrates that the housing stock is still predominately single-family, typical for a rural-suburban community. A relatively small number of multi-family units were built between 1990 and 2000, and the percentage of multi-family units fell from 14% in 1990 to 13% of the overall housing market in 2000, and to 12% in 2005. This ratio is likely to stay fairly stable, and it is not expected that multi-family will increase to more than 15% of the overall housing market. The ratio of multi-family may actually decrease from the current 12% share, depending on development trends in the community over the next 20 years. The 1993 Plan projected an 85/15 ratio of single-family to multi-family housing to meet the needs of a more diverse community.

The number of mobile homes dropped dramatically in the last 25 years, making up only 3% of the housing stock in 2005 compared to 7% in 1990 and 15% in 1980. This change has occurred as older mobile homes on individual lots have been replaced by other types of housing.

**Figure 5**  
Housing Stock by Structure Type



Source: U.S. Census Bureau and MOA Planning Department

The existing housing stock in Chugiak-Eagle River has a very high proportion of single-family, owner-occupied units. The ratio in 2000 was 80% owner-occupied versus 20% rental units, up from a 70/30 ratio in 1989. This is reflected across the Municipality, where the ratio was also up 10% (from 50% owner-occupied to 60%). Home ownership patterns may also be changing as attached, single-family style developments continue to offer an affordable option for some. Nevertheless, in the future, Chugiak-Eagle River may need more apartment or other multi-family



housing to accommodate young, single people, and to create more affordable housing for low- to moderate-income families. As the idea of the “typical family” changes, it is important for the community to provide housing options for all of its residents.

Vacancy rates were up slightly in Chugiak-Eagle River from 3% in 1990 to 3.4% in 2000. A 3% vacancy factor is an acceptable indicator of a healthy community. The Municipality as a whole had a vacancy rate in 2000 of 5.5%, an increase from 5% in 1990.

## **FUTURE HOUSING NEEDS**

In 2005, ISER reported that the average household size in Alaska has been declining as it has in the rest of the nation due to the increase in the proportion of single-parent households, non-related adult households, and elderly households. ISER projected that the average household size in Alaska will continue to decline, but at a much slower rate than in the past.

Statewide, ISER forecasts a 5.84% decrease in average household size, from 2.74 to 2.58 persons per household from 2000 to 2025. If the Municipality reflects the statewide trend, the average household size could decline from 2.67 to 2.51 persons per household by 2025. Assuming an equivalent rate of decrease, the 2025 household size in Chugiak-Eagle River would be 2.82 persons.

Based on an average household size of 2.8 persons, and including a 10% overage factor, Chugiak-Eagle River will need about 7,300 new housing units by 2025. Coincidentally, this is the same number of projected new units forecast in the 1993 Plan for the projected 2010 population.

An analysis of future residential growth compared land capacity under existing zoning conditions with land capacity as proposed on the Land Use Plan map. The analysis found the build-out capacity under existing zoning was very similar to that envisioned by the Land Use Plan map. Both scenarios demonstrate an adequate land supply to meet the housing needs of projected population growth through 2025 and beyond. The methodology used for incorporating the projected demand for housing into development of the Land Use Plan map is outlined in Appendix A.

## **PUBLIC FACILITIES AND SERVICES**

This Comprehensive Plan Update does not include the complete menu of public facilities and services addressed in the 1993 Plan. However, the updated Guidelines for Growth provide direction for these community needs and the revised Implementation chapter recommends strategies for addressing most of the components. Only Education and Water and Wastewater are addressed in this Plan Update.

## EDUCATION

The Anchorage School District prepares updated student enrollment projections as part of its annual capital improvement planning. Past, present and projected capacity levels for public schools in Chugiak-Eagle River are shown in Table 4.

**Table 4**  
**School Enrollment Capacity Trends**

<b>School</b>	<b>% Capacity 1990</b>	<b>% Capacity 2006</b>	<b>% Projected Capacity 2011-12</b>
Alpenglow Elementary	-	87	91
Birchwood ABC	85	69	86
Chugiak Elementary	111	100	99
Eagle River Elementary	131	74	65
Fire Lake Elementary	109	69	72
Homestead Elementary	89	76	76
Ravenwood Elementary	111	95	107
<b>Total Elementary School</b>	<b>106</b>	<b>81</b>	<b>85</b>
Gruening Middle	102	92	77
Mirror Lake Middle	-	76	76
<b>Total Middle School</b>	<b>102</b>	<b>84</b>	<b>77</b>
Chugiak High	89	78	78
Eagle River High	-	89	83
<b>Total High School</b>	<b>89</b>	<b>84</b>	<b>81</b>

Source: Anchorage School District, January 2007

In the 1993 Plan, the School District identified the future need for three more elementary schools and another high school. A new high school opened in Eagle River in 2005 and a potential elementary site has been reserved in the Eklutna Powder Reserve development area. Two other areas for possible elementary sites were identified in the 1993 Plan—in the central and northerly portions of the community.

Based on a projected population of 52,695 by 2025, the Chugiak-Eagle River area may see K-12 student enrollment increase from about 6,100 in 2005 to almost 9,500 total students. This forecast assumes that student enrollment will account for the same percentage of the total population that it does today. However, this percentage declined between 2000 and 2005, a trend that is predicted to continue in the School District's 2011 enrollment projections.

Assuming the trend toward a smaller household size and older population continues, secondary school needs for the 2025 projection period would be accommodated with existing facilities. The addition of one or two new elementary schools may be required.

The location and density of future development are critical factors in siting future schools. The timing of construction of these facilities is affected by factors such as the overall economy and development plans of major land owners in the area.

The Existing and Projected Schools Map reflects some of this uncertainty. It is more likely a new elementary school in the Powder Reserve area will be needed in the near future than one further north in the community. Another elementary school in the Eagle River Valley area may also be needed, according to the School District. The timing and prioritization of actual site acquisition in these areas will be programmed by the School District in its capital improvement planning and/or long-range facility planning efforts.

## **WATER AND WASTEWATER**

This Comprehensive Plan Update continues the policies of the 1993 Plan that, during the next 20 years, (1) 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"); (2) residential areas shown on the Land Use Plan map at less than one dwelling unit per acre shall not have public sewer extended unless needed for public health reasons; and (3) public sewer service will not be extended unless public water is also made available; except where public sewer may be extended for health reasons, public water may be extended but not required.

The Eagle River wastewater treatment plan currently has the capacity to serve a population of about 23,150. In 2001, the treatment plant had about 5,000 customers, and served approximately 14,500 people, or about 40% of the total community population. The majority of the Chugiak-Eagle River area continues to be served by individual on-site water and wastewater systems.

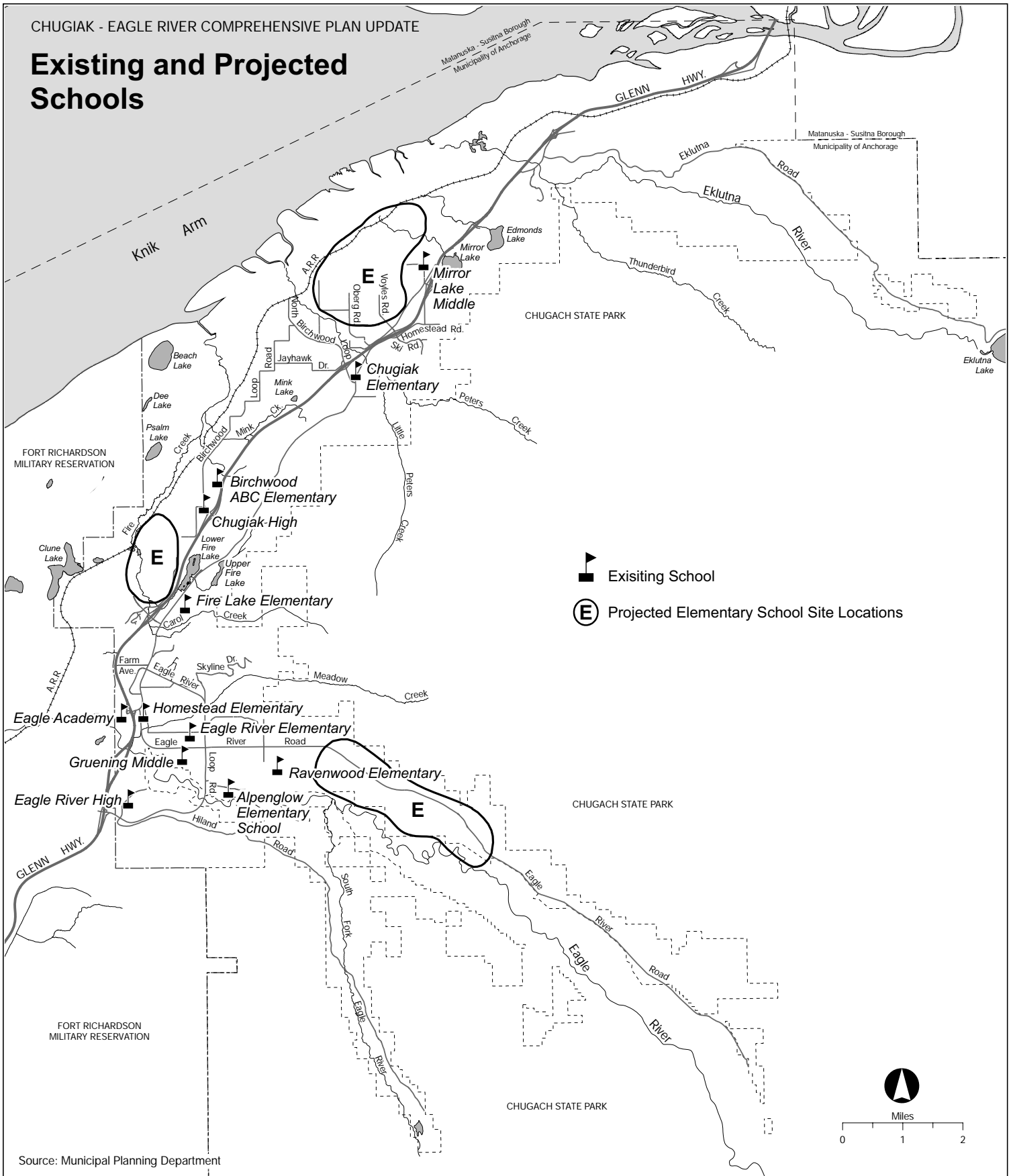
The current plant has the capacity to serve an additional 8,650 people. The plant was designed to double its capacity to support future community growth when needed. The plant should have the capacity to serve additional growth through the 2025 projection period, if the percentage of population served by public sewer remains about the same as today. However, like other public services, this projection cannot account for uncertainties in the timing, location and density of future development.

The Eklutna water line is the major water supply source for both the Chugiak-Eagle River and Anchorage areas. The line runs the length of Chugiak-Eagle River with vaults at periodic locations so local lines can tap into the water supply. As a result, most of the Chugiak-Eagle River area will have an adequate source of public water available for community use in the future. Less densely developed areas will continue to rely on on-site wells or private water systems. The number of private water utilities dropped from five to three since the 1993 Plan was

adopted, as the Anchorage Water Utility expanded its service area. The private utilities operate in the northern part of the community.

The Anchorage Water and Wastewater Utility operates the wastewater treatment plant and the Eklutna water line. The utility is updating both its water and wastewater master plans for the Chugiak-Eagle River area. Current population projections will be used to determine the actual demand on current capacity of both public sewer and water services.

# Existing and Projected Schools



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# GUIDELINES FOR GROWTH

This chapter defines the goals and objectives that are to set the basic direction for development in the Chugiak-Eagle River area. It also indicates policies and strategies needed to assist in guiding the land development process. Many of the goals, objectives, policies and strategies have been updated from the 1993 Plan in order to reflect today's conditions, growth trends and community aspirations. The policies and strategies in this chapter will guide municipal actions and resource commitments needed to implement the *Chugiak-Eagle Comprehensive Plan Update*.

*Goals* describe in broad, general terms a desired future condition which is consistent with community ideals. *Goals* are timeless in that there is no specific date by which they must be achieved. *Objectives* are specific statements of particular ends, expressed in measurable terms that respond to the goals. *Policies* are statements of principle or guidelines to direct subsequent actions in pursuit of the goals. *Strategies* are specific means for accomplishing desired objectives.

