Anchorage Coastal Management Plan Program Document

Alaska Coastal Zone Management Program
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DIVISION OF GOVERNMENTAL COORDINATION

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JULY 14, 1987

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debra

Judy Kelly
Be sure to log in with Debra wrecker
JB.

Mr. Peter Tweedt, Director
Office of Ocean and Coastal
Resource Management
Suite 706
1825 Connecticut Avenue, Northwest
Washington, DC 20235

Dear Mr. Tweedt:

On behalf of the Alaska Coastal Policy Council (CPC), the Division of Governmental Coordination (DGC) submits a copy of the revised program document for the Anchorage Coastal Management Plan (CMP) for federal review as a routine program implementation (RPI) action under the Alaska Coastal Management Program (ACMP). The new program document replaces the original Anchorage CMP which was incorporated into the ACMP in June 1981. This revision accomplishes several goals that the federal Office of Ocean and Coastal Resource Management (OCRM) asked the State of Alaska and Municipality of Anchorage coastal district to complete as part of the federal review of the ACMP.

The revised document: a) edits and reorganizes the Anchorage CMP so that it is easier to read and more logically organized; b) consolidates information from three components of the Anchorage CMP into one document, including information from the Anchorage Wetlands Plan, and maps that show the Anchorage coastal management boundary and the Resource Policy Units (from the Anchorage Resource Atlases); and c) corrects technical errors in the depiction of the Anchorage coastal management boundary on the maps currently used.

Pursuant to 15 CFR 923.84 an "implementating provision approved as part of a state's approved management program that does not result in the type of action described in Section 923.80(c), will be considered routine program implementation (RPI)." The Division of Governmental Coordination (DGC) considers the revised program document for the Anchorage CMP to be an RPI action. Our analysis follows.

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01-A35LH

Amendments are described as substantial changes in or to enforceable policies or authorities of the ACMP related to:

A. Boundaries

Requirements for the Alaska coastal boundary are given at 6 AAC 85.040. The requirements have not been changed by these amendments. The boundary of the Anchorage CMP was originally approved as a narrative definition on pages 82 to 85 of the concept-approved Anchorage CMP document. Later, the boundary was mapped and included in the Anchorage Coastal Resource Atlases (incorporated into the ACMP in November, 1982). The revised program document incorporates the boundary maps into the Anchorage CMP document itself, and corrects a few technical errors in the way the boundary was depicted on earlier maps.

B. Uses Subject to the Management Program

The ACMP provides, at 6 AAC 85.080, criteria for definition of subject uses. These criteria have not been changed by the proposed action. Moreover, the subject uses defined in the 1980 approved Anchorage CMP have not been altered by this amendment.

C. Criteria or Procedures for Designating or Managing Areas of Particular Concern or Areas for Preservation or Restoration

The criteria for designating and managing areas of particular concern are included within the ACMP regulations at 6 AAC 80.160. These are not affected by the proposed amendment.

The proposed amendment does not designate any areas which merit special attention (AMSA), nor does it alter an existing AMSA. There are minor language changes to some of the Anchorage AMSAs which reflect updated land ownership situations, reference related management plans the Municipality has completed, or better describe the AMSA area based on information available from recent studies. There are no boundary changes to any AMSA nor are any of the reasons for AMSA designation changed.

D. Consideration of the National Interest Involved in the Planning for and in the Siting of Facilities Which are Necessary to Meet Requirements Which are Other Than Local in Nature

The ACMP provides for consideration of the national interest in its guidelines and standards by requiring that a variety of local resources be addressed and by requiring recognition of uses of state concern, including uses of greater than local interest. These requirements are not affected by this program change.

As a result of this review, DGC has concluded that this revised program document for the Anchorage CMP meets the definition of a RPI action. I request concurrence of the federal Office of Ocean and Coastal Resource Management with this determination within four weeks of receipt of this letter, as required by 15 CFR 923.84(b)(3). A schedule is a enclosed for your convenience.

In compliance with 15 CFR 923.84(b)(2), notice of this RPI has been given to the general public and affected parties, including state and federal agencies. Notice will be published on July 20, 1987. A copy of the distribution list and the notice are enclosed. Comments are due to your office by August 10, 1987. Your concurrence is anticipated by August 19, 1987.

If you have any questions about this submittal please contact Barbara Sheinberg, District Program Coordinator, at (907) 465-3562.

