

GEO-REZONING

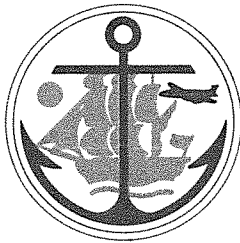
Background Information Packet

Southeast Anchorage



Municipality of Anchorage
Tony Knowles, Mayor

Municipality of Anchorage



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TONY KNOWLES,
MAYOR

OFFICE OF THE MAYOR

November 16, 1984

Dear Anchorage Citizen:

Holding public hearings on zoning cases by geographic area is bringing about a tremendous change in the manner in which land use decisions are made. It is exciting to be a part of that change.

More than ever before, decision-makers have at their disposal a multitude of statistics and data to aid them in the tough tasks of deciding land use decisions. This has become possible with the collection and compilation of information by the Community Planning Department each month for one of the six geographic rezone areas of Anchorage - Eagle River, Northeast, Northwest, Southwest, Southeast, and Turnagain Arm.

Each month a different geographic area is the focus of indepth study. Information about the geographic region is analyzed and presented in a Geo-Rezoning Background Information Packet. This packet serves as a tool for all parties - Boards and Commissions, Assembly, Municipal administration and staff, community councils, and the general public - for assessing land use questions.

With great pleasure, I offer you this document. The intent is to provide a comprehensive picture of Southeast Anchorage as it is today so that we, all of us, can make decisions that will favor the vision of Anchorage we have for tomorrow. Won't you join me in pursuing this vision?

Sincerely,

Tony Knowles
Mayor

GEOGRAPHIC REZONING
BACKGROUND INFORMATION PACKET
SOUTHEAST ANCHORAGE

PREPARED BY:
COMMUNITY PLANNING DEPARTMENT
MUNICIPALITY OF ANCHORAGE
TONY KNOWLES, MAYOR
NOVEMBER 1984

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Southeast Anchorage

Privately-Owned Vacant Land (1984)

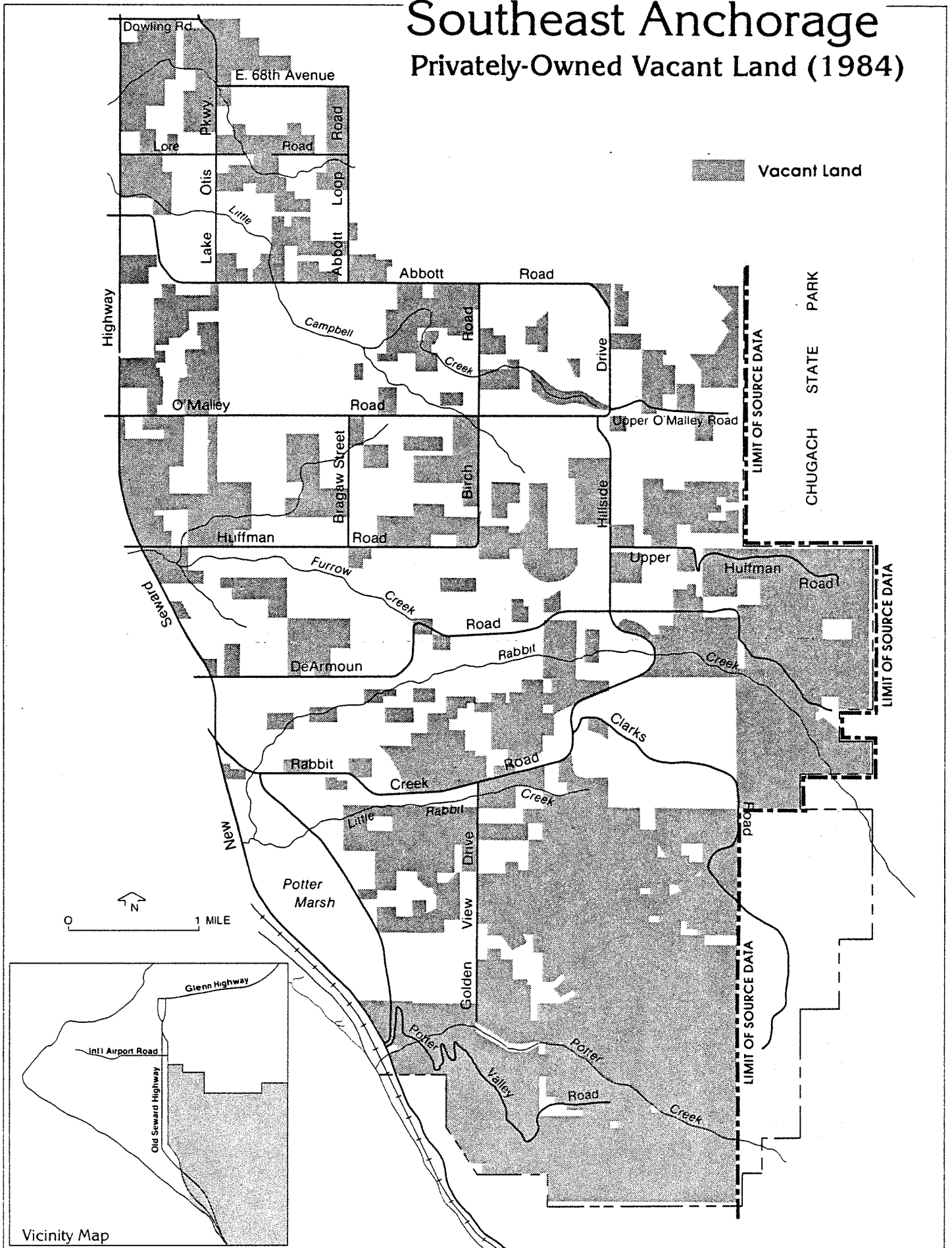


Figure 3
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LAND USE

Overview

Southeast Anchorage, which encompasses some 25 square miles, is a diverse area with differing environmental conditions and development patterns. Moderate-to-high density development is now occurring in the Abbott Loop area where land is generally suited to building and where utility and road infrastructures are well developed. By contrast, environmental constraints and the absence of utility services in the Upper Hillside area have the effect of limiting its growth to what is now sparse, low-density rural development. In the Lower Hillside, large tracts of essentially pristine land will see the development in the next ten years of whole new communities as public infrastructure is extended into the area. Each of these contrasting situations presents a different and complex set of planning and land use challenges to both the public and private sectors alike.

Land ownership patterns also cause differences in the form and pattern of development in Southeast. In the Abbott Loop area, former five acre BLM lots are generally held under separate ownership with individual land owners making independent development decisions as small tracts are subdivided. This contrasts with the Lower Hillside area where large tracts of vacant land are owned by a few major land holders. This affords the opportunity to utilize planned unit development (PUD) and master site planning techniques which tend to provide integrated, phased development with reserved open space and other amenities.

Today approximately one-quarter of the vacant, privately owned residential land supply in the Anchorage Bowl, served or planned to be served by public water and wastewater systems, is in Southeast.¹ These lands, together with all other privately owned vacant lands in Southeast, are shown in Figure 3. In Southeast as in neighboring Southwest, large tracts of this vacant acreage are opening for development as utilities and

¹ Approximate percentages are: Southeast 27%, Southwest 53%, Northeast 12%, Northwest 8%.

other public infrastructure are provided and as the private housing market responds to the twin stimuli of demographic growth and available state housing financing.

In coordination with currently scheduled infrastructure development, four large tracts of land in Southeast and Southwest Anchorage will likely open to development in the following sequence: Southwest's Klatt and Connors Bog areas at present, followed by Potter Valley in Southeast beginning in 1985, the Goldenview area in 1985-1986, and the Sand Lake gravel pit area in Southwest in the early 1990's. Development will probably occur in a phased sequence that may extend 8 to 10 years from these start-up dates in response to the actual completion of wastewater and water lines, the rate of economic growth in the metropolitan area generally, and the availability of similarly sized and priced housing in other parts of Anchorage.

In those areas of the Lower Hillside opening for development, the land use and planning challenge is to coordinate and time the extension of public services and infrastructure so as to provide efficient and cost effective land development. Planning must address not only the extension of wastewater and water services, but also the provision of storm drainage systems and an internal and access-road network, schools, parks, law enforcement, fire protection and the like. The Comprehensive Development Plan clearly addresses land use, development density patterns, and facility phasing for this area. The Hillside Wastewater Management Plan, adopted by ordinance in 1982, speaks to the issues of when, where, and how wastewater facilities will be extended and sets forth guidelines for orderly development in the general Lower Hillside area. In the Plan, public sewer service boundaries are established that in essence define the maximum perimeter for moderate density suburban type development. Areas outside the public service boundary, by virtue of their more remote locations as well as steep slopes, poor soils and other geologic constraints, are generally limited to very low density rural development and are not expected to ever house significant percentages of Anchorage's growing population. Any request for a change in the public wastewater service boundary to allow higher density development in these areas would require an amendment to the Hillside Wastewater Management Plan.

The topographically flat land east of Abbott Loop Road, south of 68th, and north of O'Malley, is an area with good existing utility service and proximity to major transportation routes. This area is experiencing rapid high density residential growth. Major land use and planning challenges are to provide adequate neighborhood parks and school facilities and to mitigate the impact of intense residential development through visual and noise buffering.

In the Upper Hillside area, there is no utility network and no plans to extend service. The road system is limited and development is generally on large, many-acre homesites. Rural lifestyles prevail. The planning challenge for this area is two-fold: (1) to assure the provision of adequate fire and law enforcement protection, school facilities, access roads and storm drainage, and (2) to prevent groundwater contamination and inefficient operation of on-site wastewater systems. In certain areas, for example, there is presently concern that surface runoff from roads may be entering septic tank drainage fields, saturating the fields and causing them to function inefficiently.

Land Use

Approximately half of the vacant residential and unrestricted land in Southeast in 1980 was zoned for single-family use (Table 4). Between 1980 and 1984, 1,255 acres of land zoned for residential use and 1,561 acres of unrestricted land were developed. Of the remaining vacant unrestricted land, over 90% was rezoned to either single-family or multi-family use districts under the G-5 areawide rezone (Table 5). This had the effect of almost doubling the total acreage zoned for residential use in Southeast, increasing it from approximately 5,620 acres before the rezone to 9,760 acres following the rezone. As a result of the G-5 rezoning, 88% of Southeast's vacant residential land is now zoned for single-family use and 12% is zoned for two- or multi-family use. It is important to note that Special Limitations attached to much of the multi-family zoning in this area limits density to 4-6 dwelling units per acre, thereby encouraging creative cluster type construction of a lower-to-moderate density suburban nature.

Since 1980, residential and unrestricted land in Southeast has been developed at an approximate rate of 704 acres per year. Were this same consumption rate to continue, there would be approximately a 14-year residential land supply left in Southeast Anchorage.

TABLE 4
 LAND USE IN ACRES
 Southeast Anchorage
 1980-1984

	Vacant Acreage 1980	Acres Developed (1980-1984) Prior to G-5 Rezoning	Vacant Acreage 1984 Prior to G-5 Rezoning	Vacant Acreage 1984 After G-5 Rezoning
Single-Family	6513 (94.8%)	-1339	5174 (92.0%)	8624 (88.4%)
Two-Family	127 (1.8%)	+ 4	131 (2.4%)	131 (1.3%)
Multi-Family	<u>235 (3.4%)</u>	<u>+ 80</u>	<u>315 (5.6%)</u>	<u>1005 (10.3%)</u>
Total Residential	6875 (100 %)	-1255	5620 (100 %)	9760 (100 %)
Commercial	111	+ 63	174	174
Industrial	<u>271</u>	<u>- 117</u>	<u>154</u>	<u>154</u>
Total Comm/Ind.	382	- 54	328	328
Unrestricted	6184	-1561	4574	434

PLI is not included in these figures

Single Family is considered R-1, R-1A, R-5, R-6, R-7, R-8, R-9, R-10
 Two Family is considered R-2A, R-2D
 Multi-Family is considered R-2, R-3, R-4
 Commercial is considered B-1, B-3, B-4, R-0
 Industrial is considered I-1, I-2

However, because over half of the remaining vacant acreage will only be developed in a very low density rural manner, it is estimated that approximately only a six or seven year land supply remains, assuming land consumption rates remain the same. Development of these remaining vacant lands will not begin, however, until infrastructure and utility services are installed.