Goals, objectives, policies and strategies are listed for the following elements: Economic Development, Natural Environment, Land Use and Housing, Public Facilities and Services, and Historic and Archaeological Resources.

## I. ECONOMIC DEVELOPMENT

### 1. GOALS

- a. Promote economic growth that both 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.

### 2. OBJECTIVES

- a. Provide increased employment opportunities for local residents by encouraging the establishment of a moderately balanced economic base with a 15 percent local employment level.
- b. Encourage and reinforce the continued growth of employment in the business districts of Eagle River and Peters Creek.
- c. Encourage the development of local-serving and regional business enterprises to help strengthen the community's economic base.

- d. Encourage the development of economically viable, commercial recreation enterprises, such as sports fisheries, campgrounds, and year-round resort developments.
- 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.
- f. Encourage economic development through home-based businesses. Vary municipal regulation of home-based occupations between urban and rural parts of the community to reflect the different types of commercial enterprises that are compatible with the different areas.

### **3. POLICIES/STRATEGIES**

- a. Prepare an economic development plan that identifies the following:
  - i. Acceptable types of commercial and/or industrial enterprises;
  - ii. Available resources to stimulate economic development and redevelopment efforts; and
  - iii. Specific business recruitment and retention strategies.
- b. Draft specific assessment criteria for home-based occupations in Chugiak-Eagle River and add to land use regulations. Include in the assessment criteria but not limit to, items such as traffic, parking, noise, appearance, and scale of operation.

## **II. NATURAL ENVIRONMENT**

### **1. GOALS**

- a. Ensure that natural systems are protected, maintained and enhanced.
- b. Ensure that development plans adequately address or offset impacts on the environment.
- c. Protect the health, safety and welfare of residents from natural hazards, such as floods, avalanches, wildfires, mass wasting and areas of high seismic risk.

### **2. OBJECTIVES**

- a. Preserve and protect high-value wetlands, stream corridors, aquifer



recharge areas and other important natural features.

- b. Preserve and protect important wildlife habitat and the diversity of existing natural vegetation types in the area, including critical coastal areas.
- c. Preserve natural drainage ways and ensure that area drainage needs are integrated into development plans.
- d. Protect areas with slopes of 25 percent or greater.
- e. Discourage development in the 100-year floodplain, avalanche zones, and other high hazard areas.
- f. Ensure the proper location, design, installation, operation and maintenance of on-site wastewater disposal systems and protect on-site water supplies from contamination.
- g. Help improve the quality of life by minimizing air, water and noise pollution.

### **3. POLICIES/STRATEGIES**

#### **Wetlands**

- a. Preserve high value wetlands identified in the *Anchorage Wetlands Management Plan* in their natural state. For developable ('C') wetlands, use appropriate mitigation techniques, as specified in the *Anchorage Wetlands Management Plan*, to the maximum extent practicable.
- b. Continue to identify, inventory and map watershed and wetland resources.
- c. Maintain and update the *Anchorage Wetlands Management Plan*.
- d. For permitted development on wetlands, use construction and design methods that will minimize construction impacts and, to the extent practicable, retain natural hydraulic functions.
- e. Through the Municipality, minimize alterations in the quality of the natural flow of water supplying wetlands and protect critical wetlands from adverse dredging, filling and other construction-related activities, and from the seepage of toxic materials.
- f. Through the Municipality, preserve wetlands through planning, conservation subdivisions, and master plans.

## **Coastal Habitats**

- a. Implement policies of the *Anchorage Coastal Management Plan* where applicable.
- b. Provide construction setbacks from coastal bluffs to preserve the stability of the bluffs.
- c. Avoid development in tidal flats, estuaries, beaches, tidal creeks and coastal flood zones, except where identified in the *Anchorage Coastal Management Plan* for water-dependent uses. **Ensure** that permitted activities, to the extent practicable, avoid or minimize adverse impacts.

## **Vegetation**

- a. To the maximum extent practicable, ensure that existing vegetation is retained.
- b. Include retention and re-establishment of native vegetation in the development review process.

## **Drainage**

- a. Develop and implement an areawide drainage plan.
- b. Discharge or divert storm run-off, to the maximum extent possible, to natural drainageways or retain and treat on site.
- c. Promote the use of stormwater retention/detention facilities and retain natural wetlands for stormwater treatment where practicable.

## **Steep Slopes**

- a. Preserve vegetation in steep slope areas in order to prevent soil erosion to the maximum extent practicable.
- b. For development on steep slopes, address factors such as site coverage, gradient, soil type, hydrology, vegetation and the substrata.
- c. For development on steep slopes, during all phases of construction, incorporate control measures to prevent flooding, minimize erosion, assure safety, and prevent eroded material from entering established drainage systems, natural water courses and roadways.

- d. Through the Municipality, preserve open space in steep slope areas through planning methods, subdivisions, conservation subdivisions, and master plans.

### **Air Quality**

- a. Monitor air quality to determine whether federal clean air standards are being met.
- b. Implement road dust control measures to ensure continued compliance with federal standards for particulate matter.
- c. Reduce air pollution through public awareness and other programs that encourage the use of engine block heaters to cut carbon monoxide and toxic air pollutant emissions.
- d. Promote car pooling, van pooling and public transit as an alternative to the single-occupancy vehicle, especially for commute trips between Anchorage and Chugiak-Eagle River.

### **Water Quality**

- a. Take measures to ensure that on-site water wells and wastewater disposal systems are properly permitted, sited, designed, installed, inspected, operated and maintained.
- b. Maintain an easily accessible and understandable educational awareness program for homeowners/developers, contractors/installers and government officials responsible for the viability of on-site systems.
- c. Ensure adequate funding for proper regulation and enforcement of on-site water wells and septic system requirements.
- d. In new development, place emphasis on the retention of ground cover, minimization of impermeable areas, and maintenance of water intake areas. Stress such measures, especially in aquifer recharge zones.
- e. Continue the stream corridor protection program by acquiring land and easements for greenbelts, by protecting existing vegetated strips along streams through implementation of stream protection setback regulations, and by establishing protection setbacks for all water bodies, including streams and lakes.
- f. Monitor all streams to establish background levels of water pollutants.
- g. Preserve sufficient land for snow disposal sites in newly developing areas as

a means of preserving water quality.

- h. Maximize the quality of urban run-off and minimize the quantity through, but not limited to, the use of stormwater retention/detention facilities, filtration systems, and street sweeping programs.
- i. Prohibit point source discharge to area creeks and lakes per federal and state regulations.
- j. Support the development of new state or municipal regulations that would close loopholes in regulatory oversight of on-site water and wastewater systems.

### **Natural Hazards**

- a. Identify natural hazards to guide land use decisions.
- b. Make information on natural hazards available to the public.
- c. Develop and enforce standards to regulate development in natural hazard areas.
- d. Discourage development in high hazard areas.

### **Wildfires**

- a. Support forest health by encouraging property owners and utility companies to remove brush and dead trees. In environmentally sensitive areas, ensure that care is always taken to remove vegetation with the least amount of disturbance.
- b. Continue to operate and maintain the municipal Firewise Home Assessment Program.

## **III. LAND USE**

### **A. GROWTH**

#### **1. GOALS**

- a. Ensure an orderly, efficient pattern of development that reflects the diverse needs of the community and encourages growth that is consistent with historical land uses, community character and the natural environment.

- b. Promote a range of urban, rural, and suburban lifestyles to match the following:

Urban: An area with higher intensity development that includes and is adjacent to the downtown area and contains a variety of commercial, residential and community facilities. It is well served by public infrastructure. The downtown core area integrates retail uses, professional and public services, and community facilities. Residential densities generally range from 16 to 30 dwellings per acre, with a lower density of 7 to 15 dwellings per acre near and immediately around the downtown core.

Rural: An area of low density development primarily consisting of detached houses on lots one acre or larger (one or less dwelling per acre) with on-site well and septic systems. This development results from environmental constraints, preferred lifestyle choices and limited city services. Incidental neighborhoods may be semi-rural consisting of single-family homes on half-acre or larger lots (one to two dwellings per acre). The area may also include some low intensity commercial and industrial uses, particularly in the form of home-based businesses. It is generally located in the areas of South Fork, upper Eagle River Valley, and Chugiak (the neighborhoods of Birchwood, Peters Creek and Eklutna Valley).

Suburban: A predominantly single-family residential area with city services located near but outside the downtown core. It contains 3 to 6 dwellings per acre, but may also include isolated areas with a lower density of 1 to 2 dwellings per acre with public water and sewer.

- c. Optimize the provision, use and efficiency of public facilities and services.
- d. Ensure that land use patterns provide safe and healthy environments that are separated and protected from incompatible land uses and their effects.
- e. Encourage a range of employment opportunities.
- f. Encourage the development of a continuous trail network throughout the area that serves both transportation and recreation needs.

## **2. OBJECTIVES**

- a. Preserve and enhance the identity of established community areas.
- b. Provide timely updates of major land use and public facility/services plans to accommodate changes in the community's population and in demographic, economic and environmental conditions.

- c. Promote appropriate infill development in the community.
- d. Coordinate community development planning with other planning efforts for public facilities and services, transportation, and parks and recreation.
- e. Ensure the fair, equitable and consistent enforcement of municipal regulations.
- f. Maintain the area's small-town character and, where appropriate, protect the opportunity to maintain a rural lifestyle.
- g. Develop adequate means of financing necessary capital improvements.
- h. Ensure that new development is supported by adequate infrastructure and is consistent with the carrying capacity of the land.

### **3. POLICIES/STRATEGIES**

- a. It is the intention of the Comprehensive Plan that zoning and platting decisions be guided by the Plan, including its maps and its stated goals, objectives, policies and strategies.
- b. Provide an adequate level of funding to Zoning Enforcement to assure consistent enforcement of municipal regulations in the Chugiak-Eagle River area.
- c. Encourage the creation of Neighborhood or District Plans that address the specific needs of each community in Chugiak-Eagle River.
- d. Ensure effective use of the public process in land use policies and decisions, including but not limited to Community Councils.

## **B. COMMUNITY DESIGN**

### **1. GOALS**

- a. Encourage development patterns and site designs which protect natural amenities, scenic vistas, general community character and also promote safe and healthy environments.

- b. Improve the appearance and function of arterials and major collectors through the use of appropriate design techniques.
- c. Encourage well-planned development that creates a sense of place and incorporates northern city design.

## **2. OBJECTIVES**

- a. Encourage site, architectural, signage, and landscape designs that complement the scale and character of existing and planned development.
- b. Preserve the natural beauty of the area by protecting natural features and vegetation in all development, wherever practical.
- c. Preserve and enhance the identity of established community areas and neighborhoods.
- d. Ensure the compatibility of commercial areas with the human scale by implementing commercial design guidelines and installing pedestrian improvements, such as benches and landscaping.
- e. Promote the livability of Chugiak-Eagle River as a winter place by identifying the area as a specific component in a municipal-wide northern cities plan.
- f. Use northern city design concepts to guide the design of all public facility projects, including parks and roads.
- g. Encourage the use of design guidelines to create attractive buildings that are suited to the environment.
- h. Promote the undergrounding of utility lines in suburban areas, especially in commercial districts.
- i. Support the development of design standards for multi-family dwellings that address safety and aesthetics.

## **3. POLICIES/STRATEGIES**

- a. Consider the character of adjacent development in the site plan layout and building design for new development. The Municipality may require layouts and designs to incorporate the functional and aesthetic character of adjacent development.