Sincerely,

Kurt Fredrickson for

Robert L. Grogan
Director

Enclosures:

Revision to Anchorage Coastal Management Program
DGC Finding of RPI under the ACMP guidelines
Public Notice
Distribution List for Public Notice

cc w/enc: Mark Dalton, Municipality of Anchorage, Anchorage
Judy Kelly, OCRM, Washington, DC
John Crawford, Cochairman, CPC, Seldovia

bs87041306bsc

Schedule for Review and Approval of Routine Program Implementation Changes to the Municipality of Anchorage Coastal Management Plans

June 5	Send notice of Routine Program Implementation (RPI) finding prepared by the Division of Governmental Coordination (DGC) to Alaska Coastal Management Program (ACMP) participants.
July 7	Informational presentation on RPI to the Coastal Policy Council.
July 20	Letter to the federal Office of Ocean and Coastal Resource Management (OCRM) must be received in Washington D.C. by this day. Publish notice of proposed action.
August 10	Deadline for comments to OCRM.
August 19	OCRM must approve or disapprove by this day. Mail final Notice of Adoption to ACMP participants.
August 26	Proposed effective date. File with Lieutenant Governor. Publish Notice of Approval and effective date.

bs87041302bsc

STATE OF ALASKA

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June 5, 1987

To: Coastal Policy Council Members

Subject: Anchorage Coastal Management Program

The Municipality of Anchorage has prepared a revised program document for the Anchorage Coastal Management Program (CMP). The new document accomplishes the following: a) edits and reorganizes the plan so that it is easier to read and more logically organized; b) consolidates information from three approved documents of the Anchorage CMP into one document, including information from the approved Anchorage Wetlands Plan, and maps that show the Anchorage coastal management boundary (from the Anchorage Coastal Resource Atlases); and c) corrects some technical errors in the way the Anchorage coastal management boundary was depicted on previous maps.

Pursuant to Alaska Coastal Management Program (ACMP) regulation (6 AAC 85.120), the Division of Governmental Coordination (DGC) has reviewed the document and found it to be a routine program implementation (RPI) action. Our determination is enclosed. This determination is subject to Coastal Policy Council (CPC) review if requested by a CPC member or the Municipality of Anchorage coastal district. A staff report to the CPC on this RPI amendment is planned for the July 7 CPC meeting in Shishmaref, Alaska. This report is an informational item and no CPC action is required.

After the CPC meeting, this RPI change to the Anchorage CMP will be sent to the federal Department of Commerce, Office of Ocean

and Coastal Resource Management for incorporation into the ACMP. Public notice will be given. This RPI change to the Anchorage CMP will then be filed by the Lieutenant Governor and will become effective for state and federal consistency review purposes.

If you have any questions, please contact Barbara Sheinberg, District Program Coordinator, at 465-3562.

Sincerely,

Robert L. Grogan
Director

Enclosure

bs87041304bsc

Analysis of Municipality of Anchorage
Coastal Management Program
Revised Program Document

The Municipality of Anchorage has prepared a revised program document for the fully approved Anchorage Coastal Management Program (CMP). The revised document accomplishes the following things: a) edits and reorganizes the Anchorage CMP so that it is easier to read and more logically organized, b) consolidates information from three components of the Anchorage CMP into one document, including information from the Anchorage Wetlands Plan, and maps that show the Anchorage coastal management boundary and the Resource Policy Units (from the Anchorage Coastal Resource Atlases); and c) corrects technical errors in the depiction of the Anchorage coastal management boundary on the maps currently used.

The Division of Governmental Coordination (DGC) has reviewed the new program document for the Anchorage CMP and finds that it does not meet the criteria for a significant amendment to a district program, as specified in ACMP regulation 6 AAC 80.900(23)(a), (d). The replacement of the existing Anchorage program documents with the new document can be considered to be a routine program implementation (RPI) action. The finding is based upon the following analysis:

(a) This amendment to the Anchorage CMP makes no major revisions, additions or deletions to the policies, implementation methods, or authorities included in the program. The revision makes minor changes to policies for clarity such as changing "All residential uses shall be prohibited in the coastal flood zone" to "Prohibit residential uses in the coastal flood zone." In addition, to respond to the suggestion of the federal Office of Ocean and Coastal Resource Management (OCRM), language has been added to more clearly explain how the Anchorage CMP is implemented and how the consistency review process works. Finally, to consolidate documents, language on suggested mitigation techniques from the previously approved Anchorage Wetlands Plan is incorporated into this revised document.