TABLE 5
LAND USE PATTERNS BY ZONING DISTRICT
Southeast Anchorage
1980-1984

Zoning District	Vacant Acreage in 1980	Land Developed (1980-1984) Prior to G-5 Rezoning	Vacant Acreage 1984 Prior to G-5 Rezoning	Vacant Acreage 1984 After G-5 Rezoning	1984 Acreage Change due to G-5 Rezoning
R-1	691	-358	333	333	0
R-1A	417	-144	273	273	0
R-2	187	- 80	107	107	0
R-2A	127	+ 4	131	131	0
R-3	48	+160	208	898	+690
R-5	205	-145	60	60	0
R-6	4168	-1536	2632	3298	+666
R-7	0	+ 19	19	552	+533
R-8	160	+997	1157	1157	0
R-9	862	-162	700	768	+ 68
R-10	10	- 10	0	2183	+2183
R-0	40	- 8	32	32	0
B-1	10	0	10	10	0
B-3	61	+ 57	118	118	0
B-4	0	+ 14	14	14	0
I-1	226	- 72	154	154	0
I-2	45	- 45	0	0	0
U	6184	-1561	4623	434	-1489
TOTAL ^a	13,441	-2,870	10,522	10,522	0

a - Total figures do not include PLI acreage.

Development of remaining vacant residential land in Southeast will likely reflect different characteristics in different locations. In the Upper Hillside area, future growth will probably reflect the same rural character that exists in the area today. In the Abbott Loop vicinity, rapid high-to-moderate density residential growth will probably continue, creating an urban to suburban environment. The Lower Hillside area is transitioning from a primarily rural area to a rural-suburban mix. This is largely attributable to the phenomenal population growth in Anchorage in the last three years which has created a large demand for housing in areas previously considered outlying but in actuality close to major transportation corridors such as the New

Seward Highway. The rezoning of unrestricted acreage under the recent G-5 areawide rezone will no doubt influence these development patterns helping to maintain existing lifestyles in some areas and facilitating change in others.

ENVIRONMENTAL CHARACTERISTICS

Geology, Soils and Hydrology

Geology, soils and hydrology combine to play an important role in Southeast in terms of stream and groundwater quality as well as residential density and development cost. This is because so much of the area is served by on-site water and wastewater disposal. The Hillside Wastewater Management Plan is the single best resource for information regarding these conditions, their implications for land development, and policy recommendations for the control of such development.

Southeast Anchorage has a wide variety of environmental characteristics. These include wetlands and bogs, moderately sloped terrain having fairly good developmental conditions, and steep mountain slopes with major bedrock outcrops. This variability influences the feasibility of on-site waste disposal by affecting the capacity of the soil to treat waste effluent. This capacity is tied to soil type and involve its texture, degree of saturation, depth, and slope. These factors are in turn the result of soil-forming processes which involve the surficial geology, hydrology, microclimate, slope and erosion regimes operative over time on site. Sewerage system hookups are most readily made where the soils are incapable of reliably treating wastewater effluent and where the extension of sewers can be made economically consistent with established policies in the Hillside Wastewater Management Plan.

Permitting development in areas not suitable for on-site disposal or sewer extension greatly increases the possibility of groundwater contamination and endangers the public health and welfare. Thus, the variability of environment conditions in Southeast is significant because it strongly affects the pattern, density and location of development. For example, much of the eastern Hillside is identified as generally unsuitable for individual on-site treatment systems by reason of wetlands, high (or seasonally high) water table, shallow or surface bedrock, organic soils and/or steep slopes. As a result, an extensive portion of this area has, been recommended for privately-owned cluster system sewers. Large areas of the western Hillside, including both suitable and unsuitable areas for septic systems, have been identified for public sewerage.

Southeast Anchorage Natural Hazards

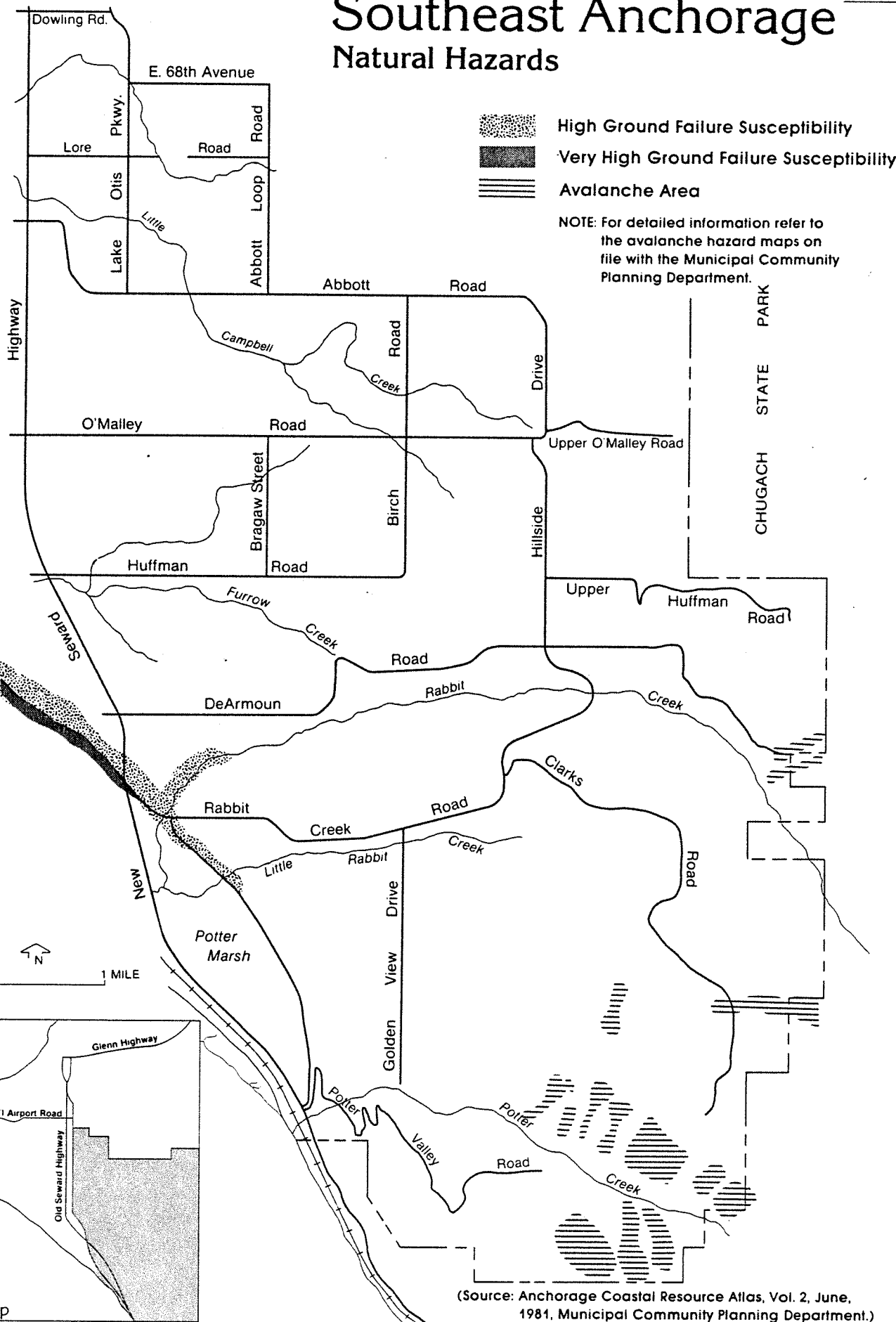


Figure 5

generally predominate in the Hillside area, clearing for drainfields and house sites exposes the remaining shallow-rooted trees to greater stress and potential for windthrow. Awareness of this problem and careful site design can minimize these problems.

Avalanche Risk

Snow avalanches can occur in the mountainous terrain in the eastern and southern reaches of Southeast Anchorage. Avalanche hazard zones have been established for these areas and are based on engineering criteria that define both avalanche probability and destructive potential (Figure 5). The high hazard zone is defined as having a constant ten percent annual probability of an avalanche occurrence. The moderate hazard zone is defined as having a constant one percent annual probability of an avalanche occurrence.

Aside from land in Chugach State Park, most private lands affected by avalanches are large undeveloped and unsubdivided tracts in the upper reaches of Little Rabbit, Potter and McHugh Creek drainages. Avalanche risk in Southeast Anchorage is greatest for the subdivision lots off Upper Canyon Road along Rabbit Creek and, to a lesser extent, a few subdivision lots at the upper end of Bear Valley in the Little Rabbit Creek drainage. Approximately 43 private parcels are affected (Table 6). None of these parcels are wholly within an avalanche hazard zone, however, and most are affected to a relatively minor extent.

TABLE 6
AVALANCHE HAZARD INFORMATION SUMMARY

REGION	Number of parcels affected by Avalanche hazard			Total Parcels Affected	Number of Structures affected by Avalanche Hazard			Total Structures Affected
	High	High and Moderate	Moderate		High	High and Moderate	Moderate	
Eagle River Valley	73	79	132	284	17	25	66	108
South Fork	2	48	74	124	0	14	26	40
Eklutna	0	2	1	3	0	0	0	0
Fire Lake to Edmonds Lake	1	23	21	45	0	6	4	10
South Hillside	2	22	19	43	0	0	6	6
Rainbow, Indian and Bird	0	6	5	11	0	3	3	6
Girdwood/Crow Creek	31	33	30	94	0	9	13	22
TOTALS:	109	213	282	604	17	57	118	192

NOTE: Information on structures was taken directly from Municipal property tax rolls. No distinction was made between homes or storage sheds. All buildings with appraised values were counted, regardless of value. It was difficult in some instances to determine the exact location of parcels and structures in relation to a given avalanche hazard boundary. Some parcels and structures listed in this summary may in fact be outside, although close to, an avalanche hazard zone. Consequently, this listing is regarded as an upper limit for potential avalanche hazard on current properties and dwellings. For more detailed information, the reader is referred to the Anchorage Snow Avalanche Zoning Analysis and its accompanying large scale avalanche hazard maps.

SOURCE: Physical Planning Division, Department of Community Planning, Municipality of Anchorage.

Nevertheless, concern for development in areas subject to avalanches has led to the drafting of a proposed avalanche hazard ordinance for the protection of public safety and the prevention of potential losses due to avalanches. The proposed ordinance would provide for: [1] disclosure of avalanche risk at the time of sale/lease, [2] conditional use review for all structures located in the avalanche hazard district, except single-family homes in the moderate hazard zone, and [3] prohibition of new subdivision lots wholly within the high hazard zone.

Wildlife

The rural character of much of Southeast Anchorage and its location next to two large adjacent parks both contribute to a pronounced wildlife presence (Figure 6). This wildlife is a valued resource in the area and a popular attraction for both residents and visitors.