- b. Protect features that are valuable to community identity and the natural and aesthetic qualities.
- c. Require sufficient right-of-way for sidewalks, trails and landscaping.
- d. Develop a plan for street and highway landscaping that identifies categories of roadways to be appropriately landscaped and maintained in the Chugiak-Eagle River area.
- e. Design, construct, and maintain roads to retain or enhance scenic views and improve the general appearance of the road corridor.
- f. Design and construct neighborhood roads and walkways to ensure safe pedestrian movement and neighborhood connectivity, and to discourage high-speed and cut-through traffic.
- g. Extend the screening provision for major highways to the Glenn Highway (Alaska Route 1) from Peters Creek through Eklutna.
- h. Develop design standards that give guidance to the community vision and identity of the Chugiak-Eagle River area.
- i. Limit residential structure heights to thirty-five (35) feet and commercial structure heights to forty-five (45) feet outside of the Central Business District (CBD) of Eagle River, except that structures can not interfere with Federal Aviation Administration regulations on airport approaches.
- j. Include new design requirements in land use regulations that are responsive to Chugiak-Eagle River's climate and natural setting.
- k. Require new higher density residential development with privately owned accesses and parking lots to provide snow removal and/or adequate areas for snow storage on site.
- l. Support construction that preserves the scenic beauty of the Glenn Highway, a designated National Scenic Byway. Support the development of regulations and legislation that would, among other things, increase requirements to screen adjacent developments such as communication towers with natural vegetation, reduce the amount of communication towers through common use of tower capacity, add tower screening provisions to the extent practicable, and increase requirements for public input prior to tower construction.
- m. Require all development with public rights-of-way to provide adequate snow storage areas within the rights-of-way.



- n. Implement regulations pertaining to the design of multi-family dwellings including, but not limited to, building appearance, emergency access, drainage, protection of natural resources, protection of surrounding neighborhoods, snow storage and handling, landscaping, signage, lighting, and open space.
- o. Support the development of regulations that would require electrical utility companies to address aesthetics of high-voltage transmission towers, inform impacted communities about future upgrades to high-voltage electrical transmission lines and towers, and bury high-voltage electrical transmission lines in residential areas if economically feasible.

## **C. HOUSING AND RESIDENTIAL DEVELOPMENT**

### **1. GOALS**

- 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.
- b. Provide guidance to new development in Chugiak-Eagle River to help create community identity and quality housing.

### **2. OBJECTIVES**

- a. Provide areas of varying residential densities and housing types to meet needs for diverse housing opportunities throughout the community.
- b. Support the provision of higher density residential development convenient to employment, commercial centers and major transportation corridors, where such densities are considered appropriate.
- c. Encourage the retention and rehabilitation of the existing housing stock, where the need exists and where practical, in order to promote neighborhood stability and continuity.
- d. Ensure residential densities are compatible with current densities in immediate surrounding areas.
- e. Ensure retention of identified districts within the community that want to remain rural with large residential lots.
- f. Encourage the design and construction of safe, sound housing.

- g. Promote energy efficiency in existing housing and in new residential construction.
- h. Protect residential neighborhoods from incompatible land uses on adjoining tracts.
- i. Design new rural subdivisions to maintain the rural character of the area, link to existing roads and trails, protect environmentally sensitive areas, and incorporate wildfire safety design features.
- j. In areas of higher density residential development, provide aesthetic characteristics, maintain or improve adjacent transportation access and traffic flow, and address snow removal and/or on-site snow storage.

### **3. POLICIES/STRATEGIES**

- a. Support private and public efforts to provide alternative housing options for residents with low and moderate income, and for those with special needs; e.g., people requiring supervised housing because of age, mental or physical conditions, taking into account the location relative to community facilities and services.
- b. In municipal land use regulations, support residential development in urban and suburban areas that occurs at densities consistent with the Comprehensive Plan and the availability of supporting utilities, services, transportation systems and other infrastructure components.
- c. In municipal land use regulations, support residential development in rural areas that occurs at low densities related to natural limitations and/or distance from suburban support facilities and services, in accordance with the Comprehensive Plan.
- d. In municipal land use regulations, support multi-family housing in areas around employment centers and commercial and public buildings where public sewer and water services are available and where convenient access to major transportation corridors and recreational facilities is provided.
- e. Support community participation in public and private residential rehabilitation programs.
- f. Consider the application of standardized building codes to ensure safety and quality in the construction of residential buildings.
- g. Encourage and support programs, such as weatherization, that would help improve residential energy efficiency.

- h. Use transition buffering where new development occurs between rural and urban densities and between residential and non-residential development.
- i. Develop design standards that incorporate northern city design, and recognize both the urban and rural characteristics of Chugiak-Eagle River.
- j. Include the Chugiak-Eagle River area as a specific component in a municipal-wide housing study to take account of the quantity, quality and types of existing housing, to examine demographic trends, and to project future housing and other infrastructure needs.

## **D. COMMERCIAL AND INDUSTRIAL DEVELOPMENT**

### **1. GOALS**

- a. Ensure an adequate supply of land in suitable locations for commercial and industrial development that is compatible with community needs and resources.

### **2. OBJECTIVES**

- a. Encourage commercial and industrial development that takes into account potential impacts on other uses, access, utilities, parking, aesthetics and environmental quality.
- b. Promote continued use, expansion and development within established commercial and industrial areas determined to be suitable for continuing use.
- c. Discourage the expansion of existing strip commercial development and the addition of new strip commercial development, and encourage a more clustered pattern of commercial activity.
- d. Protect the supply of industrially zoned land by discouraging non-industrial uses within those areas.
- e. Promote the continued commercial use and development of the business district in downtown Eagle River, while including continued opportunities for adjacent high density residential development, in order to maintain a viable downtown area.

### **3. POLICIES/STRATEGIES**

- a. Generally, the following characteristics apply to existing and future commercial and industrial areas:
  - i. A range of utilities and services appropriate for the category of development;
  - ii. Adequate and efficient access to major transportation systems, without reliance on residential streets;
  - iii. The use of natural or constructed buffers, barriers or transition areas separating commercial or industrial areas and their effects from existing or anticipated incompatible land uses; and
  - iv. Consideration for the provision of trails where there has been historical use.
- b. Use the following criteria to guide the location and need for small, neighborhood-serving commercial areas not depicted on the Land Use Plan map:
  - i. Adequate current and future access to the proposed site;
  - ii. Compatibility with neighborhood development patterns and needs;
  - iii. Adequate infrastructure;
  - iv. Evidence of the economic need for commercial services within the affected neighborhood;
  - v. Utilization of buffering and other design techniques to mitigate off-site impacts; and
  - vi. Demonstration that the scale of the services is consistent with the needs of the affected neighborhood.
- c. Concentrate commercial development at strategic locations, such as major intersections, rather than being allowed to expand along major arterials.
- d. To the extent practicable, develop uses such as self-storage facilities, light manufacturing, construction, contracting, warehousing and wholesale distribution activities, in clearly defined districts.
- e. Consider the amount of existing vacant or under-utilized commercial space in the area before new commercial areas are developed.

- f. Allow industrial and commercial uses to overlap in some cases.

## **IV. PUBLIC FACILITIES AND SERVICES**

### **1. GOALS**

- a. Provide public facilities and services that are located, designed and maintained to accommodate current and future needs of the area in an effective, cost-efficient and timely manner.

### **2. OBJECTIVES**

- a. Reserve suitable sites for public facilities and services in a timely manner.
- b. Ensure that adequate land and easements for public facilities are provided during development.
- c. Coordinate and ensure consistent application of population projections and growth assumptions used by the Municipality's various agencies and departments for community planning, and utility, facility and service planning, including projections used by the Anchorage School District for school facility planning.

### **3. POLICIES/STRATEGIES**

- a. Evaluate local service areas versus areawide service concepts to determine the most effective method for providing public services.
- b. Collect information on areawide services specific to Chugiak-Eagle River in order to accurately assess the need and optimum level of local public facilities and services.
- c. Investigate innovative methods of funding future capital improvement needs.

## **A. POLICE**

### **1. GOALS**

- a. Ensure that neighborhoods and communities are safe and free from crime.

## **2. OBJECTIVES**

- a. Ensure the development of a community police plan for the Chugiak-Eagle River area to determine an appropriate and acceptable level of police protection and crime prevention and the means to achieve it.
- b. Maintain the Police School Resource Officer Program.
- c. Encourage programs such as Crime Stoppers, Neighborhood Crime Watch, Business Security Survey, and Community Service Officers.

## **3. POLICIES/STRATEGIES**

- a. Collect and maintain crime statistics and accident rates on a geographic basis and make this information readily available on an annual basis. Include in the data the number of actual police responses, as well as the number of reports and requests for police assistance.
- b. Provide a staffed substation in downtown Eagle River with administrative services.
- c. Determine the number of police officers to be stationed in Chugiak-Eagle River based on a formula that considers the distance between points in the geographical area to be covered and the population to be served in addition to past crime activity.
- d. Maintain the presence of a school liaison police officer whose responsibilities include, but are not limited to, patrolling the school neighborhood to deter vandalism, speeding, stalking, and other violations.
- e. Implement police management practices which ensure continuous and consistent police coverage.

## **B. FIRE PROTECTION AND EMERGENCY RESPONSE**

### **1. GOALS**

- a. Ensure effective fire protection, emergency medical services and emergency preparedness and response capabilities throughout the Chugiak-Eagle River area.

## **2. OBJECTIVES**

- a. Provide fire protection and emergency medical service to all of Chugiak-Eagle River.
- b. Encourage the establishment of fire protection and emergency medical service to underserved areas.
- c. Develop and implement a catastrophic emergency response plan for Chugiak-Eagle River.

## **3. POLICIES/STRATEGIES**

- a. Evaluate fire protection requirements for the various service areas to determine the adequacy of current service levels and if improvements should be provided on a service area basis.
- b. Maintain awareness by all fire and emergency service organizations of the need for closer cooperation to provide rapid response to emergencies.
- c. Improve the fire prevention and suppression situation by identifying alternative strategies for application in remote or inaccessible areas where traditional service is cost-prohibitive.
- d. Investigate the need, effectiveness and cost-efficiency of alternative strategies, such as individual fire suppression systems (sprinkler systems, bulk water storage, etc.).
- e. Identify appropriate fire prevention implementation tools, such as building codes, subdivision standards, tax incentives, or other means.
- f. Coordinate citizen awareness and implementation of wildfire mitigation with municipal and state forestry service programs.
- g. Support the municipal Wildfire Mitigation Program to reduce wildfire danger near homes and neighborhoods.
- h. Encourage awareness and education about smoke detectors, carbon monoxide detectors, heat sensors, fire extinguishers, etc.
- i. Establish a permanent Emergency Operation Center (EOC) with state-of-the-art emergency communications compatible with local, state, federal, and military communication system networks.

- j. Provide citizen awareness training for emergency preparedness, evacuation planning, incident command system and public shelter management.
- k. Encourage cooperation between municipal, state and federal Emergency Response Programs to conduct disaster mitigation and emergency response practice exercises.
- l. Identify areas with inadequate water supplies for fire suppression and make recommendations for improving water availability.

## **C. HEALTH AND SOCIAL SERVICES**

### **1. GOALS**

- a. Improve the quality, range, availability and accessibility of the range of health and social services.

### **2. OBJECTIVES**

- a. Improve municipal comprehensive health and social services by developing and implementing a plan that responds to specific needs and conditions of the Chugiak-Eagle River area.
- b. Increase public awareness, accessibility, availability and scope of health and social services.
- c. Establish partnerships among government, business and non-profit sectors for the networking and coordination of human services delivery.

### **3. POLICIES/STRATEGIES**

- a. Provide all public health services at a health clinic located in Chugiak-Eagle River.
- b. Gather and evaluate public health and social services data for Chugiak-Eagle River.
- c. Encourage and support private provider efforts to serve populations such as the low income, elderly, mentally ill, chemically dependent, indigent, uninsured and children in need of services.



## **D. EDUCATION**

### **1. GOALS**

- a. Ensure that adequate school facilities are available when and where they are needed.
- b. Support the lifelong learning needs of community residents through a variety of formal and informal educational opportunities.

### **2. OBJECTIVES**

- a. Based on long-term enrollment projections and the location of future residential growth, continue to coordinate with the Anchorage School District to identify potential school sites and select and acquire suitable sites in advance of actual need.
- b. Ensure that school site selection, design and construction do not adversely impact the surrounding community.
- c. Encourage and facilitate a variety of lifelong learning opportunities for public and private entities.

