CHUGI AK-EAGLE RIVER
SITE-SPECIFIC LAND USE PLAN
JUNE 2010
Final

Prepared for
The Heritage Land Bank,
Municipality of Anchorage
by Agnew Beck Consulting
www.agnewbeck.com
907.222.5424
Chugiak-Eagle River Site-Specific Land Use Plan
FINAL :: Assembly Amended and Approved SEPTEMBER 2009
(AO 2009-104)

Table of Contents
Preface .................................................................................................................................................. iii
1. Executive Summary ............................................................................................................................ 1
2. Project Background .......................................................................................................................... 12
   Study Area ........................................................................................................................................ 12
   Background ....................................................................................................................................... 12
3. Description of the Study Area ............................................................................................................. 14
   Environment ..................................................................................................................................... 15
   Land Use and Infrastructure ............................................................................................................ 19
4. Growth Trends .................................................................................................................................. 26
5. Site-Specific Plan - Analysis of Potential Uses .................................................................................. 27
6. Land Use & Infrastructure Plan ......................................................................................................... 30
   Plan Overview ................................................................................................................................. 30
   Recommended Plan – Land Use ....................................................................................................... 32
   Recommended Plan – Roads & Other Infrastructure ....................................................................... 40
7. Implementation ................................................................................................................................. 44

Bibliography ....................................................................................................................................... 46
Assembly Ordinance 2009-104 ........................................................................................................... 47

Appendices – Available from Heritage Land Bank office upon request:
   Appendix A: Meeting Publicity Materials
   Appendix B: Minutes of Public Meetings
   Appendix C: Public Meeting Attendees
   Appendix D: Public Comments Submitted
   Appendix E: Existing Field and Sports Facilities
   Appendix F: Record of HLBAC Changes
   Appendix G: Facility Needs Review
Maps, Illustrations, Tables

Map 1: Study Area Boundaries ................................................................. 2
Map 2: Land Use Recommendations .......................................................... 6 and 31
Map 3: Map from 2006 Chugiak-Eagle River Comprehensive Plan Update ................. 11
Map 4: Environmental Features – Topography, Wetlands, Streams, & Vegetation ........ 16
Map 5: Development Suitability .................................................................. 17
Map 6: Chugiak-Eagle River Generalized Land Use Map and Zoning ..................... 24
Map 7: Roads, Trails, Infrastructure & Public Facilities ........................................ 25

Table 1: Density Recommendations by Area ................................................. 5 and 32
Table 2: Summary of Recommended Land Use .............................................. 7
Table 3: Summary of Public Process ............................................................. 9
Table 4: Summary of Parcel Characteristics ............................................... 22
Table 5: Land Use Allocation 1987 & 2005 ..................................................... 26
Table 6: Recommended Zoning .................................................................... 45
The Chugiak-Eagle River Site-Specific Land Use Plan (Plan) fulfills three primary objectives.

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

<table>
<thead>
<tr>
<th>Parcel Name</th>
<th>Size</th>
<th>Current Comp Plan Land Use Classification</th>
<th>Recommended Land Use Classification</th>
<th>Additional Recommendations</th>
</tr>
</thead>
<tbody>
<tr>
<td>North Knoll</td>
<td>40</td>
<td>Residential, &lt;1 - 1 dwellings per acre</td>
<td>Park &amp; Natural Resource</td>
<td></td>
</tr>
<tr>
<td>Muldrow Street West</td>
<td>3.7</td>
<td>Community Facility</td>
<td>Residential, 1 - 2 dwellings per acre</td>
<td>Design objectives established in plan; min. 40,000 sq. ft. lots</td>
</tr>
<tr>
<td>Muldrow Street East</td>
<td>7.8</td>
<td>Special Study Area</td>
<td>Residential, 1 - 2 dwellings per acre</td>
<td>Design objectives established in plan; min. 40,000 sq. ft. lots</td>
</tr>
<tr>
<td>Carol Creek A, Rural Residential</td>
<td>10</td>
<td>Special Study Area</td>
<td>Residential, 1 - 2 dwellings per acre</td>
<td>Design objectives established in plan; min. 40,000 sq. ft. lots</td>
</tr>
<tr>
<td>Carol Creek B, Natural Resource Corridor</td>
<td>26</td>
<td>Special Study Area</td>
<td>Park &amp; Natural Resource</td>
<td></td>
</tr>
<tr>
<td>Carol Creek C, Residential</td>
<td>8</td>
<td>Special Study Area</td>
<td>Residential, 3 - 6 dwellings per acre</td>
<td>Max of 50 units. Design objectives in plan and recommended site plan review.</td>
</tr>
<tr>
<td>Carol Creek D, Residential</td>
<td>7</td>
<td>Special Study Area</td>
<td>Residential, 7 - 10 dwellings per acre</td>
<td>Max of 60 units. Design objectives in plan and recommended site plan review.</td>
</tr>
<tr>
<td>Carol Creek E, Park &amp; Natural Resources / Very Low Density</td>
<td>23</td>
<td>Special Study Area</td>
<td>Residential, &lt;1 - 1 dwellings per acre / Park &amp; Natural Resource</td>
<td>Max of 5 units</td>
</tr>
</tbody>
</table>