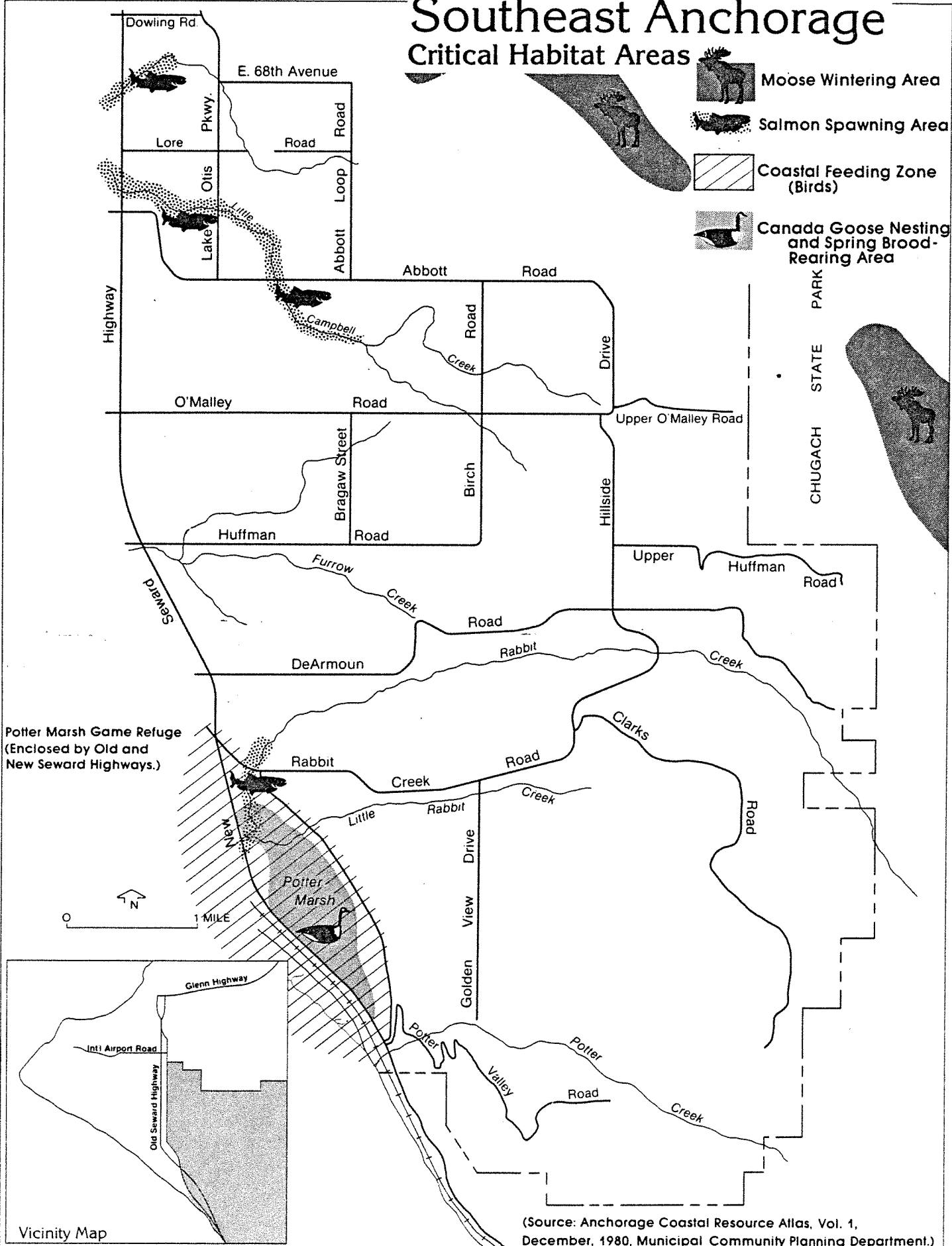
The Potter Point State Game Refuge, which includes Potter Marsh provides nesting, brood-rearing and feeding areas for a variety of waterfowl. As part of the broader expanse of mudflats and coastal wetlands along Turnagain Arm, it has been identified as the most important coastal wetland feeding area within the Anchorage Bowl.

In addition to the diverse wildlife found in Potter Marsh, ~~birds and large terrestrial mammals~~ are found throughout Southeast Anchorage. Moose are the most prominent and range throughout the area. "Migratory" moose range into the sub-alpine zone of the Chugach Mountains but return to the lowlands for browse in winter. It is estimated by State Fish and Game that 50 resident moose may be found north of Rabbit Creek and perhaps 42 resident moose south of Rabbit Creek. In the Fall of 1983, 52 moose were observed in Far North Bicentennial Park. In the Fall of 1982, 121 moose were observed in Chugach State Park.

Black and grizzly bears are also sometimes encountered particularly in the less developed eastern and southern Hillside areas. Wolves, lynx and Dall sheep may occasionally be seen as well. Pink and Silver Salmon swim up Little Rabbit Creek beyond Potter Marsh. The entire lower reach of the stream is used as a spawning and rearing area.

Southeast Anchorage Critical Habitat Areas

-  Moose Wintering Area
-  Salmon Spawning Area
-  Coastal Feeding Zone (Birds)
-  Canada Goose Nesting and Spring Brood-Rearing Area



(Source: Anchorage Coastal Resource Atlas, Vol. 1, December, 1980, Municipal Community Planning Department.)

Figure 6
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Slope

Consideration of slope conditions is particularly important for site specific decisions such as house location, drainfield placement, and road construction. In Southeast Anchorage, slope conditions vary considerably because of the fact that the area is the southeast transition from the Anchorage lowland to the Chugach Mountains. Most land has some degree of slope (5-25%), although a sizeable quantity of land in the Abbott Loop and western Hillside areas has less than 5% slope. Very little private land in Southeast is located on steep or precipitous slopes (greater than 25%). The steepest slope conditions are primarily found in the mountainous areas and on the valley side slopes of the principal drainages.

Seismically Induced Ground Failure

Within the Anchorage Bowl, Southeast is perhaps the safest place to be in the event of an earthquake. This is so because of the relative absence in the area of thick deposits of unconsolidated sediments. These deposits gradually thin from west to east where shallow or exposed bedrock is encountered. This west to east gradation is reflected in the ground failure susceptibility ratings for the area which are identified as moderate in the west to lowest in the east. Exceptions to this pattern are the coastal bluffs and valley side slopes along the lower reaches of Little Rabbit Creek. These areas are rated for high to very high ground failure susceptibility on the basis of their thick deposits of unconsolidated sediments, steep slope, and distance to a topographically lower place (Figure 5). Structural development should be avoided in or below these two areas.

Flooding

Flooding problems periodically affect the Little Campbell and Rabbit Creek drainages in Southeast Anchorage when snowpack, rising temperatures, and precipitation combine in sequence to produce higher than normal streamflows. The damage or injury such flows may inflict is exacerbated by inadequately-sized, damaged or debris-choked culverts, ice blockage, and developments which encroach upon the floodplain. Floodplain development, now controlled by regulations of Title 21, diminishes the capacity of the floodway and increases flood flows downstream. Given the correct identification of

the 100-year floodplain (intermediate regional flood), it appears that as many as thirteen structures may be within the floodplain of Little Campbell Creek and as many as seven structures within the floodplain of Rabbit Creek. Continued monitoring and enforcement of the existing floodplain regulations are needed to minimize this problem.

TABLE 7
PARK RECREATION STANDARDS

Park Type	Acres/ 1000 People	Size Range	Population Served	Service Area	Typical Facilities	Examples in Southeast
Mini Parks		2500 sf or to 1 acre	500- 2,500	Sub- Neighborhood	Swings, climbing bars, surfaced area, benches	Lake Ethel Park, Nadine Park
Neighborhood	2.5	5-20 acres	2,000-10,000	1/4-1/2 mi. radius	Swings, etc. paved courts play fields, benches	Lore Road Park, Rabbit Creek Park
Community	2.5	20-100 acres	10,000-50,000	1/2-3 mile radius	Contact with nature, sports fields, tennis facilities	Little Rabbit Creek Bluff Park, Forsythe Park (for- merly O'Malley Park)
Large Urban	5.0	+ 100 acres	1 per 50,000	within 1/2 hr. drive	Golf, trails, nature center, swim, sport facilities	Section 16 Park
Regional	20.0	+ 160 acres	Entire pop. in smaller comm.	within 1 hr. drive	Trails, camping, swim	Hillside/Far North Blcenten- nial Park
Greenbelt	10.0	+ 500 acres	Entire pop.	1/2-3 mi. radius		Little Rabbit Creek Greenbelt

PARKS, TRAILS and OPEN SPACE

Establishment of a balanced parks, trails and open space system is important to maintaining the overall quality of life in Southeast Anchorage as it undergoes rapid population growth. Southeast Anchorage is fortunate in that it is bordered by the two largest park resources in the metropolitan area, Hillside/Far North Bicentennial Park and Chugach State Park. The former is a Municipal park encompassing over 4,000 acres. The latter, stretching northeast to Eklutna and southeast to Girdwood, is a wilderness area containing about 495,000 acres. Both resources are presently used by all Municipal residents with even greater potential usage in the future. Their proximity, however, to Southeast Anchorage offers area residents an expanse of outdoor recreation opportunities characteristic of Alaskan lifestyles such as hiking, cross country skiing, horseback riding, and back country camping. The other large park in this vicinity is Section 16 Park, located between Abbott Road and O'Malley Road. Within its 560 acres, there are plans to develop sports fields, a golf course, equestrian center and trail system.

With its abundance of large parks (Figure 7, Table 8), the crux of park planning within Southeast Anchorage is to provide an adequate system of neighborhood and community parks, trails and greenbelts. Neighborhood and mini parks are especially important in rapidly developing multi-family areas such as sections of Abbott Loop. The Hillside area, characterized by low density, large lot developments with large yard spaces, also needs neighborhood parks. However, as local residents have noted, such parks need not be internal to neighborhoods. Instead parks could be located along arterial streets and become "destination parks", where the recreational experience is so attractive, people will drive to use them. Valley of the Moon Park, although not in this area, is a good example of this type of park development.





Parkland needs for Anchorage are based in part on a series of recreation standards developed by the National Recreation and Park Association in the early 1970's (Table 7). These standards relate recommended park acreage allocations to the population of an area. The Municipality has employed these standards for several years to systematically establish park acquisition and development needs. In this report they are used to quantify current and projected parkland needs in the Southeast Anchorage area (Table 9).

TABLE 8
SOUTHEAST ANCHORAGE PARKS, OPEN SPACE and TRAILS

NO.	NAME	ACRES	TYPE
1	Abbott Loop Buffer Park	0.25	OS
25	Carl Street Park	0.83	OS
58	Hillside/Far North Bicentennial Park	4029.03	R
77	Henson Park	0.45	OS
79	Hills Park	0.41	OS
89	Lake Ethel Park	0.57	M
92	Little Rabbit Creek Bluff Park	69.21	C
93	Little Rabbit Creek Greenbelt	0.18	OS
95	Lore Road Park	4.73	N
104	Nadine Park	3.15	M
105	Nancy Park	0.90	OS
114	Forsythe Park (formerly O'Malley Park)	27.26	C
120	Potter Creek Ravine Park	9.20	OS
122	Rabbit Creek Park	19.71	N
128	Section 16 Park	560.00	U
129	Seward Highway Buffer Park	1.69	OS
139	Storck Park	20.00	C
156	Huffman Park	12.02	N
157	Winchester Park	5.00	N
158	South Hills Park	1.5	M

OS - Open Space C - Community Park
M - Mini Park U - Urban Park
N - Neighborhood Park R - Regional Parks

Southeast Anchorage Municipal Parks, Trails and Open Space

-  Municipal Park
-  Existing Municipal Bike Trail
-  1984-85 Municipal Bike Trail Construction
-  Existing State Bike Trail