### **3. POLICIES/STRATEGIES**

- a. Update student enrollment trends and projections regularly.
- b. Take into account seismic and other environmental considerations, as well as on- and off-site drainage, access and the need for other infrastructure improvements in the siting of public school facilities.
- c. Continue to coordinate school site selections, capital improvement programs and school bond ballot measures with the Anchorage School District to ensure timely site acquisitions for school construction.
- d. Address school site selection and acquisition programs in the review of proposed development plans and in the subdivision and planned community approval process.
- e. Support private efforts to provide learning opportunities for all ages.
- f. Encourage the University of Alaska to increase educational opportunities for residents of Chugiak-Eagle River.

## **E. PARKS, OPEN SPACE, GREENWAYS AND RECREATION FACILITIES**

(Note: The term “open space” includes both parks and natural open space.)

### **1. GOALS**

- 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.
- b. Establish a system of parks, from the neighborhood to the regional level, to serve all segments of the community.
- c. Provide a wide range of recreational opportunities to all segments of the community.

### **2. OBJECTIVES**

- a. Protect environmentally important or sensitive areas including stream and river corridors, water bodies, ridge crests, steep slopes, wetlands, scenic vistas, tidelands and coastal habitats.
- b. Develop a greenbelt program for the Chugiak-Eagle River area.
- c. Adopt standards for provision of adequate open space (including both parks and natural open space), private and public, within new development. These standards will provide definitions and formulas for calculating amounts of the different types of open space as appropriate.
- d. Ensure that private open space is retained as open space.
- e. Meet Chugiak-Eagle River needs for park space by developing new level-of-service standards, and acquiring and developing park lands as necessary.
- f. Ensure that existing and new park lands are dedicated.
- g. Maximize the retention and inclusion of natural native vegetation into the design and landscaping of recreational facilities to the extent possible.
- h. Maximize the use of existing underdeveloped and new park lands.
- i. Ensure that the parks maintenance and funding programs are adequate.

- j. Identify separate use areas for motorized and non-motorized recreational pursuits as appropriate.
- k. Support unique thematic recreational facilities and programming that relate to the community's history, culture and natural resources.
- l. Encourage the private sector to provide recreational facilities and activities.

### **3. POLICIES/STRATEGIES**

- a. Update the 1985 *Eagle River, Chugiak, Eklutna Parks Plan* to include new levels of service, a needs assessment, and the development of a park acquisition program that includes, but is not limited to, ideas such as public/private partnerships with land trusts, use of Heritage Land Bank land, use of the CIP process, and public dedication in the platting process.
- b. Update the Edmonds Lake Park, Mirror Lake Park, Peters Creek Park, and Beach Lake Park Master Plans.
- c. Protect the functions of environmentally sensitive lands in accordance with municipal plans, and municipal, state or federal regulations in all developments. This does not prevent development of trails on those lands, as appropriate.
- d. Legally designate greenbelts and open spaces along streams, rivers and coastal areas. Provide a continuous multi-use trail system including bicycle, pedestrian, and where appropriate, equestrian access system, which links schools, parks and residential neighborhoods.
- e. Dedicate land for trails and neighborhood parks in residential developments, the need for which results from the development. Determine the amount, type and location of such lands according to standards set forth in parks or trails plans or municipal regulations, as appropriate. Where preferable, the Municipality may accept fees in lieu of land for use in the Eagle River-Chugiak Parks and Recreation Service Area.
- f. Provide compensation from the Municipality to owners of lands acquired for public use in excess of land dedicated in policy/strategy e. Use one or more of the following for the compensation: purchase, tax abatement or deferral, land trades, density allowances, or other incentives.

- g. Acquire park land to serve the broader community in accordance with the updated Chugiak-Eagle River Parks Plan.
- h. Establish a public acquisition program for greenbelts and a trail system which gives priority to areas that have been used historically for wilderness access or recreational use.
- i. Encourage the preservation of scenic vistas for the public through roadway and parkland acquisition, etc., where practical.
- j. Investigate methods and develop strategies to ensure funding for acquisition, development, maintenance and operation of parks, open space, and other recreational facilities.
- k. Establish a requirement that all private open space must be secured by a deed restriction or other acceptable methods to prevent the open space from being used for anything other than open space. Such deed restriction, covenant, or other acceptable instrument would survive foreclosure by any private or public entity.
- l. Give special consideration and priority to higher density residential areas to ensure that adequate parks and open space are available.
- m. Between the Municipality and the School District, to the extent practicable, develop joint park/school areas to provide both educational and recreational services to neighborhoods in a convenient and efficient manner.
- n. Maintain and implement an updated Trails Plan for the Chugiak-Eagle River area, which would include trailheads, trails and parking for better access to Chugach State Park, equestrian trails and facilities, and trails for motorized and non-motorized use.
- o. Develop the trail system as appropriate to its intended use in conjunction with road improvements and utility corridors whenever practicable, and through easement acquisition and dedication of trail rights-of-way. Construction of trails will follow as rapidly as possible.
- p. Provide large field areas for sports, such as soccer and additional facilities.
- q. Develop access to local fishing and fish observation opportunities as appropriate, which respects environmental features and adjacent residences.

- r. Where needed, identify and acquire neighborhood parks within existing residential areas.
- s. Promote ideas for new residential development that provide for parks and open space where applicable.

## **F. WATER AND WASTEWATER UTILITIES**

### **1. GOALS**

- a. Protect the public health and welfare by ensuring reliable, high-quality, cost-effective water supply and wastewater disposal systems.

### **2. OBJECTIVES**

- a. Expand public water and wastewater systems in an orderly, efficient and cost-effective way, consistent with community growth needs.
- b. Coordinate the timing and phasing of public water and wastewater system expansions with projected demand and ensure an adequate rate of return on investment.

### **3. POLICIES/STRATEGIES**

- a. Identify areas that are planned for public water and wastewater and identify those areas where no expansion is planned.
- b. Design and build extensions of public water systems to adequate standards for fire protection, including volume, pressure and the provision of hydrants.
- c. Update the municipal water and wastewater master plans to be consistent with this Comprehensive Plan. Other non-municipal utilities serving the area will be encouraged to use this Plan as the basis for updating master plans for their facilities.
- d. Do not extend public utility systems to areas designated for low-density development on the Land Use Plan map, except where needed to resolve public health problems.
- e. Coordinate utility installations to achieve savings, to avoid conflicting utility placement, and to achieve the recommendations of this Comprehensive Plan. Optimize the use of existing facilities. Make a reasonable effort to provide for coordinated planning between

municipal and other service providers to prevent conflicting utility placement.

- f. Where the provision of public or private sewer and/or water utilities is determined to be not feasible and where natural site limitations exist relating to soils, topography and water, relate land development practices to the general capacity of the area to accommodate on-site systems.
- g. Support the identification and use of alternative utility systems that help minimize dependence on on-site wells and septic systems.
- h. Where municipal sewer and/or water service extensions are planned, ensure that extensions are timed to keep pace with community growth needs.
- i. Evaluate strategies to reduce the cost of residential connection to public sewer and water.

## **G. SOLID WASTE AND RECYCLING**

### **1. GOALS**

- a. Ensure the provision of safe, sanitary and environmentally clean solid waste collection and disposal services, along with waste reduction, reuse and recycling strategies.

### **2. OBJECTIVES**

- a. Help extend the life of the landfill by minimizing the quantity of solid waste being generated and disposed of, and by promoting the recycling of glass, aluminum, newspaper, plastic, cardboard and other recyclables.
- b. Promote and ensure the proper collection, storage, shipping and disposal of hazardous wastes.
- c. Create new local markets for recyclable commodities to create jobs, as well as incentives for recycling.
- d. Evaluate methods for disposal of organic wastes such as green waste and wood generated from new development, and identify sites for disposal.

- e. Evaluate the feasibility of a public and/or private manure management site and production of a value-added product, such as compost.
- f. Increase the amount of recycling for local businesses and area residences, including developing systems for comprehensive pick-up of recyclable commodities.

### **3. POLICIES/STRATEGIES**

- a. Provide local access to a facility that can receive all recyclable products.
- b. Provide wood lot disposal sites for residential use.
- c. Provide services for safe, efficient removal of hazardous products from the disposal waste stream.
- d. Initiate a comprehensive curbside recycling program for residences within denser portions of the Chugiak-Eagle River area.
- e. Develop one-stop drop-off locations in areas where density may not warrant curbside pick-up.
- f. Identify and support new businesses that use recyclables in manufacturing or production.

## **H. TRANSPORTATION**

### **1. GOALS**

- 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.

### **2. OBJECTIVES**

- a. Increase transportation system efficiency during peak-hour periods.
- b. Increase public transit ridership by improving service frequency and coverage.
- c. Encourage transit access in the urban zoning districts by providing maintained sidewalks, pathways or trails.

- d. Periodically re-evaluate the feasibility of rail, air and other transportation alternatives as options for commuters.
- e. Minimize residential and business relocations resulting from transportation projects.
- f. Improve, as necessary, expressway, arterial and collector roads to safely and efficiently handle projected traffic.
- 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.
- h. Review the existing road system to identify essential local road connections.

### **3. POLICIES/STRATEGIES**

- a. Review and update, as necessary, a pedestrian and vehicular circulation plan for downtown Eagle River.
- b. Develop and implement a pedestrian/bicycle non-motorized plan for Chugiak-Eagle River.
- c. Review and update, as necessary, the *Long-Range Transportation Plan* for Chugiak-Eagle River that includes consideration of the types and levels of needed public transit systems. Reconcile the recommendations from the *Anchorage Long-Range Transportation Plan* and from the *Chugiak-Eagle River Long-Range Transportation Plan* that pertain to the Glenn Highway and public transportation.
- d. Revise, as necessary, the *Official Streets and Highways Plan*.
- e. Investigate methods and develop strategies to increase funding for local road improvements.
- f. Maintain dust and National Ambient Air Quality standards.
- g. Minimize impacts of transportation projects on environmentally sensitive areas as defined in this Plan.
- h. Minimize impacts of transportation projects, such as noise, and air and water pollution.



- i. Promote the identification and use of alternative transportation modes to help reduce automobile dependency and traffic congestion.
- j. Improve, as necessary, the Glenn Highway (Alaska Route 1) to current American Association of State Highway and Transportation Officials (AASHTO) design standards.
- k. Assure during future platting actions that the appropriate primary and connecting road infrastructure is provided.
- l. Give full consideration to preserving the existing rural lifestyle in low-density areas of Chugiak-Eagle River in the design of transportation improvement projects.
- m. Develop the trail system as appropriate to its intended use in conjunction with road improvements.
- n. Require developers to build and pay for collector development if the collector is identified in the *Chugiak-Eagle River Long-Range Transportation Plan* (CERLRTP), or is identified following an evaluation of a CERLRTP Study Area or a Traffic Impact Analysis by the Municipality, or is otherwise required by the Municipality. The only exception would be if the collector development has been programmed in the six-year capital improvement program and sufficient state or federal funds have been appropriated for reimbursement in the capital improvement budget for the current fiscal year.
- o. Address future access needs for the Birchwood Airport and surrounding industrial area. The assessment should include alternatives to upgrading Birchwood Loop North.

## **I. STREET LIGHTING**

### **1. GOALS:**

- a. Ensure that adequate street lighting is available where and when needed, and is adequately maintained.

### **2. OBJECTIVES:**

- a. Encourage the installation of street lighting along municipal and state roadways that enhances public safety.
- b. Require maintenance plans before street lighting is installed.

- c. Maintain street lighting along municipally owned roadways as needed.
- d. Minimize light pollution from street lighting.

### **3. POLICIES/STRATEGIES:**

- a. Support existing communities' desires to create Street Light Improvement Districts or individual street light service areas in conjunction with street light maintenance plans.
- b. Encourage developers to exclude street lighting in those zoning districts that do not require street lighting unless it would significantly enhance public safety.
- c. For developers who include street lighting in their subdivisions, as part of the platting process, require the developer to:
  - i. Petition to annex the subdivision into an existing street light service area prior to the time that residents exist in the subdivision or
  - ii. Create subdivision covenants that include the establishment of a homeowners' association and which state that it is the duty of the homeowners' association to maintain the subdivision's street lights. *(Note: Covenants cannot be regulated or enforced by the Municipality of Anchorage.)*
- d. Provide state-maintenance of street lighting along state-owned roadways.
- e. Require developers to minimize light pollution by designing lighting to avoid excessive brightness or glare, to properly aim the light, to avoid shining directly onto neighboring properties, and to properly time the light.