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

AMC 25.40.025 H also states that HLB disposal shall benefit the public, and that the “disposition shall include additional requirements and conditions to insure the proper development and completion of the project in the public interest.” Development objectives, and the explanation on how those objectives would be effectuated, are included in the Plan to meet the public interest as captured during the public outreach portion of the plan.
Third, the Plan recommends management direction and implementation actions to guide subsequent regulatory processes and decisions related to the long-term management and development of the specific sites described in the Plan. Typically, a site specific land use plan would at a minimum recommend zoning districts appropriate to effectuate the land use recommendations in the plan. This Plan recommends zoning districts, and also recommends development objectives describing the character, structure types, site and building design guidelines. Subsequent development processes, including HLB disposal, platting, and zoning are required to take the Plan recommendations into consideration. In the case of the Carol Creek parcels, a site plan review would be required.

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

NOTE: The final edition of this document was approved by the Assembly in September 2009 (AO2009-104), and subsequently revised in 2010 by incorporating the approved changes. The month and date at the bottom of each page reflects the final revised version (June 2010).
EXECUTIVE SUMMARY

Overview

Heritage Land Bank (HLB) manages uncommitted municipal land and the HLB Fund “to benefit the present and future citizens of Anchorage, promote orderly development, and achieve the goals of the Comprehensive Plan.”¹ HLB currently manages a land base of approximately 9,000 acres distributed between Chugiak and Girdwood. Heritage Land Bank’s 2007 Work Plan and Five-Year Plan (2008-2012) direct HLB to review several of its holdings for disposal. In order to recommend disposal or other use, HLB conducts a detailed site-specific planning study.

This Chugiak-Eagle River Site-Specific Land Use Plan analyzes and makes recommendations for four HLB parcels in North Eagle River near the Harry J. McDonald Center, which total approximately 140 acres. Two of the four parcels are designated as areas for special study in the 2006 Chugiak-Eagle River Comprehensive Plan Update (see Map 3, page 11). The study’s purpose is to help HLB make sound and broadly beneficial decisions regarding land use, management and disposal regarding the sites. The recommendations are based on physical data, public input, and relevant policy directives. The study also helps HLB serve broader community goals including: quality of life, public safety, economic development, and improved services.

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

1. **Executive Summary** – introduces the need for planning of HLB’s Eagle River parcels, summarizes the land use recommendations and discusses the review and adoption process for this plan.

2. **Project Background** – defines the study area and provides background information on existing land use regulations and planning policies influencing the plan.

3. **Description of the Study Area** – illustrates physical characteristics and environmental constraints of the parcels with maps, summarizes the site’s current land uses and adjacent uses, and provides an overview of existing area infrastructure (including roads, trails, water and sewer system, public facilities and park, recreation lands).


5. **Site-Specific Plan – Analysis of Alternative Uses** – fulfills HLB code requirements to analyze the following: community sites and facilities, historic and natural landmarks, environmentally sensitive lands, public utility needs, residential, commercial, and industrial areas, land use compatibility, and consistency with the Comprehensive Plan.

6. **Land Use & Infrastructure Plan** – outlines the goals and policies of the site-specific plan, proposes a recommended plan with development intent, suggests development objectives, and explores necessary infrastructure improvements.

7. **Implementation** – details strategies to ensure the Plan is followed and enforced through the development process. Provides a process and potential timeline for implementation.

¹ AMC 25.40.010 Heritage Land Bank established – Purpose and mission.
Land Use & Infrastructure Plan – Summary of Recommendations

This Site-Specific Land Use Plan sets out land use and infrastructure policy for the set of four non-contiguous HLB parcels shown by Map 1: Study Area Boundaries. Recommendations are summarized on Map 2 and Table 1.