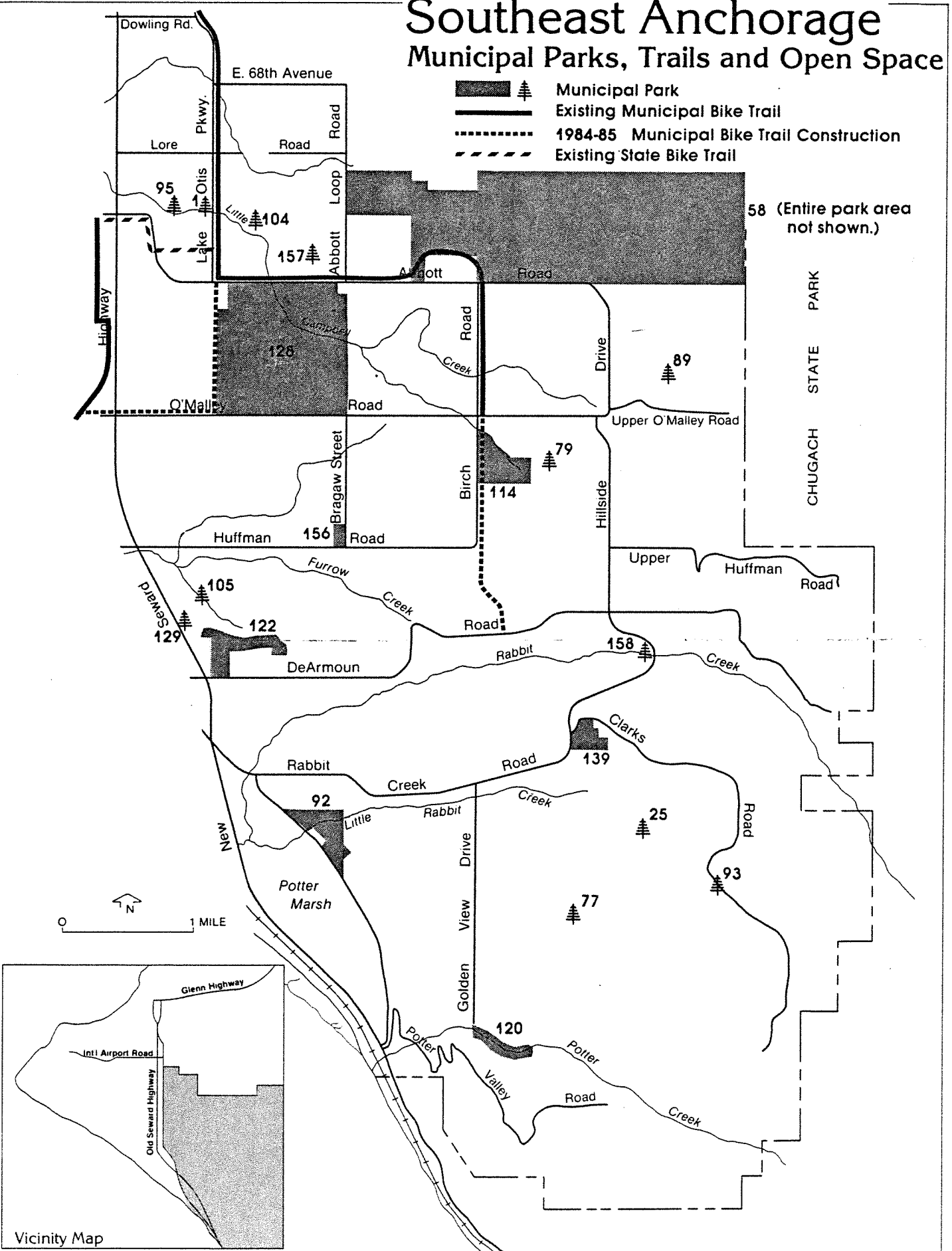


Figure 7

T A B L E 9
PARK NEEDS BY DISTRICT NUMBER
Southeast Anchorage
1983, 2000

District Number ^a	1983 Population	Total ^b Park Acreage	Existing Park Acres		Existing Shortage or Surplus plus Park Acreage, at 2.5 acres/1000 people		Projected Population at Saturation Level Year 2000	Projected Park and Acreage Shortage at 2.5 acres/1000 people - Year 2000	
			Neighborhood and Mini	Community	Neighborhood and Mini	Community		Neighborhood	Community
34	7,200	13.1	12.9	0.0	- 5.1	-18	18,770	-34.1	-46.4
38	7,010	593.5	31.7	0.0	+14.2	-17.5	16,600	- 9.8	-41.5
39	5,311	27.7	0.0	27.3	-13.3	+14.0	7,190	- 2.2	+ 9.3
40	1,993	0.6	0.6	0.0	- 4.4	- 5.0	2,810	- 6.5	- 7.0
41	3,809	0.0	0.0	0.0	- 9.5	- 9.5	4,770	-11.9	-11.9
42	1,914	99.9	0.0	35.0	- 4.8	+30.2	16,000	-17.7	+17.3
TOTAL	27,237	734.8	45.2	62.3	-22.9	- 5.8	66,140	-82.2	-80.2

a Numbers refer to Transportation Districts within Southeast Anchorage. Transportation District numbers correspond to community council areas as follows: 34-Abbott Loop; 38-South Abbott Loop, West Huffman/O'Malley; 39-East Abbott Loop, East Huffman/O'Malley, Mid-Hillside; 40-Hillside East, Glen Alps; 41-Rabbit Creek, South Mid-Hillside, Southeast Huffman/O'Malley; 42-Rabbit Creek.

b Includes open space.

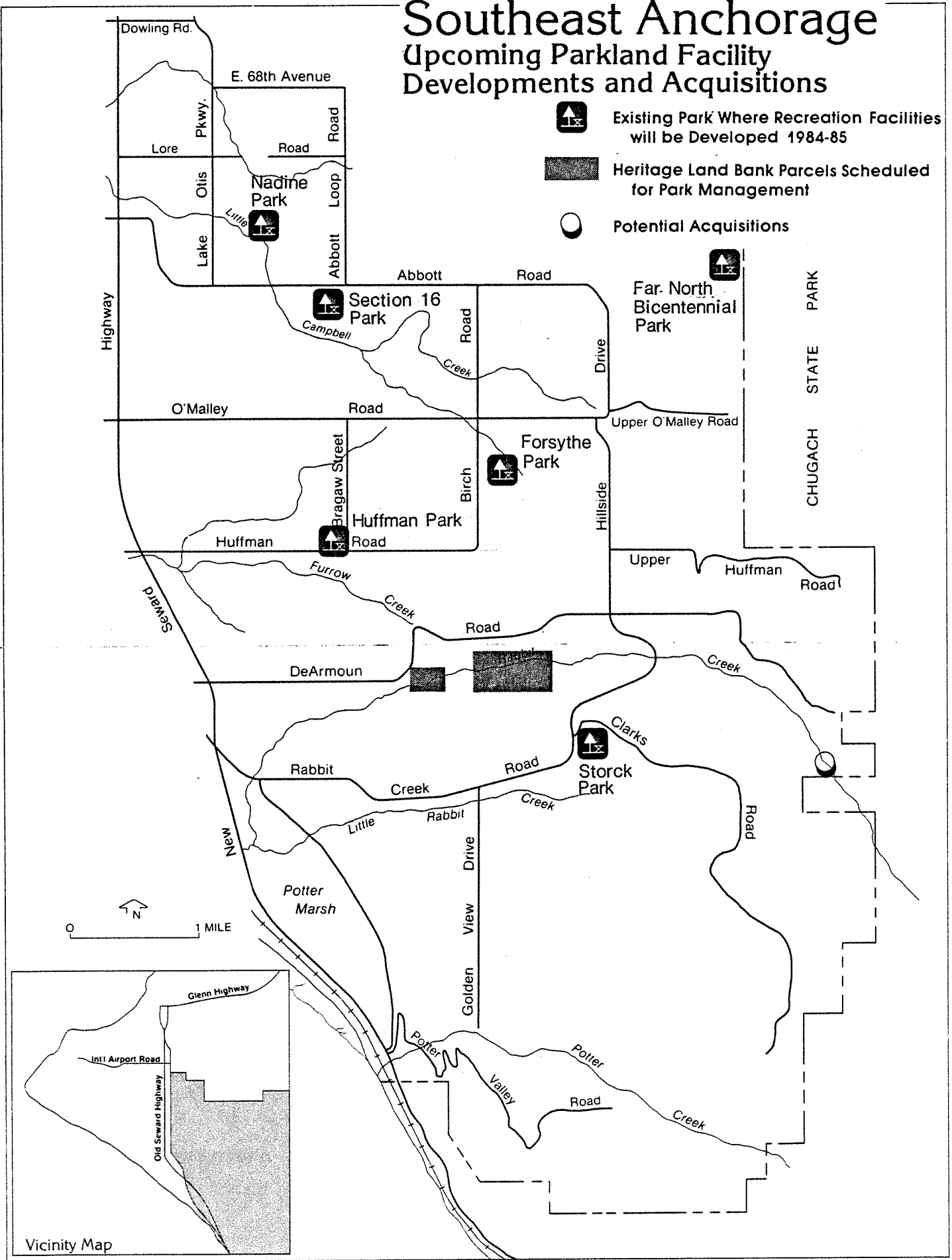
The total existing parkland acreage in Southeast Anchorage is 45.2 acres for neighborhood parks and 62.3 acres for community parks. As of 1983, only that area in lower Hillside between Abbott Road and DeArmoun Road had a significant surplus of neighborhood parkland. However, given the recent rapid development of higher density housing north of O'Malley, this area still needs additional neighborhood park acreage. In fact, all districts in Southeast have significant need for park acquisitions to meet recreation standards relative to projected population.

Community parks traditionally provide residents with sports fields for softball, soccer, tennis courts and other recreation facilities. Recreation standards suggest there is not adequate acreage allocated for this type of park in most parts of Southeast (Table 9). Where parkland exists, facility development has been slow. The acreage generally required for such parks, 20 acres or more, makes their purchase very expensive. Conversion of portions of existing large parks offers one solution to the provision of community park space. For instance, the southwest portion of Far North Bicentennial Park could be converted for use as a community park. This type of approach would help offset Southeast's projected community parkland deficiency of approximately 80 acres.

In addition to neighborhood and community park needs, potential exists for five greenbelts in the area. These include Rabbit Creek, Little Campbell Creek, Furrow Creek and the wetlands between Huffman and O'Malley Roads, Little Rabbit Creek and Potter Creek. Greenbelts associated with these creeks would not necessarily be of uniform width nor open to continuous public access. However, greenbelt development including the provision of trails and parks along substantial portions of these creeks, would help the habitat and water quality.

To help meet Southeast's parkland and recreational facility deficiencies, the following actions are planned for the immediate future (Figure 8). The Municipality is installing a fitness trail, picnic and play area at Forseyth Community Park (formerly O'Malley Park). Another fitness trail is being established at Huffman Park. At Nadine Park in Abbott Loop, landscaping and a play area are being built this summer. Ground is now being prepared for facility development at Storck Park next summer. A playfield and parking lot will probably be built at that time. At Section 16 Park, as mentioned previously, there are plans for many recreation facilities. Work is now underway on the equestrian center with a projected fall 1984 completion date. Hilltop Youth Inc., is completing a project in the southeast

Southeast Anchorage Upcoming Parkland Facility Developments and Acquisitions



-  Existing Park Where Recreation Facilities will be Developed 1984-85
-  Heritage Land Bank Parcels Scheduled for Park Management
-  Potential Acquisitions

Figure 8
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corner of Far North Bicentennial Park that includes improvements to the parking lots and construction of two ski jumps. Bike trails are also planned along portions of Birch Road, the Lake Otis extension and east along O'Malley from the New Seward Highway to Section 16 Park. The Municipal Heritage Land Bank has 80-acre and 20-acre land selections along Rabbit Creek with recommendations to turn management authority over to the Parks and Recreation Department. Potential future acquisitions include a 32-acre tract on Rabbit Creek adjacent to Chugach State Park and several parcels presently in negotiation just east of the 80-acre Heritage Land Bank selection.