## **J. COMMUNITY CEMETERY**

### **1. GOALS**

- a. Provide a community cemetery in Chugiak-Eagle River.

### **2. OBJECTIVES**

- a. Provide the opportunity for local interments, as an alternative to families having to send their deceased to cemeteries outside the local community.

- b. Strengthen the community by developing the historical/generational aspect of having deceased residents buried locally.
- c. Provide a capacity that meets Chugiak-Eagle River needs for local interments.

### **3. POLICIES/STRATEGIES**

- a. Evaluate the need for a community cemetery.
- b. Identify and reserve a suitable site for a local cemetery.
- c. Develop a plan for funding development and operations, in the form of private or non-profit organization.

## **V. HISTORIC AND ARCHAEOLOGICAL RESOURCES**

### **1. GOALS**

- a. Preserve, restore, protect and, where appropriate, allow controlled public access to historic and archaeological sites determined to have local and/or state significance.
- b. Collect and archive historic documents and artifacts.

### **2. OBJECTIVES**

- a. Encourage coordination of preservation and research efforts with federal, state and local governments and with educational institutions, Native corporations and tribes, and other public or private organizations
- b. Determine measures to evaluate the impacts of land development upon historic or archaeological sites.
- c. Encourage the preservation of historic and archaeological structures on site.
- d. Increase public awareness of the options to preserve historic documents and artifacts.

### **3. POLICIES/STRATEGIES**

- a. Support the preservation of historic sites and structures in order to maintain a sense of continuity with the past.
- b. Inventory all historic sites and buildings located in the Chugiak-Eagle River area and determine which properties would be appropriate for inclusion on the National Register of Historic Places.
- c. Support the establishment of a museum to house and display artifacts which represent the area's history and archaeology.
- d. Support the Chugiak-Eagle River Historic Society in its efforts to collect and preserve items of historic significance.

## LAND USE PLAN

The Chugiak-Eagle River Comprehensive Plan is a policy document designed to guide future development decisions in the Chugiak-Eagle River area. As such, it outlines general development strategies for both land use and the installation of major public facilities and services. It also outlines basic strategies for the protection of natural resources and intended community character.

The Land Use Plan map is intended to capture Chugiak-Eagle River's long-term vision for future development. It provides a visual representation of the Comprehensive Plan's policies, and is used in conjunction with these policies as a guide to anticipated development. It lays out the preferred land development pattern for the next twenty years, identifying the location and extent of residential, commercial, industrial, parks, and institutional uses that will be needed to accommodate the growth forecasted in this Plan Update.

Development of this update to the Land Use Plan map builds on the Recommended Land Use Plan in the adopted 1993 Plan. Many land uses on the Plan map already exist, while some will develop as the community grows and its needs change. However, the Land Use Plan map is more than a picture of existing uses and the consequences of projected growth. In addition to considering present growth patterns, it also makes recommendations for the future location of various land uses, based on the Guidelines for Growth.

### RELATIONSHIP TO OTHER PLANNING ELEMENTS

Since the Land Use Plan map guides how land is to be used throughout Chugiak-Eagle River, it relates to most of the issues and policies contained in other elements of the Comprehensive Plan. These include the *Chugiak-Eagle River Long-Range Transportation Plan* and *Official Streets and Highways Plan*, parks plans, and plans for other community facilities in Chugiak-Eagle River.

The Land Use Plan map also provides a framework for developing area-specific and neighborhood plans. The Guidelines for Growth chapter calls for area-specific and neighborhood plans to more fully achieve Comprehensive Plan policies. While the Land Use Plan map provides a broader plan for the overall pattern and distribution of future growth in Chugiak-Eagle River, area-specific plans provide customized guidance for growth in specific areas of the community. As each new area-specific plan is adopted, it will in turn become an amendment to the overall Chugiak-Eagle River Comprehensive Plan.

An example of an area-specific plan is the *Eagle River Central Business District Revitalization Plan*, adopted in 2003. This Comprehensive Plan Update supports the provision of a Town Center Overlay District to implement the adopted 2003

*Eagle River Central Business District Revitalization Plan.* This Plan Update does not preclude consideration of a residential density range within the Overlay District that differs from this Plan, as long as there are appropriate design standards that are consistent with the community design goals and objectives.

## **RELATIONSHIP TO LAND USE REGULATIONS AND ZONING MAP**

The Land Use Plan map provides a visual representation of long-term policies; it is not a detailed blueprint for future development, nor is it a zoning map which establishes specific land uses on a lot by lot basis. Rather, it is, in conjunction with the Guidelines for Growth, a policy guide and legal basis for future zoning changes and other development decisions.

The Municipality's Title 21 Land Use Regulations establish rules regarding development. These regulations are applied as zoning districts on the Official Zoning Map, which delineates zoning district boundaries in Chugiak–Eagle River. Future amendments to Title 21 regulations, zoning changes and other land use decisions are intended to conform to the Comprehensive Plan and Land Use Plan map.

## **AMENDMENTS TO THE LAND USE PLAN**

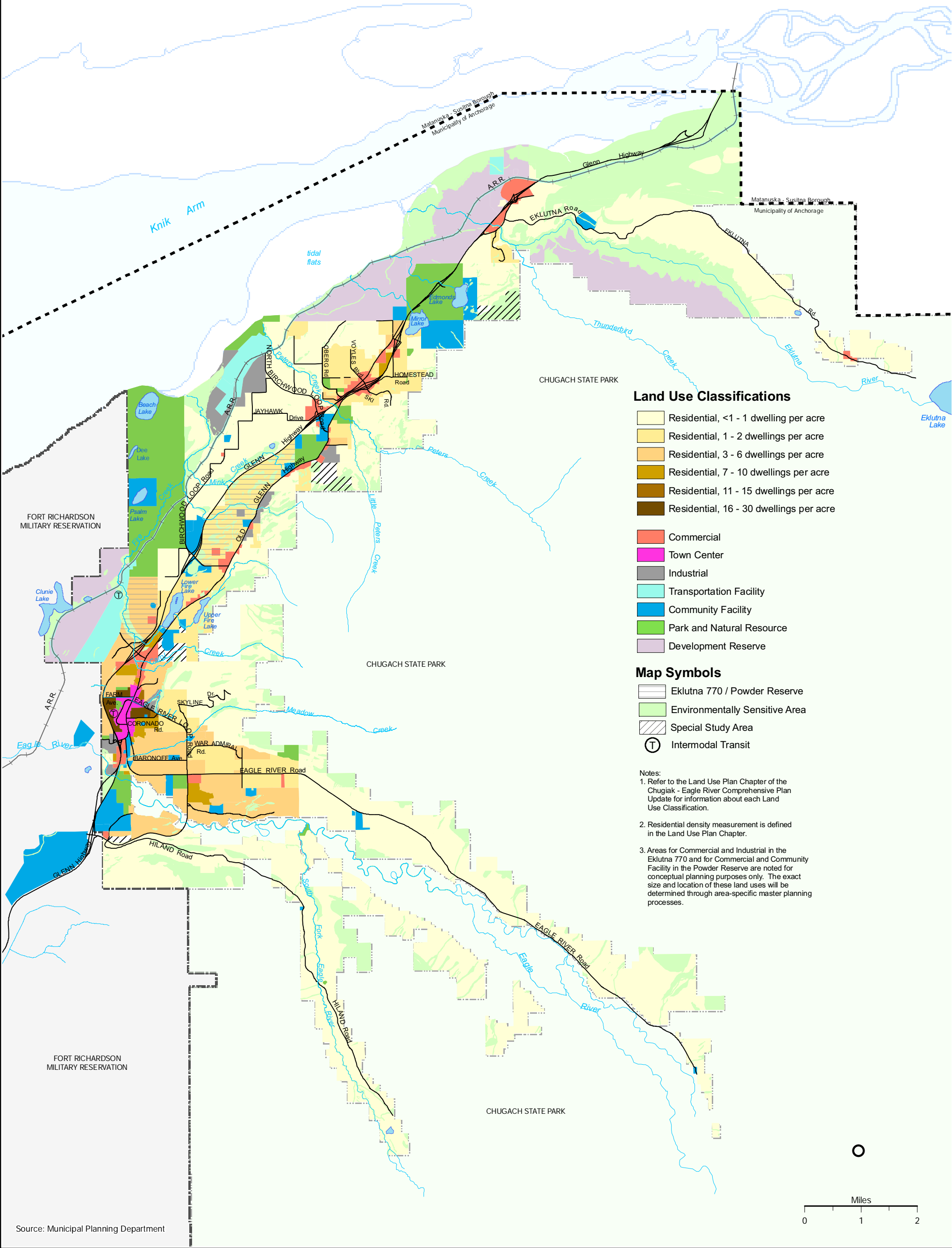
The Land Use Plan map is a framework for future growth through the year 2025 and beyond. This framework provides a community-wide context for coordinating decisions regarding the development and redevelopment of various areas. For example, it is intended to give decision-makers an areawide perspective on the implications of land use proposals for specific sites.

However, the Land Use Plan map is not intended as a fixed predetermination of land use through 2025. It can be updated and amended, just like other parts of the Comprehensive Plan. As the community continues to grow and change, it is anticipated that the Land Use Plan map will also change.

Proposed Land Use Plan map amendments may be reviewed concurrently with other development proposals. For instance, if a proposed rezoning is demonstrated to have community-wide benefits and responds to new issues, needs or opportunities not addressed in the Comprehensive Plan, an amendment to the Land Use Plan map may be appropriate. Conflicts between a development proposal and the Land Use Plan map should be resolved using the guidance of Comprehensive Plan policies.

The implications of proposed amendments to the Land Use Plan map that would result in significant land use changes should be considered and analyzed on a community-wide basis. Changes to the Land Use Plan map constitute an

Land Use Plan



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amendment to the Comprehensive Plan. A proposed amendment should be demonstrated to be consistent with the Comprehensive Plan, the overall Land Use Plan map framework for locating future population and employment, and the community-wide allocation of sufficient lands to meet forecasted growth.

## **LAND USE PLAN CLASSIFICATIONS**

The Land Use Plan map identifies different Land Use Classifications to illustrate the location and extent of categories of land use throughout Chugiak-Eagle River. The classifications define the building intensity and density for each area, and identify locations for future population and employment.

The pages that follow define the Land Use Classifications. The description of each classification includes a generalized description of predominant uses, intensity of use and essential physical characteristics of development. Most classifications conclude with a set of bulleted locational criteria. These provide the rationale for where each use is recommended to be located. The locational criteria for each classification apply in combination rather than individually. However, it is not necessary that all criteria be achieved in every location.

### **RESIDENTIAL CLASSIFICATIONS**

The Residential Classifications identify areas substantially developed for residential purposes that are expected to remain residential for the duration of the Comprehensive Plan. They also identify vacant lands best suited for residential development.

In addition to the residential characteristics described below, other uses such as schools, churches, parks, child care facilities, and other public or institutional uses may be allowed in residential areas, if determined to be compatible with and oriented toward the needs of the immediate neighborhood. Small-scale, non-obtrusive, convenient shopping and commercial services oriented to residential areas may exist in locations designated by an adopted neighborhood plan.

The residential density ranges are generalized descriptions of the type of development considered appropriate for a broadly defined area. The measure of housing units per gross acre is based on areawide densities rather than specific densities for individual parcels. This allows the Land Use Plan map to indicate the intended overall distribution of population and housing units for entire contiguous geographic areas of the Chugiak–Eagle River community.

The measure of housing units per gross acre includes streets, open spaces, leftover or unusable lands and small non-residential uses within a residentially designated area on the Land Use Plan map. It is not intended to be applied directly as the measure of how many housing units may be allowed on each lot

or development site. The Title 21 Land Use Regulations and Official Zoning Map will determine how many housing units may be allowed on each lot or development site.