(b) The proposed amendment makes no alterations to the district boundaries other than technical adjustments. The technical adjustments include correcting errors in the current depiction of the boundary in the Eagle River area. On the Eagle River maps, portions of the approved boundary along Carol Creek, Fire Creek, Meadow Creek, the south fork of the Eagle River, and the main fork of Eagle River were inadvertently left off of the original maps. This has been corrected. In addition, the maps currently depict a 200-meter corridor on each side of the stream, rather than the correct 200-foot corridor. As a result, the boundary in some areas was too large. This has been corrected.

(c) The proposed amendment does not designate any areas which merit special attention (AMSA), nor does it alter an existing AMSA. There are minor language changes to some of the AMSAs which either reflect changes in land ownership status, reference related management plans of the Municipality, or better describe the AMSA area based upon information available from recent studies. There are no changes to the boundaries nor basis for designation for the AMSAs.

(d) The proposed amendment does not restrict or exclude a use of state concern.

In view of the above findings and the intent of the Municipality of Anchorage, DGC recommends that the revised program documents of the Anchorage CMP be considered a RPI action. Pursuant to 6 AAC 85.120(c), RPI actions shall be incorporated into the district program without further Coastal Policy Council (CPC) action unless additional review is requested by a CPC member.

cc: Mark Dalton, Municipality of Anchorage, Anchorage
Christy Miller, DCRA, Anchorage

bs87042701bsc

STATE OF ALASKA

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OFFICE OF MANAGEMENT AND BUDGET
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NOTICE OF AMENDMENT TO
ALASKA COASTAL MANAGEMENT PROGRAM
July 20, 1987

The Municipality of Anchorage has submitted a revision to the Anchorage Coastal Management Program. The revision edits and reorganizes the document so that it is easier to understand, consolidates information from three documents into one, and corrects technical errors in the depiction of the coastal management boundary.

Pursuant to federal regulations 15 CFR 923.84, the State of Alaska, Office of the Governor, Division of Governmental Coordination (DGC), P.O. Box AW, Juneau, Alaska 99811, considers these revisions to be matters of routine program implementation. DGC has asked for concurrence of the federal Department of Commerce, Office of Ocean and Coastal Resource Management, in this determination.

Comments on DGC's request should be submitted by August 10, 1987, to:

Office of Ocean and Coastal Resource Management
Suite 706
1825 Connecticut Avenue NW
Washington, DC 20235,
Attention: Judy Kelly.

[50] Alaska Center for the Environment , Anchorage
[55] Southcentral District Office , Department of Natural Resources, Anchorage
[1625] Ms. Jane Angvik, Anchorage
[1444] Mr. Jim Arlington, Anchorage
[362] Mr. Tom Arminski, Alaska Power Authority, Anchorage
[297] Mr. Jim Barnett, Department of Natural Resources, Anchorage
[27] Mr. Ken Bowring, U.S. Department of Housing and Urban Development, Anchorage
[95] The Honorable Judith M. Brady, Department of Natural Resources, Juneau
[88] Mr. Michael Chittick, Chugach Alaska Corporation, Anchorage
[25] Mr. Ray Clark, U.S. Department of Agriculture, Juneau
[835] Ms. Veronica Clark, Department of Natural Resources, Anchorage
[7] Mr. Norman Cohen, Department of Fish and Game, Juneau
[199] The Honorable Don Collinsworth, Department of Fish and Game, Juneau
[120] Mr. John Crawford, Seldovia
[67] Mr. Mark Dalton, Anchorage
[64] Mr. Tim Derigo, Anchorage
[363] Mr. Max Dolchok, Anchorage
[1652] Mr. Dalton DuLac, Chugach National Forest, Anchorage
[20] Mr. Richard Dworsky, U.S. Department of the Interior, Anchorage
[939] The Honorable Johnson Eningowuk, Shishmaref
[1760] Mr. Joseph Evans, Anchorage
[299] Mr. Jim Fall, Department of Fish and Game, Anchorage
[266] Mr. Kevin Fenner, Soldotna
[1536] Mr. Peter Freer, Department of Community and Regional Affairs, Juneau
[822] Mr. Gerry Gallagher, Department of Natural Resources, Anchorage
[17] Mr. Paul Gates, U.S. Department of the Interior, Anchorage
[87] Ms. Becky L. Gay, Anchorage
[34] Ms. Margie Gibson, Anchorage
[934] Ms. Betty Glick, Kenai
[118] The Honorable Willie Goodwin, Jr., Kotzebue
[18] Ms. Judy Gottlieb, U.S. Department of the Interior, Anchorage
[5] Mr. Charlie Green, Department of Commerce and Economic Development, Fairbanks
[86] Colonel Wilbur T. Gregory, U.S. Army Corps of Engineers, Anchorage
[1645] Mr. Peter Hanley, Anchorage
[28] LTJG T. D. Harrison, U.S. Department of Transportation, Juneau
[833] Ms. Meg Hayes, Department of Natural Resources, Anchorage
[202] The Honorable Mark Hickey, Department of Transportation and Public Facilities, Juneau
[197] The Honorable David G. Hoffman, Department of Community and Regional Affairs, Juneau
[448] Mr. William Hopkins, Anchorage
[29] Mr. Clark Horton, U.S. Department of Transportation, Anchorage
[70] Mr. Ken Hudson, Palmer
[753] Mr. Gary Johnson, Department of Natural Resources, Anchorage
[823] Mr. David Johnston, Department of Natural Resources, Anchorage
[43] Ms. Sally Kabisch, Anchorage
[121] Mr. Robert Kellar, Valdez
[198] The Honorable Dennis Kelso, Department of Environmental Conservation, Juneau
[1730] Ms. Jeanine Kennedy, RURALCAP, Inc., Anchorage
[537] The Honorable Tony Knowles, Anchorage
[1404] Ms. Amy Kyle, Department of Environmental Conservation, Juneau