Southeast Anchorage Schools and Other Public Facilities

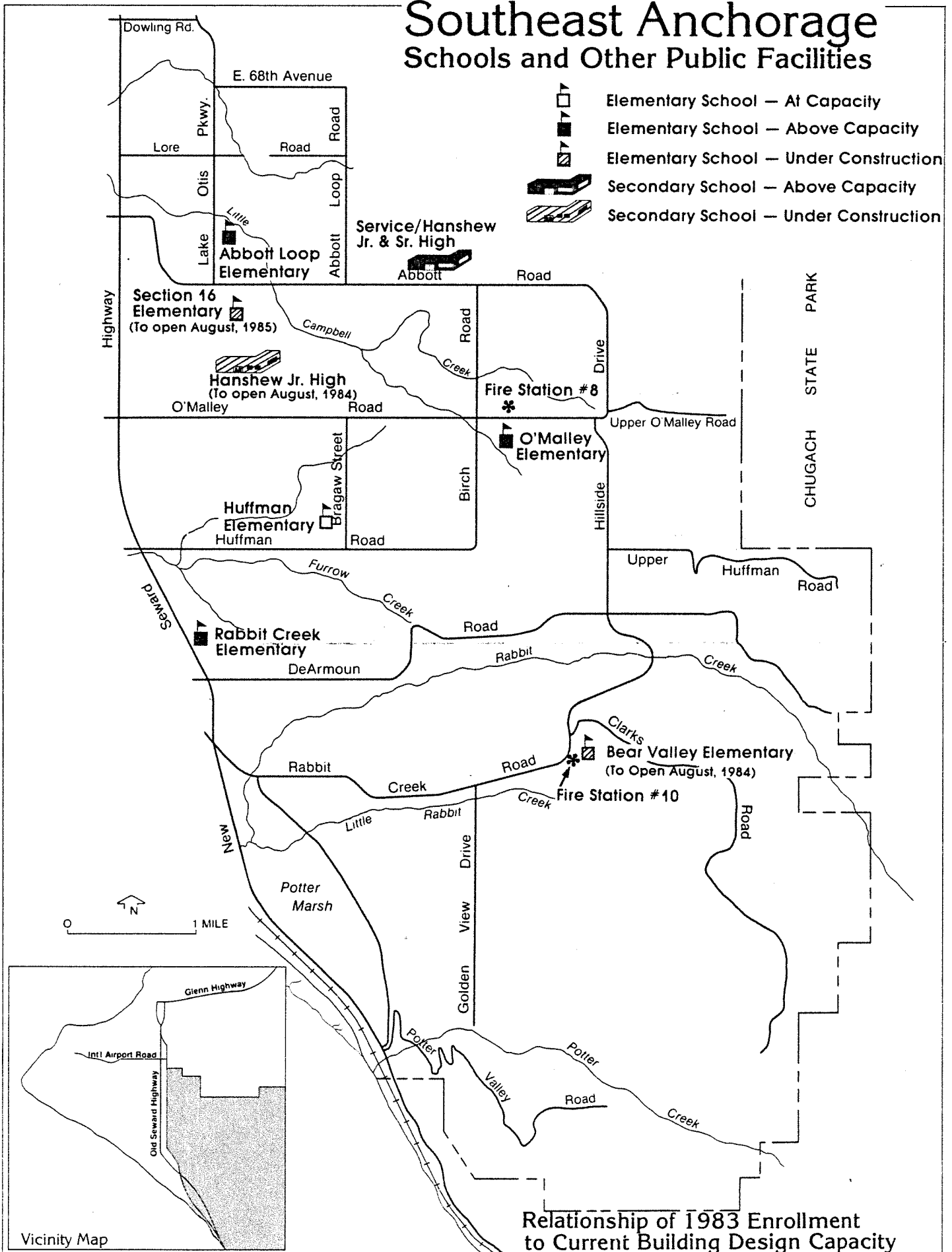


Figure 9

PUBLIC FACILITIES AND SERVICES

Schools

Southeast Anchorage is currently served by four elementary schools and one junior-senior high (Figure 9). As a result of overlapping school attendance boundaries, some of its resident students attend Taku Elementary in Southwest and Tudor Elementary in Northeast. In turn, Service-Hanshew serves a large number of secondary students from neighboring Southwest.

In recent years, Southeast has been pressed for adequate facilities to serve its growing student population. All of the area's schools are at or over capacity (Table 10). Of the elementary facilities, overcrowding at Rabbit Creek is the most severe with student enrollment exceeding capacity by almost fifty percent. Overcrowding at Service-Hanshew is even more critical. Its secondary student enrollment last year exceeded capacity by a staggering sixty percent.

TABLE 10
SCHOOL CAPACITY AND ENROLLMENT
Southeast Anchorage
1983-84

<u>Type and Name</u>	<u>Student Capacity</u>	<u>Enrollment 9/30/83</u>	<u>Additional or Deficient Student Capacity</u>
Elementary:			
Abbott Loop	504	568	- 64
Huffman	420	421	- 1
O'Malley	504	614	-110
Rabbit Creek	504	738	-234
Taku*	420	443	- 23
Tudor*	504	585	- 81
Secondary:			
Service-Hanshew	1,908	3,093	-1,185

* Taku Elementary is located in Southwest Anchorage and Tudor Elementary is located in Northeast. As a result of overlapping attendance boundaries, both elementaries serve some students from the Southeast area.

Several schools are either under construction or programmed to help alleviate current overcrowding problems and to provide capacity for projected student enrollments over the next several years. Bear Valley Elementary will open for school year 1984-85, easing current pressures on Rabbit Creek Elementary. The Anchorage School District also plans to open a new "Section 16" elementary in 1985-86. A site selection study is now underway for still another elementary to be opened in 1989-90. The new school will be located in the general area between O'Malley and Huffman Roads, west of Lake Otis Parkway extended.

Hanshaw Junior High will also be open in 1984-85, allowing Service Senior High to fully occupy the two-school complex. It is expected that this will provide sufficient capacity for projected secondary enrollments in Southeast until the mid-1990's. Nonetheless, site selection studies for additional secondary facilities are already underway. Sites for both a junior and a senior high are being considered at several locations South of O'Malley Road.

Public Safety

Southeast is part of the Anchorage Fire Service District. Twenty-four hour fire protection is provided by a full complement of firefighting personnel operating from two stations. Fire Station #8 is located at O'Malley and Birch Roads. Fire Station #10 is located off Rabbit Creek Road and Mountain Air Drive (Figure 9). Round-the-clock ambulance and paramedic service is currently provided by EMS units operating from the Huffman/Old Seward and Tudor Road stations. Beginning in August, primary EMS service for the area will be provided from Station #12, located at the New Seward Highway and E. 80th Street.

Virtually the entire Southeast Anchorage area is within the law enforcement jurisdiction of the Alaska State Troopers. Only a six-block area, bounded by Dowling on the north, 68th Street on the south, Spruce on the west, and Winchester on the east, is within the jurisdiction of the Anchorage Police Service Area. In 1977, residents of the Hillside and Rabbit Creek areas turned down, by an extremely small margin, a ballot proposition that would have made the Municipality responsible for law enforcement functions in the area. However, as population continues to grow throughout Southeast, it becomes more likely that both the need and support for Municipal law enforcement services will increase in the future.

Water

Most of Southeast Anchorage is not served by public water systems. The area primarily consists of low density, large-lot residential subdivisions where individual groundwater wells predominate. The areas that are served are high density subdivisions within the Abbott Loop area, west of Section 16, and the Turnagain View/Huffman Hills area between Huffman and DeArmoun Roads just east of the Seward Highway. The latter area was formerly served by Central Alaska Utilities (CAU) before its acquisition by the Anchorage Water and Wastewater Utility (AWWU). The only private certified water systems remaining in this area is Campbell Creek Heights Utility, which serves a small area north of 68th Avenue and east of Lake Otis Parkway (Figure 10).

AWWU has several groundwater wells in Southeast Anchorage. They are generally located at Service High School, Turnagain View and Huffman Hills Subdivisions, and Winchester Heights Subdivision off 80th Avenue and Abbott Loop Road. Because of rapid growth and the limited water supply from the latter well, AWWU announced earlier this year that they would not be able to provide water to any more development within the Winchester Heights Well service area until additional water is made available. AWWU is developing two additional groundwater wells to increase water supply in the area. These wells are located at 64th Avenue and Spruce Street, and in Section 16 next to the new Hanshew Junior High School.

AWWU has included water transmission line projects in their six-year capital improvement program. These would link the various wells in the area in order to increase water supply and flow regulation. Additionally, a 500,000 gallon water reservoir is currently under construction at the Section 16 well site. A 10 million gallon reservoir is planned to eventually serve the certified area. Finally, an update of the Anchorage Water Master Plan is scheduled to begin shortly. It will include an evaluation of the current water systems and will be undertaken in conjunction with an analysis of growth trends and population projections. The results of this study will be used to determine the overall water distribution system for the Anchorage Bowl with the Eklutna Water Project on line. There are no plans at present to extend the certified water service area south of DeArmoun Road to serve the higher density zoned areas in the Little Rabbit Creek-Potter Creek area. However, this area will be included in the study area of the Anchorage Water Master Plan Update in anticipation of eventual service.

Southeast Anchorage Areas with Public Water Service (Approximate)

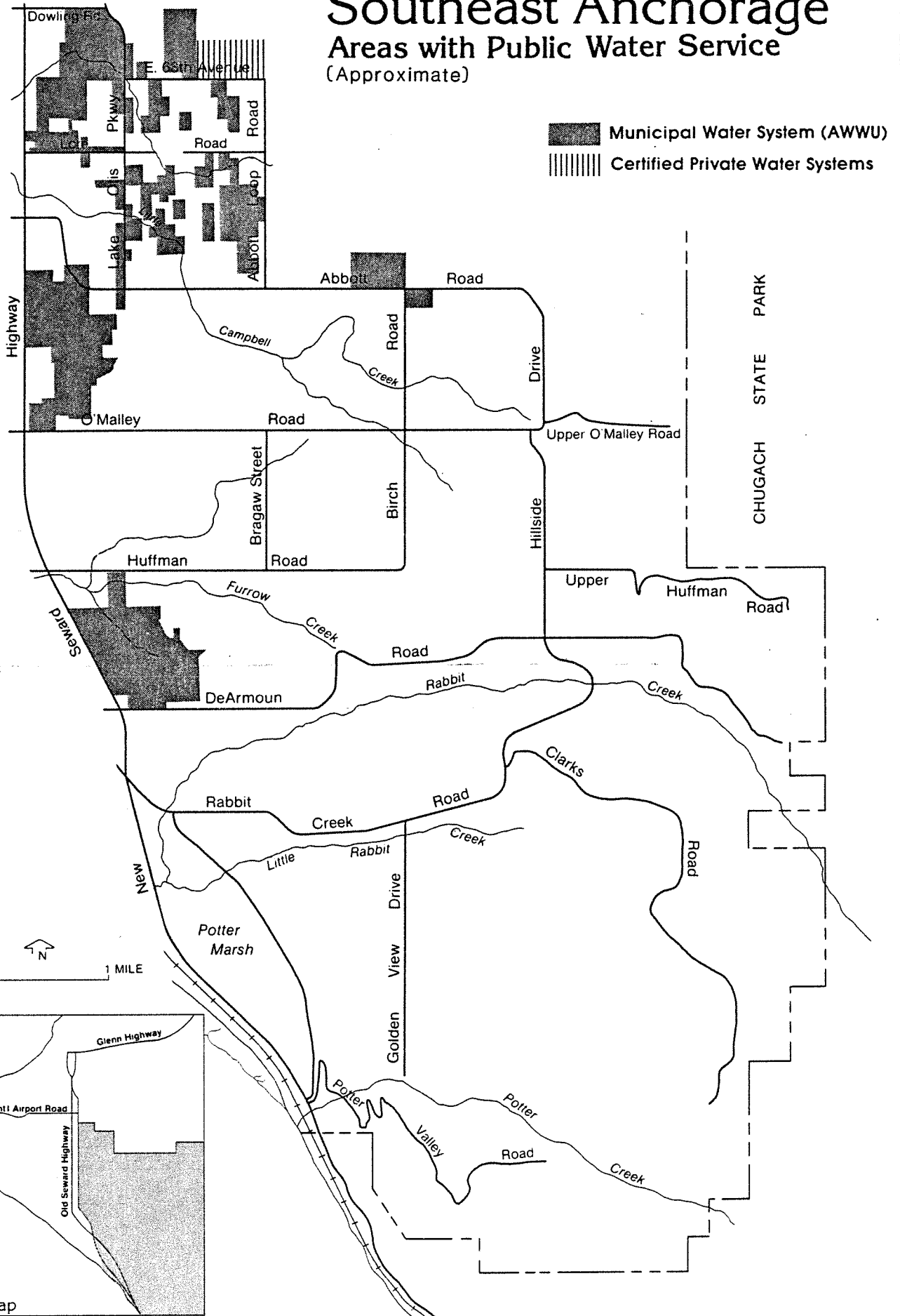


Figure 10

Wastewater



The wastewater collection service in Anchorage is a system of lateral, trunk and interceptor sewer pipes that feed into several pump stations around the city, all leading to the Pt. Woronzof Sewage Treatment Plant. Portions of the northern and western sections of Southeast Anchorage are currently provided wastewater collection services (Figure 11). The current trunk collection system is adequately sized to serve current and projected development within their respective trunk sewer areas. There are no new trunk lines proposed for construction in the Abbott Loop area. New sewer construction in that area consists of lateral improvement districts created by service users or private developers.