### **Residential, < 1 – 1 dwellings per acre**

The Residential, < 1 – 1 dwellings per acre classification 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. The areas expected to develop with large-lot subdivisions include Birchwood, Eklutna Valley, South Fork and portions of Chugiak, Peters Creek and Eagle River Valley.

This Plan supports the provision of an overlay district for Eklutna Village that would allow for more than one principal dwelling per lot. This is intended to reflect the unique status of the village as a cultural and historical Native settlement site that predates the Municipality.

#### Locational Criteria:

1. Areas with an established large-lot, rural development pattern;
2. Vacant areas located adjacent to established large-lot, rural development;
3. Areas outside of the water / wastewater service boundaries;
4. Areas constrained by limited road access; and
5. Areas where environmental constraints preclude more intense site development.

### **Residential, 1 – 2 dwellings per acre**

The Residential, 1 - 2 dwellings per acre classification 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.

Locational Criteria:

1. Areas with an established half-acre single-family development pattern;
2. Areas served by public sewer and/or water;
3. Areas adjacent to established single-family developments; and
4. Areas outside the downtown Eagle River core.

**Residential, 3 – 6 dwellings per acre**

The Residential, 3 - 6 dwellings per acre classification provides for a variety of urban/suburban single-family residential neighborhoods.

The predominant land use consists of single-family housing, most commonly detached single-family subdivisions. The intended density range is 3 to 6 housing units per gross acre. Building scale, single-family character and landscaped setbacks of new development, as well as the low traffic volumes on local streets, contribute to a low-intensity living environment.

Locational Criteria:

1. Areas with an established single-family detached development pattern;
2. Areas served by public sewer and/or water;
3. Areas adjacent to established single-family developments; and
4. Areas outside the downtown Eagle River core.

**Residential, 7 – 10 dwellings per acre**

The Residential, 7 – 10 dwellings per acre classification 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.

Locational Criteria:

1. Areas with an established attached single-family and two-family housing development pattern;
2. Areas that provide a transition from more intense uses or traffic volumes to lower intensity residential areas;
3. Areas near downtown Eagle River;
4. Areas served by public sewer and public water; and
5. Areas accessible to major streets without passing through lower density residential uses.

**Residential, 11 – 15 dwellings per acre**

The Residential, 11 - 15 dwellings per acre classification 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.

Locational Criteria:

1. Areas with a mix of single-family and multi-family housing;
2. Areas immediately around downtown Eagle River;
3. Areas served by public sewer and public water;
4. Areas that provide a transition from more intense uses or traffic volumes to lower intensity residential areas;
5. Areas within unobstructed walking distance of schools, parks, transit and local commercial services;
6. Areas within ¼ mile of a transit route; and

7. Areas accessible to major streets without having to travel through less intensive uses.

### **Residential, 16 – 30 dwellings per acre**

The Residential, 16 – 30 dwellings per acre classification provides for a diversity of multi-family and attached housing choices and an efficient use of residential land near public services and downtown Eagle River. It is also intended to provide for an attractive, high-quality living environment with design amenities for residents.

Predominant land uses consist of multi-family complexes or attached townhouses at an intended overall density of 16 and up to 30 dwellings per gross acre. New development consists of 2- to 4-story apartment complexes or townhouses, and provides design amenities such as private open space and recreation areas. With population growth, a need for more multi-family housing is anticipated in Chugiak-Eagle River. Multi-family housing should be developed in areas with public water and sewer that are near downtown Eagle River and recreational opportunities, and that have convenient access to major transportation corridors. Development in these areas is intended to remain relatively compact to enable the efficient provision of public infrastructure.

#### Locational Criteria:

1. Areas immediately around downtown Eagle River;
2. Areas adjacent to designated intermodal transit stations;
3. Areas served by public sewer and public water;
4. Areas with an established multi-family housing development pattern and zoning;
5. Areas of transition between intense uses or high traffic volumes and lower density residential designations;
6. Areas accessible to arterials without the need to travel through less intensive uses;
7. Areas within unobstructed walking distance of community facilities, transit routes, shopping and employment; and
8. Areas that can provide greater housing density opportunities near downtown Eagle River.

## **NON-RESIDENTIAL CLASSIFICATIONS**

### **Commercial**

The Commercial classification provides for areas that are developed for commercial purposes and that are expected to remain commercial in the future, and also for those lands that are best suited for commercial use in the future.

It is the policy of this Plan to concentrate commercial development at strategic locations, rather than allowing them to expand along major arterials. Thus, commercial designations are clustered at nodes in Eklutna, Peters Creek, North Birchwood, at the Old Glenn Highway in Chugiak, in South Birchwood, Eagle River, South Fork, and at the intersection of Eagle River Road and Eagle River Loop Road. The commercial area in Chugiak along the Old Glenn Highway from the old center of Chugiak to the North Birchwood interchange is so designated for highway frontage only.

A major concentration of commercial use is designated in central Eagle River, anchored by development at the north Eagle River interchange and the south Eagle River interchange. It is the policy of this Plan that downtown Eagle River should be retained as the major commercial center for the Chugiak-Eagle River area (see Town Center designation below).

The Land Use Plan map does not show all locations suitable for commercial use, such as neighborhood commercial, rural commercial and commercial recreation. Locations for these uses will be determined through zoning map amendments in accordance with policies set out in this Plan's Guidelines for Growth. Other factors will include the character of surrounding land uses, the availability of public infrastructure, environmental considerations, and the statement of intent for the applicable use district.

#### Locational Criteria:

1. Areas already developed for commercial use;
2. Areas with direct access to either a collector or arterial street that are situated to have minimal impact on surrounding residential areas;
3. Areas within walking distance of, or that can provide conveniences to the adjacent neighborhood (s), reducing vehicle trips or driving distances; and
4. Vacant land near commercial development that will not negatively impact neighborhoods.

## **Town Center**

The Town Center classification provides the focal point of activity for Chugiak-Eagle River, integrating community-serving retail, public services, and civic facilities.

A range of retail shopping and services, including grocery stores and day care centers, provide most of the daily needs of residents in surrounding neighborhoods. Community facilities such as post offices, recreational facilities, branch libraries and schools add to the life and vitality of the center. The town center allows and encourages mixed-use housing, and is adjacent to medium-intensity residential areas. Public improvements and the orientation of new stores to the street help to enhance the pedestrian environment.

### Locational Criteria:

This designation is primarily intended for existing commercially-zoned areas in downtown Eagle River.

## **Industrial**

The Industrial classification provides areas for existing and future industrial development.

This classification is for areas already substantially developed for industrial purposes and expected to remain industrial for the duration of the Plan. It also applies to vacant areas that are best suited to industrial development. Because the Land Use Plan map is generalized, it does not show all locations for small, light industrial use. Limitations on activities should apply near residential areas.

### Locational Criteria:

1. Areas with an established primarily industrial development pattern;
2. Areas large enough for more intense industrial uses; and
3. Areas with access to truck routes without the need to travel through incompatible uses.

## **Park and Natural Resource**

The Park and Natural Resource classification 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.

Park uses designated on the Land Use Plan map are generally existing or known planned areas. The Land Use Plan map is intended to be updated as new open space areas are acquired and other changes occur.

Locational Criteria:

1. Areas designated or dedicated as a park use or under the management of the local Parks and Recreation Board;
2. Areas designated by an adopted plan as park or natural resource use; and
3. Municipal lands of high natural value or that are environmentally sensitive.

**Community Facility**

The Community Facility classification is for areas substantially developed for active public and institutional use, and undeveloped areas designated for future public and institutional use.

Schools, community centers, fire stations, senior centers, museums, cemeteries, and other public institutions and public utility facilities designated on the Land Use Plan map are generally existing facilities or known planned facilities. The Land Use Plan map is intended to be updated as new facilities are planned and public facility site selections made.

**Transportation Facility**

The Transportation Facility classification applies to areas with existing or planned public facilities that are directly related to transportation by rail and air. This classification includes the Birchwood Airport properties, owned and managed by the State of Alaska Department of Transportation and Public Facilities, and Alaska Railroad land holdings and railroad utility corridors.

**Development Reserve**

The Development Reserve classification is applied to areas that are generally suitable for development but whose location and absence of public facilities and lack of projected demand make near-term and intermediate-term development



uncertain. Large-lot, single-family residential development is allowed by right. A public master planning process with proposed rezonings to active development districts shall occur prior to other development. This classification includes Tract B in the western portion of the Powder Reserve, adjacent to Fort Richardson Military Reservation. Master planning for development in this area should take into account programmed military activities to avoid potential conflicts.

## **ADDITIONAL MAP SYMBOLS**

### **EKLUTNA 770 / POWDER RESERVE**

*Eklutna 770.* The land between the Old and New Glenn Highways, commonly referred to as the “Eklutna 770,” is classified on the Land Use Plan map as Residential, *1 – 2 dwellings per acre*, with a grey horizontal line pattern overlay. The line pattern indicates that the 1 – 2 dwellings per acre density for this area is an *overall average density* for the 770. This allows for different housing types and lot sizes within different portions of this property. As a result, while the overall average residential density is 1 – 2 dwellings per gross acre, some areas of the 770 may have a density greater than 2 dwellings per gross acre.

The Land Use Plan map classifies a portion of the Eklutna 770 as Commercial and Industrial. The location and acreage of Commercial and Industrial uses within the Eklutna 770 are noted for conceptual planning purposes only. The exact size and location of these areas will be determined through an area-specific master planning process for the Eklutna 770.

*Powder Reserve.* Most of the Powder Reserve northern undeveloped area is classified on the Land Use Plan map as Residential, *3 – 6 dwellings per acre*, with a grey horizontal line pattern overlay. The line pattern indicates that the 3 – 6 dwellings per acre density for this area is an *overall average density* for that area. This allows for different housing types and lot sizes within different portions of this property. As a result, while the overall average residential density per gross acre is 3 – 6 dwellings per gross acre, some areas of that undeveloped area may have a density greater than 6 dwellings per gross acre.

A portion of the Powder Reserve northern area is classified on the Land Use Plan map as Commercial and Community Facility. The location and acreage of Commercial and Community Facility uses within that Powder Reserve area are noted for conceptual planning purposes only. The exact size and location of these areas will be determined through an area-specific master planning process for the Powder Reserve.

## **ENVIRONMENTALLY SENSITIVE AREA**

The Environmentally Sensitive Area is an informational overlay, not a land use designation, depicting areas that include floodplains and coastal marshes, preservation wetlands, bedrock areas, high avalanche hazard areas, and lands with slopes greater than 45%. The Environmentally Sensitive Area includes areas on the 2005 Vacant Land Suitability Map shown as “unsuitable.”

Because the Land Use Plan map is generalized, it does not show all streams and waterbodies. However, streams that do appear on the map are depicted with a stream corridor setback, in order to illustrate the recommendations of the Guidelines for Growth for stream and waterbody protection.

## **INTERMODAL TRANSIT**

Intermodal Transit identifies transit centers and potential future commuter railway stations, as well as existing and planned focus areas for transit service. This may be either a single-facility site or a wider area of concentrated transit service.

Intermodal Transit focus areas fit into and support town centers and mixed-use environments by providing alternative transportation choices for residents, employees, and visitors.

## **SPECIAL STUDY AREA**

There are several Heritage Land Bank parcels for which a specific use has yet to be determined. These areas are subject to a site-specific land use study before use designation or development. The Land Use Plan map depicts these areas as Special Study Area using a diagonal line pattern over a white background. This classification also includes the former borough landfill site off Eagle River Loop Road, which is owned by the Alaska Mental Health Trust Authority.

## **MAJOR ROADS**

The Land Use Plan map illustrates major roads using a black line symbol. These are provided as a visual geographic reference. The *Chugiak-Eagle River Long-Range Transportation Plan* (LRTP) designates the future road system.

## **IMPLEMENTATION**

Implementation of this Comprehensive Plan Update will be through a variety of measures including:

1. Regulatory controls such as zoning and development standards in Title 21;
2. Capital Improvement Programs (CIP);
3. Functional Plans and Studies; and
4. Area-specific Studies and Neighborhood and District Plans.

Such measures are designed to support and carry out the recommendations of this Plan and will be administered by the Municipality. Other government agencies exercise land management controls that are not under the Municipality's direct jurisdiction. Nevertheless, adoption of this Plan constitutes the Municipality's declared public policy as to how state and federal land management systems can be applied in this area.