[21] Mr. Jake Lestenkof, U.S. Department of the Interior, Juneau
[4] Mr. Elliot Lipson, Department of Transportation and Public Facilities, Juneau
[40] Mr. Joseph R.D. Loescher, Anchorage
[37] Mr. Robert Lohr, Anchorage
[1282] Dennis L. McCarty, Esq., Ketchikan
[282] Ms. Maureen McCrea, Anchorage
[42] Mr. Len McLean, Anchorage
[38] Mr. Curt McVee, Anchorage
[1677] Mr. Roger Mercer, U.S. Department of Commerce, Anchorage
[141] Ms. Jan Mills, Division of Governmental Coordination, Juneau
[24] Mr. Steve Moreno, U.S. Department of Transportation, Juneau
[2] Mr. Paul O'Brien, Department of Environmental Conservation, Juneau
[183] Mr. Jeffrey C. Otteson, Department of Transportation and Public Facilities, Juneau
[958] Ms. Nettie Peratrovich, U.S. Department of the Interior, Juneau
[22] Mr. Tom Pittman, U.S. Department of the Interior, Juneau
[62] Mr. James Madison Posey, Anchorage
[505] The Honorable Larry Powell, Yakutat
[81] Mr. Larry Reeder, U.S. Army Corps of Engineers, Anchorage
[286] Mr. Tim Rumfelt, Department of Environmental Conservation, Anchorage
[919] Ms. Marty Rutherford, Department of Community and Regional Affairs, Anchorage
[1794] The Honorable Alex Samuelson, King Cove
[48] Mr. Gene Sands, Anchorage
[6] Mr. Glenn Seaman, Department of Fish and Game, Anchorage
[1419] Ms. Elizaveta Shadura, Department of Natural Resources, Juneau
[15] Mr. Fletcher Shives, U.S. Environmental Protection Agency, Juneau
[30] Mr. Stan Sieczkowski, U.S. Department of Energy, Palmer
[1131] Mr. Rick Sinnott, Department of Fish and Game, Anchorage
[195] The Honorable Anthony Smith, Department of Commerce and Economic Development, Juneau
[60] Mr. Brad Smith, U.S. Department of Commerce, Anchorage
[45] Mr. Eric Smith, Anchorage
[824] Mr. Gary F. Smith, Anchorage
[59] Mr. Rodney Smith, U.S. Department of the Interior, Anchorage
[392] Mr. Walter O. Stieglitz, U.S. Department of the Interior, Anchorage
[1671] Mr. Richard Sumner, Environmental Protection Agency, Anchorage
[204] Mr. Derenty Tabios, The North Pacific Rim, Anchorage
[871] Ms. Cheryl (Chow) Taylor, Dillingham
[1755] The Honorable Tim Towarak, Unalakleet
[285] Mr. Lance Trasky, Department of Fish and Game, Anchorage
[1756] Mr. Bill Tremblay, Craig
[69] Mr. David Walsh, Anchorage
[933] Mr. Timothy Ward, Port Lions
[151] Ms. Nelda Warkentin, Department of Community and Regional Affairs, Anchorage
[947] Mr. John Wharam, Department of Natural Resources, Anchorage
[1680] Mr. Geoff Whistler, Department of Commerce and Economic Development, Juneau
[1795] Mr. Harry Wilde, Sr., Mountain Village
[1881] Mr. John Williams, Department of Commerce and Economic Development, Juneau
[71] Mr. Jim Wood, U.S. Army Corps of Engineers, Anchorage