Recommended Development Objectives

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

- Respect and protect the quality and character of the existing low density residential neighborhood.
- For parcels or portions of parcels immediately adjoining existing residential areas, allow for new residential uses at densities comparable to the existing, adjoining residential uses.
- Protect and work within the constraints and opportunities of the natural setting of the area. In particular protect Carol Creek and associated wetlands and groundwater resources.
- On the portions of the Carol Creek parcel southwest of the McDonald Center and outside the Carol Creek greenbelt (areas C & D on map 2) allow for low and low/medium density housing. Limited, accessory office and/or commercial uses are possible in this area, but only under a Planned Unit Development approach. The planned residential use, along with the school and the McDonald Center, provide a logical transition between intense commercial uses to the west, and low density residential uses to the east.
- Establish a set of development standards for the low and low/medium density residential uses to ensure these are high quality residential areas, sized and developed to be appropriate for their location in this transitional area.
- Retain and improve opportunities for access to open space, trails and other outdoor and indoor recreation amenities, for local residents and for visitors from outside the immediate neighborhood.
- Develop in accordance with the 2006 Chugiak-Eagle River Comprehensive Plan Update.

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

Recommended Land Use Classifications

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

North Knoll Parcel (HLB #1-071) – 40 acres

Land Use Designation: Park & Natural Resource

Development Intent: Retain the land a natural state and in public ownership. Limit development to non-motorized trails and related passive, outdoor recreation uses; adhere to Chugach State Park land management directives. Consider the option to trade land to Chugach State Park or a non-profit land trust, with the goal of receiving land better suited to community needs.
Muldrow Street Parcels (HLB #1-072 & 1-073) – 11 acres

Land Use Designation: Low Density Residential (1-2 DUA)

Development Intent: Make available for residential development, at approximately 1-2 dwelling units/acre, to match the density and character of the adjacent neighborhood.

Carol Creek (HLB #1-074), Rural Residential (Section A - area east of McDonald Center) - 10 acres

Land Use Designation: Low Density Residential (1-2 DUA)

Development Intent: Make available for residential development, at approximately 1-2 dwelling units/acre, to match the density and character of the adjacent neighborhood.

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

Land Use Designation: Park and Natural Resources

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

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

Land Use Designation: Low/Medium Density Residential (3-6 DUA)

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

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

Land Use Designation: Medium Density Residential (7-10 DUA)

Development Intent: Residential will be developed at a medium density in this area (see Table 1: Summary of Area Density Recommendations, page 5). Intent for this area is the same as for Section C above, with the option to raise the density to up to 15 dwelling units/acre. The upper end of this density range equates 3 story townhouses or stacked flats. No more than 60 units would be developed. Residential development in this area and Section C would follow the design objectives outlined in Chapter 6 of this plan.

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

Land Use Designations: Park and Natural Resources/Very Low Density Residential (< 1 DUA)

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

The Land Use Designations assigned to each parcel correspond to the land use classification system in the Chugiak-Eagle River Comprehensive Plan. Following is a table summarizing and defining the recommended land use for the parcels.
<table>
<thead>
<tr>
<th>Parcel Name</th>
<th>Land Use Classification</th>
<th>Development Intent</th>
</tr>
</thead>
<tbody>
<tr>
<td>North Knoll (HLB #1-071)</td>
<td>Park and Natural Resources</td>
<td>Provides for active and passive recreation, conservation of natural areas, and trail corridors connecting neighborhoods. Uses include neighborhood, community, and natural resource 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. 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. Minimum lot size is 40,000 sq. ft.</td>
</tr>
<tr>
<td>Muldrow Street (HLB #1-072 &amp; 73)</td>
<td>Residential (low density; 1-2 dua)</td>
<td>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. Minimum lot size is 40,000 sq. ft.</td>
</tr>
<tr>
<td>Carol Creek (HLB #1-074)</td>
<td>Residential (low density; 1-2 dua)</td>
<td>See Muldrow Street above</td>
</tr>
<tr>
<td>Section A</td>
<td>Park and Natural Resources</td>
<td>See North Knoll above – this parcel will have additional restrictions related to its use as mitigation lands</td>
</tr>
<tr>
<td>Section B</td>
<td>Residential (medium density; 3-6 dua)</td>
<td>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 3 to 6 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. 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 6 and up to 10 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. Provides for large-lot, single-family residences in a rural environment, much of which is served by private wells and septic systems. The predominant land use consists of detached houses on lots one acre or larger in size. The intended overall density for new development is less than one housing unit per gross acre. This type of development results from a combination of preferred lifestyles, a lack of public infrastructure, remoteness and environmental constraints. See above for Park &amp; Natural Resource</td>
</tr>
<tr>
<td>Section C</td>
<td>Residential (medium density; 7-10 dua)</td>
<td>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 6 and up to 10 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. Provides for large-lot, single-family residences in a rural environment, much of which is served by private wells and septic systems. The predominant land use consists of detached houses on lots one acre or larger in size. The intended overall density for new development is less than one housing unit per gross acre. This type of development results from a combination of preferred lifestyles, a lack of public infrastructure, remoteness and environmental constraints. See above for Park &amp; Natural Resource</td>
</tr>
<tr>
<td>Section D</td>
<td>Residential (very low density; &lt;1 dua)</td>
<td>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 6 and up to 10 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. Provides for large-lot, single-family residences in a rural environment, much of which is served by private wells and septic systems. The predominant land use consists of detached houses on lots one acre or larger in size. The intended overall density for new development is less than one housing unit per gross acre. This type of development results from a combination of preferred lifestyles, a lack of public infrastructure, remoteness and environmental constraints. See above for Park &amp; Natural Resource</td>
</tr>
<tr>
<td>Section E Southeast Slope</td>
<td>Residential (very low density; &lt;1 dua)</td>
<td>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 6 and up to 10 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. Provides for large-lot, single-family residences in a rural environment, much of which is served by private wells and septic systems. The predominant land use consists of detached houses on lots one acre or larger in size. The intended overall density for new development is less than one housing unit per gross acre. This type of development results from a combination of preferred lifestyles, a lack of public infrastructure, remoteness and environmental constraints. See above for Park &amp; Natural Resource</td>
</tr>
</tbody>
</table>
Roads and other Infrastructure