The paragraphs that follow provide a discussion of the major categories of Implementation Measures. This chapter then proceeds with a specific action plan comprised of bulleted implementation actions. The recommended implementation actions are based on the Plan's Guidelines for Growth and the Land Use Plan map.

Implementation actions will be managed for the most part by the different departments within the Municipality of Anchorage. In some cases, partnerships with other agencies, organizations and community groups are necessary to achieve the goals and objectives envisioned in this Comprehensive Plan Update.

Until applicable strategies are implemented, the Plan's Guidelines for Growth will guide municipal decision-making.

### **IMPLEMENTATION MEASURES**

#### **1. REGULATORY CONTROLS**

Zoning and platting are the most common and important forms of regulatory control over land use. They have traditionally been used to regulate the location and development of commercial, industrial and residential uses, as well as residential densities. As a result, they establish the basic land use pattern of the community.

Zoning and platting regulations are contained in the Municipality's land use code, Title 21. Other municipal regulatory controls, along with applicable state and federal regulations, will help implement recommendations of this Plan.

Because it has not changed significantly in more than thirty-five years, the Municipality's land use code is outdated and a rewrite of the Title 21 regulations is underway. Proposed code revisions include new zoning districts and new design and development standards for the Municipality.

The Title 21 rewrite recognizes that the Chugiak-Eagle River community's growth, development patterns, character and lifestyle differ somewhat from those in the Anchorage Bowl. The update of the Chugiak-Eagle River Comprehensive Plan helped identify community issues and how they might be addressed in revised land use regulations. As a result, a separate chapter for Chugiak-Eagle River in the new Title 21 regulations is recommended as the best implementation method to address these differences.

## **2. CAPITAL IMPROVEMENT PROGRAM**

The Capital Improvement Program is the municipal planning and budgeting program that identifies public facilities to be provided over a six-year period. It is the process used to prioritize needed capital projects, their cost, timing and the source of funding. Capital projects are generally expensive and once constructed are permanently fixed.

It is the intent of this Plan Update that all capital improvement projects comply with the Land Use Plan map unless findings of fact are provided that justify non-compliance.

## **3. FUNCTIONAL PLANS AND STUDIES**

This Plan Update addresses the pattern and density of growth that is projected to take place in Chugiak-Eagle River over the next 20 years. The Plan Update does not address how, when or where all of the various public facilities and services will be provided. Those more specific elements will be identified through separate detailed functional plans and studies, such as transportation, parks and trails, sewer and water master plans, and other plans described below.

## **4. AREA-SPECIFIC PLANS AND NEIGHBORHOOD AND DISTRICT PLANS**

There are some areas that require more detailed study and tailored policy direction than what this Plan Update provides. Area-specific and neighborhood or district plans provide customized guidance for growth and development in specific areas of the community. An example of an adopted area-specific plan is the *Eagle River Central Business District Revitalization Plan*. Upon adoption, each of these plans becomes an amendment to the Comprehensive Plan.

## **Heritage Land Bank (HLB) – Special Study Areas**

Heritage Land Bank holdings include land generally reserved for future public purposes, land that is excess to municipal needs but unsuitable for disposal or development, or is excess to municipal needs that may be disposed of through sale or lease.

This Plan Update intends for specific studies to be conducted for large Heritage Land Bank holdings before any disposals take place. Such studies should include an evaluation of public need, an evaluation of proposed impacts to uses on adjoining properties and public infrastructure, community aspirations, and Heritage Land Bank goals and objectives. Revised land use designations for these properties may then be appropriate.

The former borough landfill site off Eagle River Loop Road, which is owned by the Alaska Mental Health Trust Authority, is also subject to a site-specific land use study before use designation or development.

## **IMPLEMENTATION ACTIONS**

This section contains a list of bulleted Implementation Actions that correspond to the categories found in the Guidelines for Growth Chapter. Implementation Actions describe the steps necessary to implement the Guidelines for Growth. They do not necessarily repeat all of the specific Policies/Strategies content or rationale from the Guidelines for Growth. A single Implementation Action may also achieve several Policies/Strategies at once. Where the Policies/Strategies of the Guidelines for Growth are more detailed or specific than the corresponding Implementation Actions, the Policies/Strategies are intended to provide the detailed direction for the Implementation Actions.

An Implementation Schedule follows this section and provides guidance for when these recommendations would be executed depending on available resources and community support.

## **ECONOMIC DEVELOPMENT ACTIONS**

1. Prepare an Economic Development Plan to retain, encourage and enhance local business growth and to study the types of desirable commercial and industrial enterprises in the community.
2. Implement the adopted Central Business District Plan to promote the downtown of Eagle River as the center of commercial activity, government and employment in Chugiak-Eagle River.
3. Permit and regulate home occupations in Chugiak-Eagle River through Title 21.

## NATURAL ENVIRONMENT ACTIONS

1. Implement and update as necessary the *Anchorage Wetlands Management Plan Maps*.
2. Update and implement the *Anchorage Coastal Management Plan*.
3. Establish protection setback requirements through Title 21 for all waterbodies, including streams and lakes.
4. Implement and enforce natural vegetation retention standards through Title 21.
5. Implement steep slope development guidelines through Title 21.
6. Implement regulations in Title 21 that encourage retention of important wildlife habitat.
7. Develop an areawide drainage plan and implement through Title 21 and other regulations.
8. Determine regulatory authority for on-site water and wastewater oversight.
9. Develop standards to minimize the amount of impermeable surfaces for new development.
10. Identify natural hazard areas and develop standards to regulate development in these areas.
11. Develop a coordination plan for wildfire mitigation efforts with state forest service programs.
12. Evaluate and update the Air Quality Impact Study through the LRTP process.
13. Implement the Point Source Emissions Management Plan and conduct air emissions monitoring.
14. Implement the Air Quality Education program to improve awareness of air quality.
15. Evaluate the feasibility of funding and conducting a subsurface aquifer study to guide future development.

## **LAND USE ACTIONS**

1. Use the Comprehensive Plan including the Land Use Plan map as the policy guide for land use decisions including future zoning map amendments, subdivisions and the location of public facilities.
2. Supplement the Comprehensive Plan with neighborhood plans and area-specific land use studies that provide more tailored guidance for land use decisions.
3. Amend Title 21 Land Use Regulations as necessary to implement the Guidelines for Growth for residential, commercial and industrial land uses in Chugiak-Eagle River.
4. Conduct a comprehensive housing study for the Municipality which includes a specific Chugiak-Eagle River component to determine future housing needs for a diversified community.

## **COMMUNITY DESIGN ACTIONS**

1. Identify community character through Neighborhood and District Plans and include implementation measures such as design guidelines.
2. Implement Northern Design principles for new development that responds to the natural climate through amendments to Title 21.
3. Implement development guidelines specific to the Eagle River Town Center as recommended in the Eagle River CBD Revitalization Plan.
4. Inventory scenic viewsheds and important natural features in Chugiak – Eagle River and identify potential measures that could encourage development patterns, site designs and community facilities (such as roads, utility lines and parks) to recognize scenic views and the natural character of the community.
5. Establish development standards for commercial and mixed-use buildings through Title 21 to address the scale and height of development in relation to the surrounding community.
6. Establish development standards for new multi-family development through Title 21 that are responsive to aesthetic characteristics, building scale, open space, buffers and traffic access.
7. Establish requirements through Title 21 for higher density residential development to provide snow removal and/or snow storage areas on-site.

8. Provide buffering, transition and neighborhood protection standards in Title 21 to ensure compatibility between adjacent developments.
9. Implement natural resource protection standards through Title 21 in new rural neighborhood subdivisions.
10. Update the Design Criteria Manual (DCM) for municipal streets to address street design, pedestrian facilities, landscaping and street lighting.
11. Develop a plan for street and highway landscaping that identifies categories of roadways to be appropriately landscaped and maintained in the Chugiak-Eagle River area.

## **PUBLIC FACILITIES AND SERVICES ACTIONS**

### **Police/Fire/Emergency Response/Health and Social Services**

Provision of these services should be based on master plans or studies that develop level of service standards based on factual data, community concerns, projected growth and development, cost and efficiency, and consideration of service alternatives. The applicable Guidelines for Growth will provide direction for these assessments.

#### **Emergency Response:**

Pursue funding and development of a local Emergency Operations Center.

### **Education**

Implement the school site selection process through Title 25 and continue to work with the Anchorage School District on a School Facilities Study/Plan to determine future school needs.

### **Parks and Open Space**

1. Update the 1985 *Park, Greenbelt and Recreation Facility Plan for Chugiak-Eagle River* to establish level of service standards, park acquisition and development strategies, and funding mechanisms for parks and recreation facilities operation and maintenance.
2. Update and implement master plans for municipal parks.
3. Implement park dedication, trails and open space requirements through Title 21.



## **Utilities**

1. Update the Water and Wastewater Master Plans.
2. Develop a Waste Reduction and Recycling Plan.
3. Conduct a snow management and disposal site study to determine appropriate locations for services in the community.

## **Transportation**

1. Update the *Chugiak-Eagle River Long Range Transportation Plan* (LRTP).
2. Update the *Official Streets and Highways Plan* (OS&HP).
3. Prepare a non-motorized plan to include pedestrian and bicycle components.
4. Implement and update as needed the *CBD Pedestrian Circulation Plan* for the downtown of Eagle River.
5. Provide a requirement for Traffic Impact Analyses through Title 21 for development where applicable.
6. Provide standards for neighborhood street connectivity and adequate walkways through Title 21.
7. Prepare and implement a Transit Development Plan for the Chugiak-Eagle River area.
8. Update the *Areawide Trails Plan* for the Chugiak–Eagle River area.

## **Community Cemetery**

Evaluate the feasibility of acquiring, developing and operating a local cemetery site.

## **HISTORIC AND ARCHAEOLOGICAL RESOURCES ACTIONS**

1. Prepare an inventory of historic sites and buildings to be considered for the National Register of Historic Places.
2. Establish a museum to house and display artifacts representing the history and archaeology of the Chugiak-Eagle River area.

## IMPLEMENTATION SCHEDULE

**NOTE:** Actions listed in the Implementation Schedule are not prioritized except by time frame. Time frames are approximate and will have to be determined by available resources. Most of the Near-Term Actions are either already underway or programmed during the recommended 1- 5 year period.