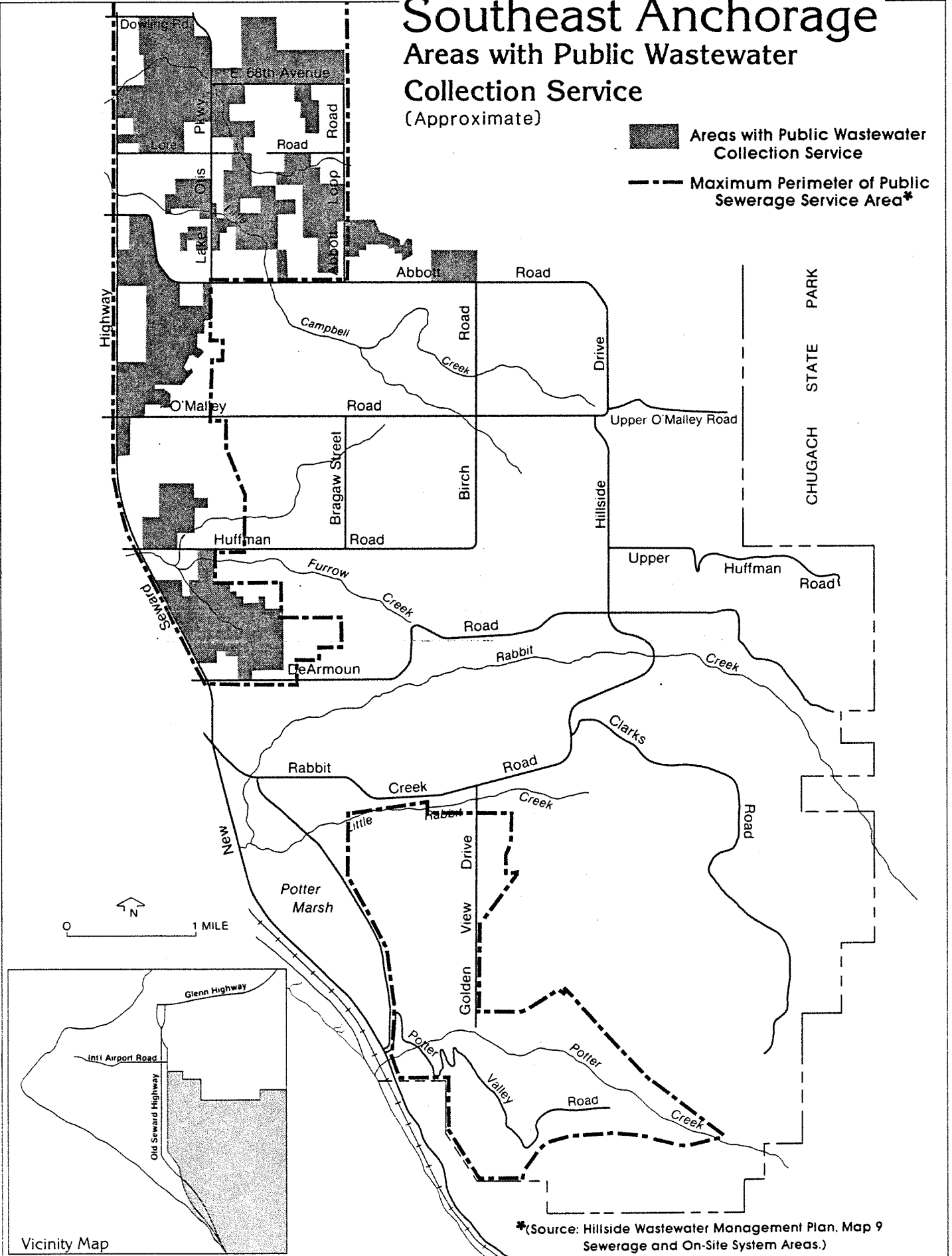
The Southeast Interceptor sewer line (portions of which are being constructed in Southwest Anchorage) will be completed this summer. This interceptor is intended to gather all wastewater flow from Southeast Anchorage south of Abbott Road and route it toward the Pt. Woronzof Treatment Plant. The portion of the interceptor line within Southeast Anchorage runs along the Seward Highway from Huffman to DeArmoun Road. With its completion, three additional trunk service districts will be created in the lower Huffman/O'Malley area within the sewerage service area. These new service districts will be served by trunk lines connected to the Southeast Interceptor line at Huffman Road.

With completion of the Southeast Interceptor line, wastewater collection from the Huffman Hills/Turnagain View area south of Huffman Road will be diverted from the Turnagain Interceptor into the Southeast Interceptor. This will provide needed relief to the Campbell Creek pump station. It will also provide additional capacity to allow further development within the designated sewer service area.

The Potter Creek Interceptor is a major wastewater collection service project begun this year. This project will consist of two pump stations, a force main and a gravity system trunk line. The project will extend from the southern terminus of the Southeast Interceptor at DeArmoun Road to approximately one-fourth mile north of Potter Valley Road near the southern end of Potter Marsh. This interceptor is intended to collect wastewater from new, higher density housing development to be built in the Little Rabbit Creek-Potter Creek sewerage service area.

Southeast Anchorage Areas with Public Wastewater Collection Service (Approximate)

-  Areas with Public Wastewater Collection Service
-  Maximum Perimeter of Public Sewerage Service Area*



*(Source: Hillside Wastewater Management Plan, Map 9 Sewerage and On-Site System Areas.)

Figure 11
40

Recent wastewater collection projects in Southeast Anchorage have been guided by the Hillside Wastewater Management Plan and Anchorage Comprehensive Development Plan.

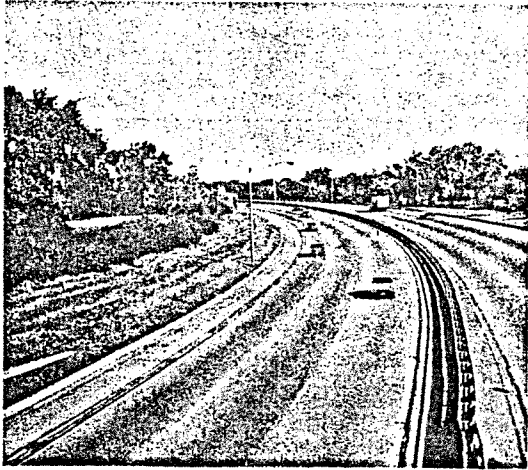
The Hillside Wastewater Management Plan was developed in order to evaluate the physical characteristics of the Hillside area for feasibility/suitability of various on-site wastewater disposal systems. Plan assessed the performance of on-site disposal systems and investigated alternative treatment systems, areas where on-site systems could be expected to function properly, and areas where on-site systems would not function properly. Recommended Municipal sewer system boundaries were established. These are depicted in Figure 11. Sewer system boundaries were based upon the following general strategies:

- ° Provide sewerage service to those areas of the Hillside that were identified as environmentally unsuitable for any type of on-site disposal system, and which were geographically located within reasonable distance to be feasible for sewerage;
- ° Provide sewerage to geographic areas that were largely undeveloped and remain in large tracts and which were contiguous to areas currently served by a sewerage system;

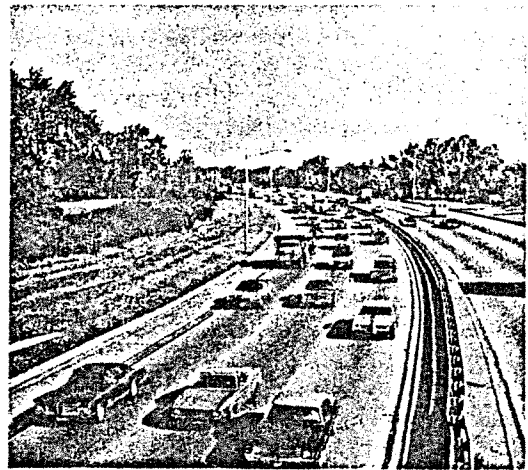
Because of the strongly expressed desire of residents to retain the low density, large lot rural character of the Hillside area, coupled with the area's physical geography and existing plat patterns, the largest portion of the Hillside area remains outside the sewer service area boundary. However, whether that boundary is to remain fixed will primarily depend upon the ability to adequately utilize on-site wastewater disposal systems. To do so will require proper siting, design, installation, and maintenance of the on-site systems.

The Anchorage Comprehensive Development Plan identifies land use policies and land use densities necessary to support and implement the sewerage and on-site system recommendations. The Plan also includes a facility phasing element in order to promote installation of sufficient infrastructure to help support demand for the area's housing needs. Both plans also recognize the need to coordinate utility installations with the timely provision of other public services and facilities such as schools, parks, roads, and drainage. As noted in other sections of this information packet, numerous efforts are programmed or now underway to meet needs in these areas.

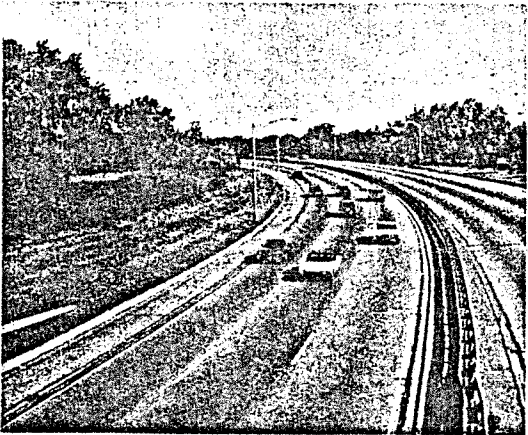
ROADWAY LEVEL OF SERVICE RATINGS



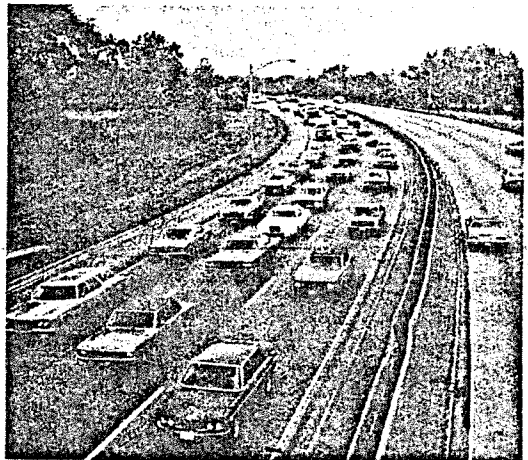
Level of service A as viewed looking up stream on a typical freeway indicating no physical restrictions on operating speeds. SOURCE: Illinois Department of Transportation.



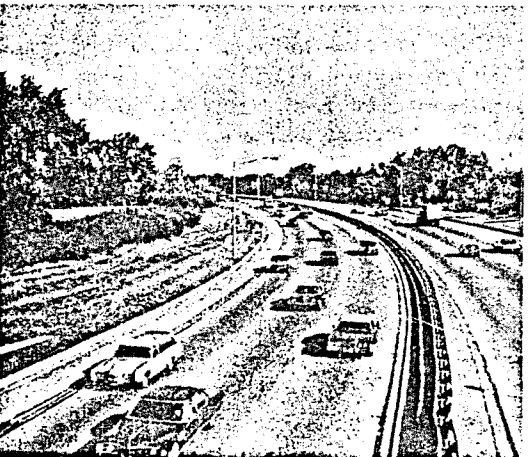
Level of service D as viewed looking up stream on a typical freeway indicating approaching unstable flow, little freedom to maneuver, and condition tolerable for short periods. SOURCE: Illinois Department of Transportation.



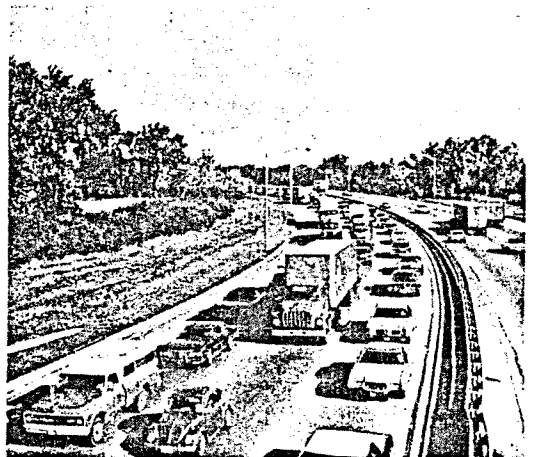
Level of service B as viewed looking up stream on a typical freeway indicating stable flow with few restrictions on operating speed. SOURCE: Illinois Department of Transportation.



Level of service E as viewed looking up stream on a typical freeway indicating unstable flow, lower operating speeds than level D and some momentary stoppages. SOURCE: Illinois Department of Transportation.



Level of service C as viewed looking up stream on a typical freeway indicating stable flow, higher volume, and more restrictions on speed and lane changing. SOURCE: Illinois Department of Transportation.



Level of service F as viewed looking up stream on a typical freeway indicating forced flow operation at low speeds where the highway acts as a storage area and there are many stoppages. SOURCE: Illinois Department of Transportation.

TRANSPORTATION

Road and Highway Conditions

Southeast Anchorage transportation boundaries are defined by the New Seward Highway to the west, Dowling Road and Far North Bicentennial Park to the north, and Chugach State Park to the east. The major north-south thoroughfares are New Seward Highway, Lake Otis Parkway, Abbott Loop Road, Birch road, and Hillside Drive. The major east-west roads are Abbott, O'Malley, Huffman, DeArmoun and Rabbit Creek Roads. Many smaller streets interconnect Southeast's neighborhood transportation network.