Municipality of Anchorage
July 15, 1987

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Preface

PREFACE

This edition of the Anchorage Coastal Management Plan is intended to update the original document approved in 1980, and to consolidate several additional documents and policies which are important to administering the Anchorage Coastal Management Program. This edition includes maps which depict the Anchorage Coastal Management Boundary and identify the specific Resource Policy Units within the boundary in Eagle River, the Anchorage Bowl and Turnagain Arm. These maps were originally printed separately from the Anchorage Coastal Management Plan in the Anchorage Coastal Atlases and are essential to understanding coastal management in Anchorage. Since the printing of the original Plan, the Anchorage Coastal Management Plan was amended in 1982 by the adoption of the Anchorage Wetlands Management Plan. This edition makes reference to that plan, which specifies strategies for the management of freshwater wetlands within the Municipality of Anchorage. With the exception of references to the Anchorage Wetlands Management Plan, this revision of the Anchorage Coastal Management Plan does not make substantive changes to the plan that was adopted in 1980.

The newly revised Anchorage Coastal Management Plan is intended for several types of users, including the general public, private property owners and developers, and municipal, state and federal decision-makers. The new edition is intended to provide an easily used source to determine local policies regarding activities within the Anchorage Coastal Management Boundary. As such, the Plan provides guidelines for activities affecting land and water resources in coastal areas. It also provides guidance for public policy decisions regarding coastal areas. Although this document consolidates much of the relevant information about the coastal management planning process in Anchorage, several other references are important supplements to the Coastal Management Program. These include: the Anchorage Coastal Resource Atlases (for Eagle River, Anchorage, Fire Island and Turnagain Arm), the Anchorage Bowl Comprehensive Development Plan, the Anchorage Wetlands Management Plan, the Seward Highway Scenic Corridor Plan, the Coastal Trail Plan, the Girdwood Coastal Wetland Plan, the Point Campbell/Point Woronzof Wetlands Master Plan and the Coastal Scenic Resources and Public Access Plan.

For more information concerning this plan or coastal management in general, contact the Coastal Management Program Coordinator within the Municipal Department of Community Planning.

Introduction

INTRODUCTION

Rapid growth in South Central Alaska, particularly the Anchorage coastal plain, places increasing pressure on the complex natural systems that support human activities. This creates conflicts over coastal resource allocation. As conflicts arise, it is increasingly apparent that these natural systems that support human activities are threatened and difficult choices must inevitably be made. This is nowhere more apparent than in the Municipality of Anchorage, where less than a half percent of the State's total coastline supports approximately 45% of the entire State population. In less than twenty years, this same area is anticipated to increase in population by one-third, from 48,000 people to 328,000 people. If growth actually occurs according to the dynamic rate that has been projected for Anchorage, considerable strain will be placed on the limited land, air and water resources within the Anchorage Coastal Boundary (described in Chapter 2). Rapid development along the north to Eklutna and south to Portage, along with continued development in the Anchorage Bowl, necessitates that a coastal management program be developed and implemented. As owner-manager of vast coastal public resources and as protector of the public interest, the Municipality of Anchorage has devised and implemented a rational process for resolving these conflicts. This process attempts to maintain the delicate balance among the economic, environmental, and social forces that sustain human well-being while remaining flexible enough to respond to new information and the changing perceptions of human needs.

To achieve optimal utilization of its coastal resources, the Municipality of Anchorage developed a plan that allows resource decisions to be based upon adequate knowledge and information concerning existing conditions, and the range of options available. This plan ensures that the best available information is incorporated into the decision-making process. It also ensures that any apparent conflicts and all options are clearly identified prior to making commitments in the coastal zone. It strives to assure that long-term values are not sacrificed for the benefit of short-term gains, that decisions are based upon well informed judgments and a full awareness of the expected consequences. This is the essence of coastal management and the purpose of the Anchorage Coastal Management program.