1. Roads

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

Planned Changes and Improvements:

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

Other Planned Access Improvements:

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

Water and Sewer, On-site Wells and Septic Systems

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

Planned Changes and Improvements:

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

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

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

The Plan was refined based on public input from the March 6, 2008, workshop and submitted comments. Additional edits were made based on feedback offered by the Heritage Land Bank Advisory Commission (HLBAC) who unanimously approved the Plan with their proposed changes at their May 8, 2008 regular meeting (Resolution 2008-06). The Planning Department had an opportunity to review and comment on the Plan in preparation for the P&ZC. On May 11, 2009, the P&ZC approved the plan with modifications (Resolution 2009-026). The plan was amended and approved by the Assembly on September 15, 2009 (AO 2009-104). The following table summarizes the process to date to prepare this Site-Specific Land Use Plan.

<table>
<thead>
<tr>
<th>Date</th>
<th>Activity</th>
</tr>
</thead>
<tbody>
<tr>
<td>Summer 2007</td>
<td>Consulting team hired, project start-up; initial background research</td>
</tr>
<tr>
<td>Sept. 19, 2007</td>
<td>Public Workshop: review background report; discuss project issues</td>
</tr>
<tr>
<td></td>
<td>(approximately 45 attendees)</td>
</tr>
<tr>
<td>October 2007</td>
<td>Prepare preliminary development options</td>
</tr>
<tr>
<td>Nov. 8, 2007</td>
<td>Informal public open house/workshop (approximately 21 attendees)</td>
</tr>
<tr>
<td>December 07-January 08</td>
<td>Prepare revised development options</td>
</tr>
<tr>
<td>Feb. 6, 2008</td>
<td>Informal public open house/workshop (approximately 47 attendees)</td>
</tr>
<tr>
<td>February 2008</td>
<td>Draft Plan; circulate for internal review – HLB, Municipal Planning, Parks &amp; Recreation, and Traffic Departments</td>
</tr>
<tr>
<td>Feb. 29, 2008</td>
<td>Plan available on line at <a href="http://www.agnewbeck.com">www.agnewbeck.com</a> – current projects page</td>
</tr>
<tr>
<td>March 6th, 2008</td>
<td>Thursday evening public workshop to review the plan</td>
</tr>
<tr>
<td></td>
<td>Fire Lake Elementary</td>
</tr>
<tr>
<td>April 2008</td>
<td>Revise Plan based on public review</td>
</tr>
<tr>
<td>April 2008</td>
<td>Begin formal review and approval process</td>
</tr>
<tr>
<td>May 2008</td>
<td>Heritage Land Bank Advisory Commission – Approved, May 8, 2008 (R 2008-06)</td>
</tr>
<tr>
<td>Fall 2009</td>
<td>Anchorage Municipal Assembly – Amended and Approved, September 15, 2009 (AO 2009-104)</td>
</tr>
</tbody>
</table>
Plan Implementation Process

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

Platting & Zoning

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

Disposal

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

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

Development

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

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

Below (next page) is the Land Use Map from the approved 2006 Chugiak-Eagle River Comprehensive Plan Update.
Study Area

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

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

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

Background

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

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

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

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

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

- **Economic Development Objective C:** Encourage the development of local-serving and regional business enterprises to help strengthen the community’s economic base.

- **Economic Development Objective E:** Encourage economic development in rural and large-lot suburban zoning districts that enhances rather than conflicts with the rural character and lifestyle of those areas.