ACTION	TIME FRAME			PROPOSED IMPLEMENTERS
	1 - 5 years	6 – 15 years	Beyond 15 years	
1. Revise Title 21 to include a separate chapter for Chugiak-Eagle River	X			MOA (Planning)
2. Select and acquire a new elementary school site in the Chugiak-Eagle River area which should include an evaluation of a site in the Powder Reserve.	X			ASD, MOA (Planning)
3. Update the Design Criteria Manual (DCM) for streets	X			MOA (PM&E)
4. Update the Water Master Plan	X			MOA (AWWU)
5. Update the Wastewater Master Plan	X			MOA (AWWU)
6. Update the Chugiak-Eagle River Long Range Transportation Plan (LRTP)	X			MOA (Traffic)
7. Update the Official Streets and Highways Plan (OS&HP)	X			MOA (Traffic)
8. Develop a Transit Development Plan through the LRTP process	X			MOA (Traffic, Transit)
9. Develop a Pedestrian/ Bicycle Plan	X			MOA (Traffic, PM&E)
10. Update the Areawide Trails Plan	X			MOA (Traffic, Parks and Recreation)
11. Update the Park, Greenbelt and Recreation Facility Plan	X			MOA (C-ER Parks and Recreation)
12. Update the Anchorage Coastal Management Plan	X			MOA (Planning)
13. Develop an areawide drainage plan	X			MOA (PM&E)
14. Update the Air Quality Impact Study through the LRTP process	X			MOA (Traffic)
15. Update Anchorage Wetlands Management Plan maps	X			MOA (Planning)
16. Implement the Air Quality Education program	X			MOA (DHHS)
17. Implement the Point Source Emissions Management Plan	X			MOA (DHHS)
18. Determine regulatory authority for on-site systems	X			MOA (Development Services), State (DEC)

ACTION	TIME FRAME			PROPOSED IMPLEMENTERS
	1 - 5 years	6 – 15 years	Beyond 15 years	
19. Develop a coordinated municipal/state wildfire mitigation plan	X			MOA (AFD), State (DNR/ Forestry Division)
20. Prepare Heritage Land Bank land use studies	X			MOA (HLB)
21. Develop Neighborhood and District Plans	X	X		MOA (Planning), Community Groups
22. Update/implement municipal park master plans	X	X		MOA (C-ER Parks and Recreation)
23. Develop a waste reduction and recycling plan	X			MOA (OECD, Solid Waste), Community Groups
24. Evaluate feasibility of acquiring, developing and operating a local cemetery	X			C-ER Chamber of Commerce, Community Groups
25. Pursue funding and development of a local Emergency Operations Center	X			MOA (OECD)
26. Evaluate feasibility of funding and conducting a subsurface aquifer study		X		MOA (PM&E), State (DEC)
27. Develop a Street and Highway Landscape Plan		X		MOA (Planning, PM&E)
28. Conduct a snow management and snow disposal site study		X		MOA (CBERRRSA)
29. Inventory scenic viewsheds		X		MOA (Planning)
30. Implement the Eagle River CBD Plan		X		MOA (Planning), C-ER Chamber of Commerce
31. Implement the CBD Pedestrian Circulation Plan		X		MOA (Traffic, PM&E, ADOTPF), C-ER Chamber of Commerce
32. Prepare an Economic Development Plan		X		C-ER Chamber of Commerce
33. Conduct a housing study		X		MOA (Planning), Community Groups
34. Prepare a long-range school facilities plan		X		ASD, MOA (Planning)
35. Prepare master plans or studies for police, fire, emergency response, and health and social services		X		MOA (APD, AFD, OEM, DHHS), Community Groups
36. Update/identify natural hazard area information		X		MOA (Planning, OEM)
37. Inventory historic sites and buildings			X	C-ER Historical Society
38. Establish a museum in Chugiak-Eagle River			X	C-ER Historical Society

## **MUNICIPAL AGENCIES:**

AFD:	Anchorage Fire Department
APD:	Anchorage Police Department
AWWU:	Anchorage Water and Wastewater Utility
CBERRRSA	Chugiak, Birchwood, Eagle River, Rural Road Service Area
C-ER Parks and Recreation:	Chugiak-Eagle River Parks and Recreation Department
Development Services:	Development Services Department
DHHS:	Department of Health and Human Services
HLB:	Heritage Land Bank
OECD:	Office of Economic and Community Development
OEM:	Office of Emergency Management
Planning:	Planning Department
PM&E:	Project Management and Engineering Department
Solid Waste	Solid Waste Services
Traffic:	Traffic Department
Transit:	Public Transportation Department/People Mover

## **OTHER AGENCIES:**

ADOTPF:	Alaska Department of Transportation & Public Facilities
ASD:	Anchorage School District
C-ER Chamber of Commerce:	Chugiak-Eagle River Chamber of Commerce
C-ER Historical Society:	Chugiak-Eagle River Historical Society
State DEC	Alaska Department of Environmental Conservation
State DNR:	Alaska Department of Natural Resources

## PLAN REVISION AND AMENDMENT PROCESS

This Plan Update provides direction for land development and management in Chugiak-Eagle River. It is based on a given set of factors, some of which are expected to change in the future. A process for revising or amending the Plan is needed to help ensure its continued effectiveness as a guide for the community's future growth.

A complete revision of the Plan should be undertaken at least once every 20 years, preferably following the decennial census. A re-evaluation of the major trends and/or policies of the Plan (including the Land Use Plan map) should be done every 10 years.

The re-evaluation should consider factors such as:

- Updated demographic and economic trends;
- Changes in assumptions and projections that form the basis for Plan recommendations;
- Changes in community aspirations that affect the goals and objectives; and
- Progress in implementing the Plan.

If the re-evaluation finds there are no significant deviations from major trends or policies anticipated in the initial plan, a complete revision of the Plan is not required. However, if major changes are noted in the re-evaluation, a complete revision of the Plan is warranted.

The Plan may also be amended based on recent and proposed land use decisions, and adopted studies and plans. For example, if a proposed rezoning is demonstrated to have community-wide benefits and responds to new issues, needs or opportunities not addressed in the Comprehensive Plan, an amendment to the Land Use Plan map may be appropriate.

A proposed Plan amendment should be demonstrated to be consistent with the Comprehensive Plan, the overall Land Use Plan map framework for locating future population and employment, and the community-wide allocation of sufficient lands to meet forecasted growth.

Adoption of this Plan Update provides for the above plan review and amendment processes to be followed, so that the basic framework and direction for decision-making on community land use issues remains current.

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# **APPENDICES**





# **APPENDIX A**

## **SUMMARY OF PROJECTIONS AND LAND USE PLAN METHODOLOGY**

The Planning Department used the following methodology in developing land use projections and the Land Use Plan Map for the Chugiak – Eagle River Comprehensive Plan Update:

### **1) Population, Employment and Housing Projections**

- a) The projected population for 2025 was calculated based on historical growth trends in Chugiak-Eagle River and on forecasts for the Municipality prepared by the University of Alaska's Institute of Social and Economic Research (ISER), which were modeled on assumptions of statewide economic activity.
- b) The number of new jobs projected for 2025 was estimated as a percentage of forecasted population growth based on historical trends and community aspirations for a local-serving economic base (15% of the total population).
- c) The projected housing need for 2025 was calculated based on a probable average household size with an overage to account for factors such as vacancy and the availability of suitable land for development.

### **2) Land Use Projections**

- a) The existing developed acreage for residential, commercial, and industrial land use was calculated, and the number of existing single-family and multi-family/attached housing units was counted.
- b) Remaining vacant lands were inventoried.
- c) Based on the area's physical characteristics, three categories of vacant land suitability for development (suitable, marginally suitable, and unsuitable) were identified and mapped.
- d) The acreage of vacant land in each suitability category was calculated for each zoning district and community council area. 100 percent of suitable vacant land and 66 percent of marginally suitable land were considered available for development.
- e) Existing and projected sewer service areas were identified.

- f) The number of potential housing units on vacant land in currently zoned residential areas was estimated using the following assumptions:
  - o Build-out for the Powder Reserve northern portion was based on the approved 2002 Master Plan for that area.
  - o Build-out for the Eklutna 770 property between the old and new Glenn Highways was based on an overall average density of 1 – 2 dwelling units per acre.
  - o Build-out capacity for Eklutna property in the western portion of the Powder Reserve and north of Peters Creek, west of the Glenn Highway was not included. (These are Development Reserve areas on the proposed Land Use Plan Map.)
  - o Build-out capacity on remaining vacant land was estimated using existing average net residential densities.
- g) The number of potential new housing units was added to the number of existing housing units to yield a total figure for housing build-out capacity under current conditions.
- h) The housing build-out capacity was compared to projected housing need. This analysis found that total build-out capacity under current conditions exceeded the projected 20-year demand for new housing.
- i) The ratio of single-family to multi-family housing with build-out under current conditions was close to the 85/15 ratio projected in the 1993 Plan.

NOTE: Except for the excluded areas noted above, the housing build-out analysis for current conditions assumes development of ALL vacant suitable residentially-zoned land throughout the community. This is not likely to occur in the next 20 years. The actual amount and distribution of development will depend on individual property owner plans, the market demand for new housing, and other factors.

- j) Commercial acreage needs were estimated by relating projected employment to employment per acre data and the amount of suitable vacant land zoned for commercial use.

### **3) Land Use Plan Map**

- a) Land Use Classifications (residential, commercial, industrial, etc.) were defined.
- b) The location of major residential areas was determined using existing development patterns, build-out capacity figures for vacant lands, and Guidelines for Growth in the Plan Update.

- c) Residential densities were assigned to land classified as residential. These are ranges of gross density intended for larger geographic areas rather than specific densities for individual parcels.
- d) The number of potential housing units that could be provided under the updated Land Use Plan Map (i.e., its housing capacity at build-out) was estimated using the following assumptions:
  - o Build-out for the Powder Reserve northern portion was based on updated development plans from the property owner.
  - o Build-out for the Eklutna 770 property between the old and new Glenn Highways was based on an overall average density of 1 – 2 dwelling units per acre.
  - o Build-out capacity for Eklutna property in the western portion of the Powder Reserve and north of Peters Creek, west of the Glenn Highway was not included. (These are Development Reserve areas on the proposed Land Use Plan Map.)
  - o Build-out capacity on remaining vacant land was estimated using existing average net residential densities of the surrounding area.
- e) The number of potential new housing units was added to the number of existing housing units to yield a total figure for housing build-out capacity represented by the Land Use Plan Map.
- f) As with build-out under current conditions, this analysis found that total build-out capacity on the Land Use Plan Map exceeded the projected 20-year demand for new housing. The difference between the total number of estimated housing units at build-out for both scenarios was less than 10%, applying the assumptions listed above.
- g) The ratio of single-family to multi-family housing in this scenario moved to 90/10, a lower ratio of multi-family housing units than existed in 2005.

NOTE: Except for the excluded areas noted above, the housing build-out analysis assumes development of ALL vacant suitable land classified residential on the Land Use Plan Map. This is not likely to occur in the next 20 years. As with the current conditions scenario, the actual amount and distribution of development will depend on individual property owner plans, the market demand for new housing, and other factors.

- h) The location of commercial and industrial land use classifications was determined using existing development patterns, projected employment for 2025, and Guidelines for Growth in the Plan Update. It was assumed that existing

vacant and underdeveloped commercial areas could accommodate near term needs, and that the addition of new commercial and industrial areas could meet most if not all of the 20-year demand.

- i) The location of community facility and park use areas was determined using an inventory of existing and known planned facilities.

## APPENDIX B

### CHUGIAK-EAGLE RIVER COMPREHENSIVE PLAN UPDATE CITIZENS' ADVISORY COMMITTEE

#### MEMBERS

<i><b>Name</b></i>	<i><b>Organization Represented</b></i>
Diane Payne Bobbi Wells Val Jokela (alternate)	Community Councils: <i>Birchwood</i> <i>Birchwood</i> <i>Birchwood</i>
Linda Kovac Dixie Waddell Ted Kinney (alternate)	<i>Chugiak</i> <i>Chugiak</i> <i>Chugiak</i>
Judith Fetherolf Bobbie Gossweiler Charlie Horsman (alternate)	<i>Eagle River</i> <i>Eagle River</i> <i>Eagle River</i>
Susan Browne Bill Starr	<i>Eagle River Valley</i> <i>Eagle River Valley</i>
James Riley	<i>Eklutna Valley</i>
Bob Gill Andy Brewer	<i>South Fork</i> <i>South Fork</i>
Gail Dial	Chugiak, Birchwood, Eagle River, Rural Road Service Area (CBERRRSA)
Al Romaszewski Susan Gorski (alternate)	Chugiak-Eagle River Chamber of Commerce Chugiak-Eagle River Chamber of Commerce
Lexi Hill	Chugiak/Eagle River Parks & Recreation Board of Supervisors
Jim Arnesen (staff/alternate) Michael Curry Tim Potter	Eklutna, Inc. Eklutna, Inc. Eklutna, Inc.
Van Le Tom Davis Cathy Hammond John Rodda	MOA Planning Department MOA Planning Department MOA Planning Department MOA Eagle River Parks and Recreation Department

## **CHUGIAK-EAGLE RIVER COMPREHENSIVE PLAN UPDATE CITIZENS' ADVISORY COMMITTEE**

### **MEETINGS**

The municipal Planning Department worked with the Citizens' Advisory Committee during 2005 and 2006, focusing on an update of the 1993 Plan's Guidelines for Growth, Land Use Plan, and Implementation components. The dates of the meetings follow:

June 2, 2005  
June 16, 2005  
June 23, 2005  
June 30, 2005  
July 12, 2005  
July 21, 2005  
July 28, 2005  
August 11, 2005  
August 17, 2005  
August 25, 2005  
September 14, 2005  
October 5, 2005  
December 15, 2005  
January 17, 2006  
February 15, 2006  
April 5, 2006