Coastal management planning is a result of both the Federal Coastal Zone Management Act of 1972 and the Alaska Coastal Management Act (ACMA) of 1977. Recognizing the value of the coast and the many demands being put on coastal resources, the U.S. Congress, in 1972, passed the Coastal Zone Management Act. The Act calls upon states to use the nation's coastal resources

in a way which protects natural systems and cultural values. The ACMA, like the Federal Act, tries to balance human use of coastal resources while maintaining the integrity of natural systems. The ACMA provides a process to resolve the many controversies over how to use or not use the diverse land and waters of Alaska's coast through the development and use of district coastal management programs. Anchorage is one such district.

In addition, the Alaska Coastal Management Act created a 16-member Coastal Policy Council (CPC) composed of state and local elected officials. The CPC has adopted standards for the Alaska Coastal Management Program (CMP) and guidelines for developing district coastal management programs. These standards and guidelines have been approved by the State Legislature and adopted into the Alaska Administrative Code as regulations. The specific standards and guidelines are the minimum requirements for coastal management and for district coastal management program development.

The size and diversity of Alaska's coastal area have required a specially adopted organizational arrangement among state, regional and local governments. These specialized needs are reflected in the Alaska CMP, which establishes a partnership of shared state and local management responsibilities. The Coastal Policy Council is responsible for statewide oversight and coordination, while local coastal districts are to develop more specific programs for their own areas. These district coastal management programs are the building blocks of the Alaska CMP.

One of the Alaska CMP's primary goals is complementing and strengthening local and areawide planning and management capabilities, in coordination with state and federal agency and private sector activities. In so doing, the Alaska CMP is intended to furnish coastal area citizens with improved opportunities to constructively influence the land and water management decisions which affect their lives. District coastal management programs are not designed to impose additional impediments to coastal land and water use, but rather to more equitably and efficiently administer the diverse array of existing federal, state, and local authorities that govern coastal land and water. The program will ensure the balanced consideration of a broad range of competing interests. Likewise, district coastal management programs are not solely regulatory in nature. They are intended to foster affirmative actions which enhance the human and natural environment of the coast by means such as matching capital improvement programs with coastal management policies and priorities.

One of the main purposes, then, of the Anchorage Coastal Management Program is to accommodate growth in an environmentally sound manner. To accomplish this, the following objective and goals have been established for the Anchorage Coastal Management Program:

Objective: TO SAFEGUARD THE NATURAL AND CULTURAL HERITAGE UNIQUE TO THE MUNICIPALITY OF ANCHORAGE.

Goals:

1. To identify those areas in need of immediate protection, as well as setting forth a method by which selected areas throughout the Municipality may be objectively evaluated to determine their suitability for inclusion in a program of protection.

2. To suggest development or performance standards and a process for applying these standards to afford adequate protection and yet not usurp the right o local determination where appropriate.

3. To establish, in conjunction with identification and implementation, a procedure which will encourage the coordination of environmental area protection with land use policies formulated at the local and state levels.

4. To initiate a program which can be continued and expanded to offer a wide application for environmental protection when necessary while accommodating future growth and development in the Municipality.

5. Coastal area development should provide long range benefit to man and his economic pursuits while assuring compatibility with the environmental and physical goals for coastal areas.

6. To make recommendations which will permit a coordinated approach among state agencies concerned with the environment and the formulation and implementation of coastal management land use policies and plans.

The principal issues addressed by Anchorage's Coastal Management Program are the public and private demands made on coastal resources. The coastal resources of concern in the Anchorage Coastal Management Program are the coastal waters, adjacent shorelands, and the major drainages and coastal lakes within the Municipality. The public has a strong interest in this coastal region because its abundant land and water resources support many human demands. The coastal waters and shorelands are themselves a great resource. The large population of the Municipality, in addition to the expanding tourist industry, depends not only on the diversity of fish and wildlife resources, but on scenic views, recreation and open spaces, wetlands, and clean air and water. Public waters support waterborne transportation which furnishes access to ports. The ports open vast markets for goods, thus encouraging high levels of industrial and commercial productivity throughout the Municipality, upper Cook Inlet and the state. All these uses of coastal waters support public well-being and private enterprise.

Chapter 1

Requirements of the Alaska Coastal Management Act

CHAPTER 1

REQUIREMENTS OF THE ALASKA COASTAL MANAGEMENT ACT

All coastal resource districts are required by State law to develop and adopt coastal management programs in accordance with the regulations of the Alaska Coastal Policy Council as outlined in 6 AAC 85.010-110. Each district program must address the ten specific program elements listed below.

1. Needs, Objectives, and Goals

   Anchorage must include a statement of our overall needs, objectives and goals for coastal management.

2. Organization

   Anchorage must include a description of the district program organization and include budgetary and staff needs and a schedule for reorganization as necessary to implement and carry out a coastal management program.