In Southeast, as throughout Anchorage, roadway conditions on these thoroughfares are principally determined by two factors: [1] the number of vehicles traveling a given segment of road during a typical day, also referred to as Average Daily Traffic (ADT), and [2] the physical parameters of a roadway (e.g. number of lanes and width per lane). Combining these two factors, it is possible to derive a relative measure of a road's ability to efficiently carry traffic, termed the Level of Service (LOS). Level of Service ratings for roadways and intersections range from A-F, with 'A' the highest and most desirable condition and 'F' the least efficient and least desirable. The photographs in Figure 12 show LOS ratings for roadways. Intersections with ratings of 'D', 'E', or 'F' are problem areas. A 'D' rating is generally regarded the lowest acceptable level of service in urban areas.

Average daily traffic counts in 1982 for major roadways in Southeast Anchorage are shown on Figure 13. In general, traffic conditions on Southeast Anchorage's major roads are good, with no roadways or intersections indicating levels of service (LOS) below 'C'. Southeast's principal problem areas or deficiencies are primarily associated with the substandard condition of many of the local roads and country lanes. Many of these roadways are unpaved and have steep grades. In winter, icing conditions can be severe. Uncontrolled intersections create other safety problems. Upgrading and maintenance of virtually all of these local roads and lanes are provided through Limited Road Service Areas (LRSA) which are funded by grants from the State Legislature.

Southeast Anchorage

Average Daily Traffic Counts — 1982

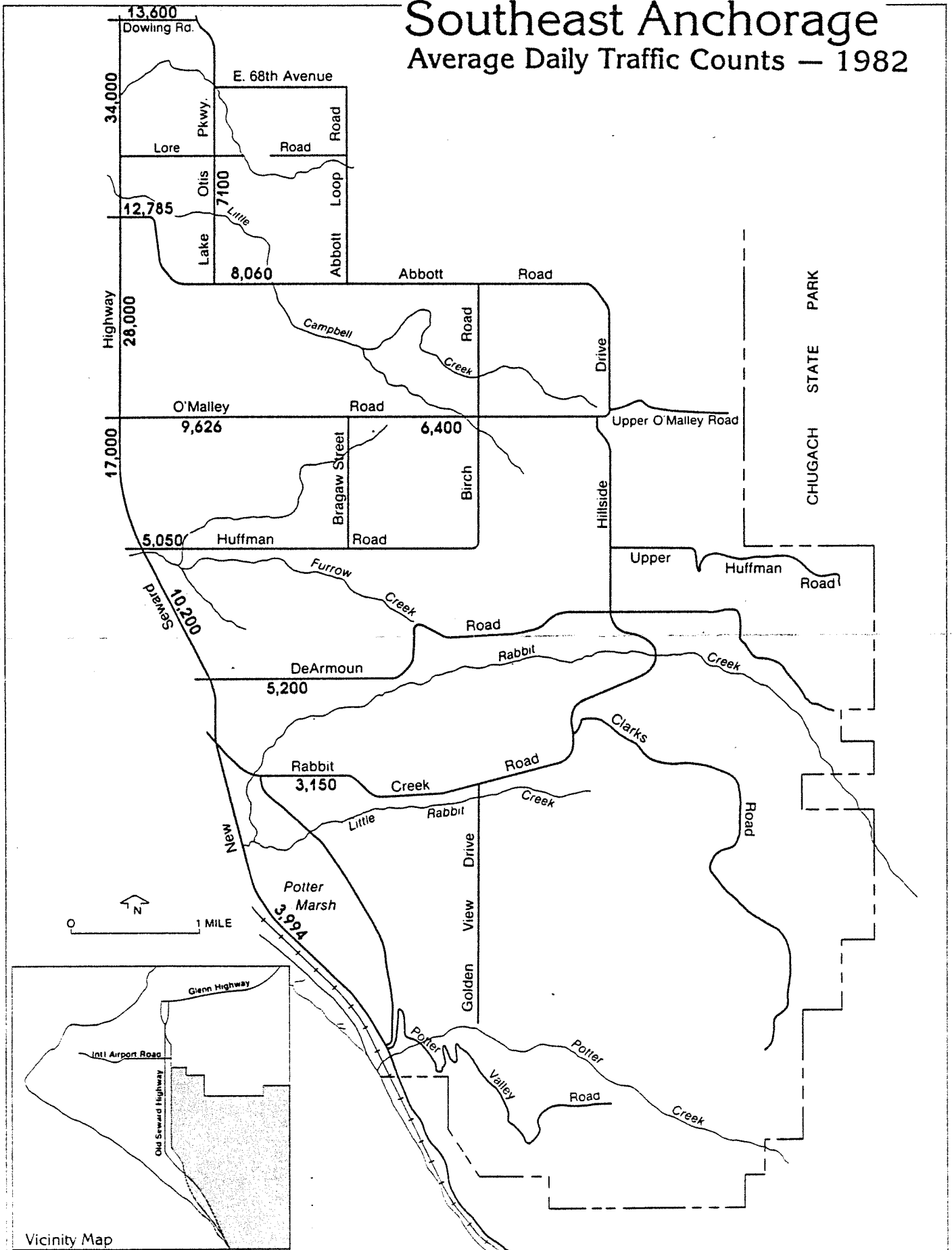


Figure 13
44

Southeast Anchorage

Average Daily Traffic — Year 2001

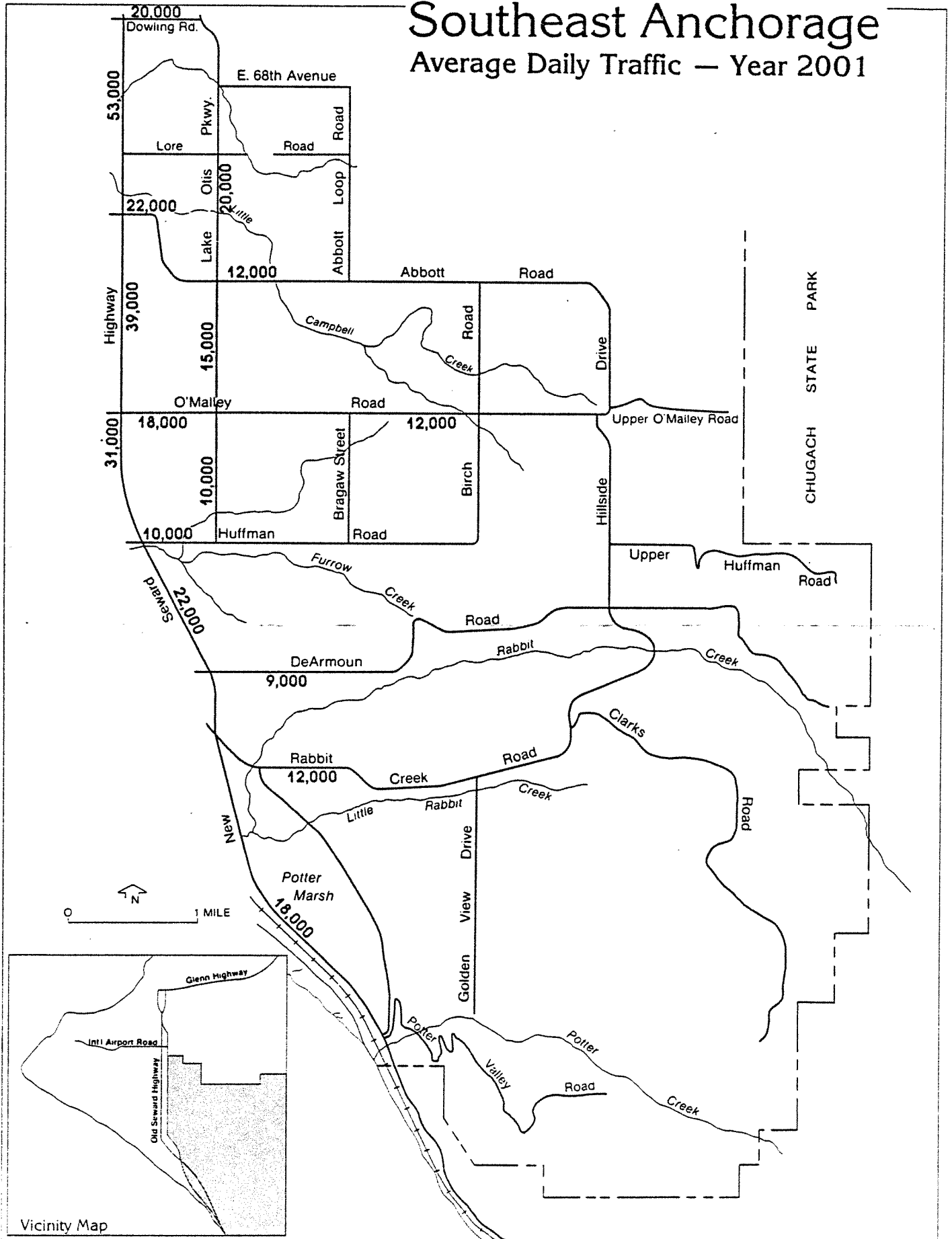


Figure 14

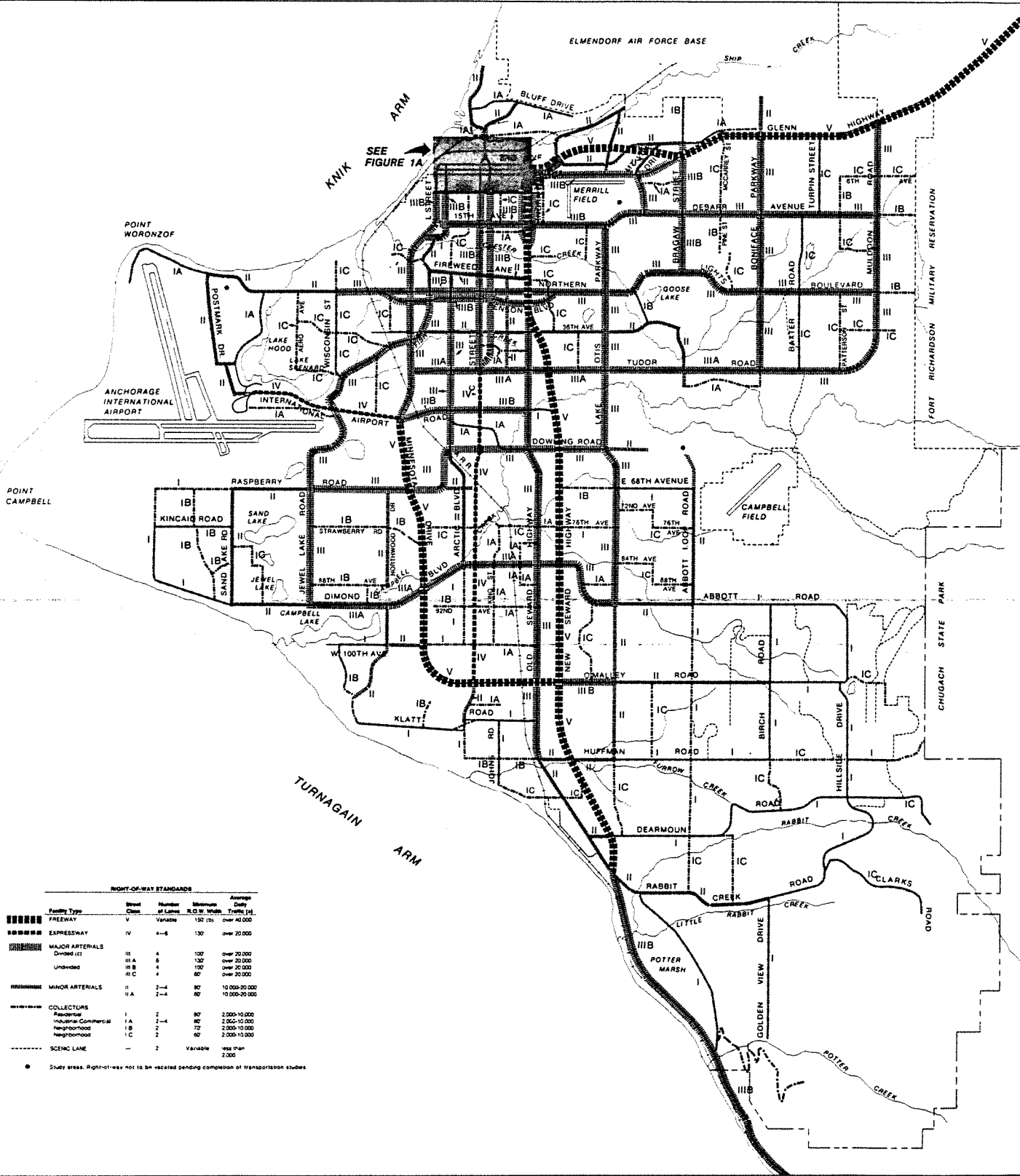
Accident frequency is another factor related to highway operations characteristics. According to a Municipal report prepared by the Division of Traffic Engineering, none of the intersections in Anchorage having a high frequency of accidents are located in Southeast.