3. Boundaries

   Anchorage must map and delineate the boundaries of the coastal area within the district subject to the district program.

4. Resource Inventory

   Anchorage must include a comprehensive resource inventory which describes natural resource, land use and land status in a manner sufficient for program development and implementation.

5. Resource Analysis

   Anchorage must include a resource analysis sufficient in detail for program development and implementation.

6. Subject Uses

   Anchorage must include a description of the land and water uses and activities which are subject to the district program. Uses which must be included, if applicable, are: a) coastal development, b) geophysical hazard areas, c) recreation, d) energy facilities, e) transportation and utilities, f) fish and seafood processing, g) timber harvest processing, h) mining and mineral processing, i) subsistence.

7. Proper and Improper Uses

Anchorage's district program must include a description of the uses and activities, including uses of State concern, that will be considered proper and improper within the coastal area, including land and water use designations.

8. Policies

Anchorage's district program must include a statement of the policies that will be applied to land and water uses and activities subject to the district program and the process which will be used to determine whether specific proposals for land and water uses and activities will be allowed.

9. Implementation

Anchorage's district program must include a description of the methods and authority which will be used to implement the district program.

10. Public Participation

Anchorage's district program must include evidence of effective and significant opportunities for public participation in program development.

Uses and Activities

The Alaska Coastal Management Program also identified nine major land and water uses or activities and three resources and habitats that should be addressed, if applicable, by the district program. For each of these uses, activities, habitats and resources, the Alaska Coastal Policy Council has promulgated a specific standard. These standards are the enforceable regulations of the state program, and constitute the basis for district program policies. They are:

COASTAL DEVELOPMENT 6 AAC 80.040

(a) In planning for and approving development in coastal areas, districts and State agencies shall give, in the following order, priority to:

(1) water-dependent uses and activities;

(2) water-related uses and activities; and

(3) uses and activities which are neither water dependent nor water-related for which there is no feasible and prudent inland alternative to meet the public needs for the use or activity.

(b) The placement of structures and the discharge of dredged or fill material into coastal water must, at a minimum, comply with Parts 320-323, Title 33, Code of Federal Regulations (Vol. 42 of the Federal Register, pp. 37133-47, July 19, 1977).

GEOPHYSICAL HAZARD AREAS 6 AAC 80.050

(a) Districts and state agencies shall identify known geophysical hazard areas and areas of high development potential in which there is a substantial possibility that geophysical hazards may occur.

(b) Development in areas identified under item 1. of this section may not be approved by the appropriate state or local authority until siting, design, and construction measures for minimizing property damage and protecting against loss of life have been provided.

RECREATION 6 AAC 80.060.

(a) Districts shall designate areas for recreational use. Criteria for designation of areas of recreation use are:

(1) The area receives significant use by persons engaging in recreational pursuits or is a major tourist destination; or

(2) the area has potential for high quality recreational use because of physical, biological, or cultural features.

(b) Districts and state agencies shall give high priority to maintaining and, where appropriate, increasing public access to coastal water.

ENERGY FACILITIES 6 AAC 80.070.

(a) Sites suitable for the development of major onshore, nearshore, offshore, and outer continental shelf facilities must be identified by the State in cooperation with districts.

(b) The siting and approval of major oil and gas facilities must be based, to the extent feasible and prudent, on the following standards:

(1) site facilities so as to minimize adverse environmental and social effects while satisfying industrial requirements;

(2) site facilities so as to be compatible with existing and subsequent adjacent uses and projected community needs;

(3) consolidate facilities;

(4) consider the concurrent use of facilities for public or economic reasons;

(5) cooperate with landowners, developers, and federal agencies in the development of facilities;

(6) select sites with sufficient acreage to allow for reasonable expansion of facilities;

(7) site facilities where existing infrastructure, including roads, docks, and airstrips, is capable of satisfying industrial requirements;

(8) select harbors and shipping routes with least exposure to reefs, shoals, drift ice, and other obstructions;

(9) encourage the use of vessel traffic control and collision avoidance systems;

(10) select sites where development will require minimal site clearing, dredging and construction productive habitats;

(11) site facilities so as to minimize the probability, along shipping routes, of spills or other forms of contamination which would affect fishing grounds, spawning grounds, and other biologically productive or vulnerable habitats, including marine mammal rookeries and hauling out grounds and waterfowl nesting areas;

(12) site facilities so that design and construction of those facilities and support infrastructures in coastal areas of Alaska will allow for the free passage and movement of fish and wildlife with due consideration for historic migratory patterns and so that areas of particular scenic, recreational, environmental, or cultural value will be protected;

(13) site facilities in areas of least biological productivity, diversity, and vulnerability and where effluents and spills can be controlled or contained;

(14) site facilities where winds and air currents disperse airborne emissions which cannot be captured before escape into the atmosphere;

(15) select sites in areas which are designated for industrial purposes and where industrial traffic is minimized through population centers; and

(16) select sites where vessel movements will not result in overcrowded harbors or interfere with fishing operations and equipment.