Using information on current average daily traffic volumes (Figure 13), Level of Service ratings, data on high frequency accident locations, and projected daily traffic volumes for the year 2001 (Figure 14), two planning efforts by the Municipality attempt to resolve and prevent major transportation problems: [1] the Official Streets and Highways Plan (OSHP), and [2] the Long Range Transportation Element (LRE). Figure 15 illustrates the existing classifications for all roads in Anchorage shown on the March 1984 draft of the OSHP, as approved by the Planning and Zoning Commission, 25 June 1984.

On the basis of the OSHP and the LRE reports, a package of priority transportation projects to meet the community's current and anticipated roadway needs has been developed. This is embodied in the in the Anchorage Accelerated Roadway Program (AARP). Note is made that the ability to construct priority road projects identified in the AARP is largely dependent from year-to-year on funding approval from the State Legislature and/or Federal government. Although identified in the AARP as a pressing road improvement need, no given project can be constructed until funds are approved by the State and/or Federal governments, or until alternative funding sources are identified. Discussed below and shown in Figure 16 are AARP road improvement projects or Southeast Anchorage that are either programmed or currently under construction.

Lake Otis Parkway has been identified for improvement to major arterial status south to Abbott Road and to minor arterial standards from Abbott to O'Malley Roads. Construction is now underway on the Abbott to O'Malley portion of the project. A substantial portion, if not all, of the construction will be completed this year, including paved access to the new Hanshaw Junior High School. This will be followed by the Abbott to Tudor Road project for which design and preliminary engineering funding has already been appropriated by the State Legislature.

OFFICIAL STREETS AND HIGHWAYS PLAN



RIGHT-OF-WAY STANDARDS

Facility Type	Street Class	Number of Lanes	Minimum R.O.W. Width, Feet (ft)	Average Daily Traffic (ADT)
FREEWAY	V	Variable	150 (ft)	over 40,000
EXPRESSWAY	IV	4-6	130	over 20,000
MAJOR ARTERIALS Divided (C)	III	4	100	over 20,000
	III A	8	130	over 20,000
	III B	4	100	over 20,000
MINOR ARTERIALS	II	2-4	80	10,000-20,000
	II A	2-4	80	10,000-20,000
COLLECTORS	I	2	80	2,000-10,000
	I A	2-4	80	2,000-10,000
	I B	2	70	2,000-10,000
	I C	2	60	2,000-10,000
SCENIC LANE	-	2	Variable	less than 2,000

● Study areas. Right-of-way not to be vacated pending completion of transportation studies

ANCHORAGE BOWL

Attention to needed improvements surrounding the New Seward Highway has focused on both rehabilitation to the north and modification to a full freeway facility south of Huffman Road, with grade-separation interchanges at DeArmoun and Rabbit Creek Roads. The State Department of Transportation (ADOT) is responsible for administering federal funding for right-of-way acquisition at Rabbit Creek Road for the interchange. ADOT will also handle construction monies granted by the State for rehabilitation of the highway corridor south to Potter Creek during the 1985 timeframe.

The Municipality is charged with the administration of State funding for improvements on Dimond Boulevard/Abbott Road (from the New Seward Highway to 88th Avenue). Preliminary engineering and right-of-way acquisition are programmed for FY86, with construction to occur the following year.

In addition to the AARP road improvement projects, a host of other transportation projects in Southeast are currently in various stages of design or construction. These projects are all funded by the State and include:

- Upgrading of Goldenview Drive, including drainage problem correction. This project is now in the final design stage;
- Road improvements on Wilderness Drive in the Talus West LRSA, located east of Abbott Road extended and north of O'Malley. Project design is complete;
- Construction of the Birch Road bike and equestrian trail. Phase I, from Abbott to O'Malley, is now under construction and approximately 80% complete. Phase II, from O'Malley to DeArmoun, has been advertised for bid with construction possibly beginning this summer;
- Extension of Huffman Road from Gregory to Birch. This project is being administered by ADOT which is responsible to provide preliminary engineering;
- Birch Road pedestrian crossing. Design and preliminary engineering for this project is now under contract;
- Limited Road Service District improvements in the Rabbit Creek Heights, Glen Alps and Goldenview areas. The Municipality is now working with the appropriate LRSA Boards to establish priority road improvement needs and construction scheduled;
- Road improvements on Goldenview Drive, 164th Street to Romania. This project should be substantially complete this summer and will include grade improvements, widening, and two lanes of strip paving.

Further roadway improvements for Southeast Anchorage have been identified as part of the Long-Range Transportation Element Plan (LRE). These projects are also displayed in Figure 16. Although not scheduled for immediate construction, it is expected that these improvements which are inventoried in the LRE, but not yet programmed in the AARP, will be completed by the year 2001.

Mass Transportation

Southeast Anchorage is currently served by five bus routes providing service between residential areas and major employment and commercial destinations (Figure 17, Table 11). Downtown Anchorage is served by all five routes. Three routes pass Dimond Center. East-West service is provided on Abbott Road, O'Malley Road, Huffman Road and DeArmoun Road. North-South service is provided on Lake Otis as far south as Abbott Road, Birch Road between Abbott Road and O'Malley Road, and Hillside Drive between DeArmoun and Abbott Road. The Transit system operates weekdays from 6 AM to 10 PM. Saturday service hours are from 8 AM to 9 PM. There is no service on Sundays or major holidays.

TABLE 11
TRANSIT ROUTES
Southeast Anchorage
1984

R O U T E	WEEKDAYS				SATURDAY		Major Generators Served
	Number Of Buses During		Frequency Between Buses (Minutes)		Number of Buses	Freq. Between (Min.)	
	Peak Hours	Off-Peak Hours	Peak	Off-Peak			
2 Hillside Park	2	1	35	50	1	90	Service High, Downtown, Sohio (under construction)
92 DeArmoun	1	1	110	120	1	120	Service High, Downtown, Dimond Center
94 Huffman	1	-	80	-	-	-	Service High, Downtown, Huffman Ind. Park, Dimond Center
97 Dimond Center	1	1	80	120	1	80	Downtown, Dimond Center, Dimond High
101 South Anchorage	2	-	30	-	-	-	South Anchorage Park and Ride, Sohio (under construction), Downtown

Southeast Anchorage Transit Routes

- 0 Bus Routes
- 0 Route Turnaround

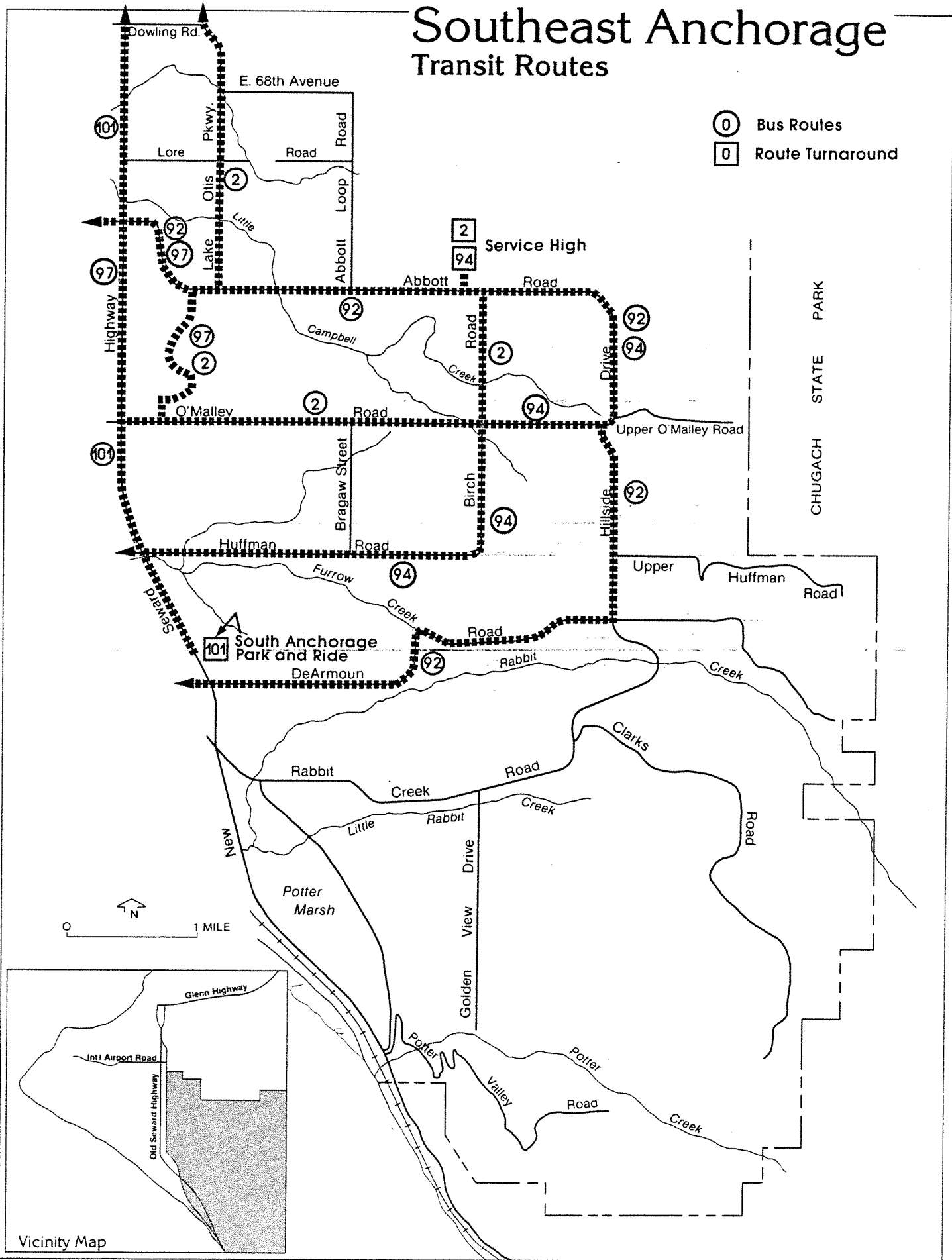


Figure 17
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Within budget limitations, transit service in Southeast has been expanded to meet the area's growing transit needs. Within the past year, peak hour service has been added to Huffman Road. All-day service is also provided from Independence Park to Dimond Center, downtown Anchorage and the Goose Lake area.

Providing Southeast Anchorage with adequate transit coverage and direct routing is difficult due to the lack of an adequate grid road system in the area. Also, the relatively low residential densities in the area, except for pockets of higher density development such as Independence Park and Potter Valley, make frequent service on routes economically unfeasible. Nevertheless, transit needs are increasing as the area's population continues to grow. Since regular fixed-route transit service is unable to meet all transit needs of the area at the present time, alternative services are offered including a park-and-ride service from the Seward Highway frontage road between DeArmoun Road and Huffman Road. The park-and-ride service, initiated in July 1984, offers commuters travel time that is competitive with automobile travel. Four express trips to downtown are offered in the morning and four express return trips are offered in the afternoon.

Carpooling is an alternative transportation option for Southeast Anchorage as throughout the Municipality. It is a particularly attractive option in low density, rural areas where regular fixed-route transit service is more limited. The Municipality currently provides a carpooling service that matches commuters with similar routes and work schedules. Carpooling information is available by calling 279-8646.

Do you have any suggestions for ways to improve this background information packet? Your comments or suggestions on the packet or on issues in Southeast Anchorage would be appreciated.

MAIL TO:

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Community Planning Department
Pouch 6-650
Anchorage, Alaska 99502