(c) Districts shall consider that the uses authorized by the issuance of state and federal leases for mineral and petroleum resource extraction are uses of state concern.

TRANSPORTATION AND UTILITIES 6 AAC 80.080.

(a) Transportation and utility routes and facilities in the coastal area must be sited, designed, and constructed so as to be compatible with district programs.

(b) Transportation and utility routes and facilities must be sited inland from beaches and shorelines unless the route or facility is water-dependent or no feasible and prudent inland alternative exists to meet the public needs for the route or facility.

FISH AND SEAFOOD PROCESSING 6 AAC 80.090.

Districts shall identify and may designate areas of the coast suitable for the location or development of facilities related to commercial fishing and seafood processing.

TIMBER HARVEST AND PROCESSING 6 AAC 80.100.

AS 41.17, Forest Resources and Practices, and the regulations and procedures adopted under that chapter with respect to the harvest and processing of timber, are incorporated into the Alaska Coastal Management Program and constitute the components of the coastal management program with respect to those purposes.

MINING AND MINERAL PROCESSING 6 AAC 80.110.

(a) Mining and mineral processing in the coastal area must be regulated, designed, and conducted so as to be compatible with the standards contained in this chapter, adjacent uses and activities, statewide and national needs, and district programs.

(b) Sand and gravel may be extracted from coastal waters, intertidal areas, barrier islands, and spits, when there is no feasible and prudent alternative to coastal extraction which will meet the public need for the sand or gravel.

SUBSISTENCE 6 AAC 80.120.

(a) Districts and state agencies shall recognize and assure opportunities for subsistence usage of coastal areas and resources.

(b) Districts shall identify areas in which subsistence is the dominant use of coastal resources.

(c) Districts may, after consultation with appropriate state agencies, Native corporations, and any other persons or groups, designate areas identified under (b) of this section as subsistence zones in which subsistence uses and activities have priority over all non-subsistence uses and activities.

(d) Before a potentially conflicting use or activity may be authorized within areas designated under (c) of this section, a study of the possible adverse impacts of the proposed potentially conflicting use or activity upon subsistence usage must be conducted and appropriate safeguards to assure subsistence usage must be provided.

(e) Districts sharing migratory fish and game resources must submit compatible plans for habitat management.

HABITATS 6 AAC 80.130

(a) Habitats in the coastal area which are subject to the Alaska coastal management program include:

(1) offshore areas;

(2) estuaries;

(3) wetlands and tideflats;

(4) rocky islands and seacliffs;

(5) barrier islands and lagoons;

(6) exposed high energy coasts;

(7) rivers, streams, and lakes; and

(8) important upland habitat.

(b) The habitats contained in (a) of this section must be managed so as to maintain or enhance the biological, physical, and chemical characteristics of the habitat which contribute to its capacity to support living resources.

(c) In addition to the standard contained in (b) of this section, the following standards apply to the management of the following habitats:

(1) offshore areas must be managed as a fisheries conservation zone so as to maintain or enhance the state's sport, commercial, and subsistence fishery;

(2) estuaries must be managed so as to assure adequate water flow, natural circulation patterns, nutrients, and oxygen levels, and avoid the discharge of toxic wastes, silt, and destruction of productive habitat;

(3) wetlands and tideflats must be managed so as to assure adequate water flow, nutrients, and oxygen levels and avoid adverse effects on natural drainage patterns, the destruction of important habitat, and the discharge of toxic substances;

(4) rocky islands and sealcliffs must be managed so as to avoid the harassment of wildlife, destruction of important habitat, and the introduction of competing or destructive species and predators;

(5) barrier islands and lagoons must be managed so as to maintain adequate flow of sediments, detritus, and water, avoid the alteration or redirection of wave energy which would lead to the filling in of lagoons or the erosion of barrier islands, and discourage activities which would decrease the sue of barrier islands by coastal species, including polar bears and nesting birds;

(6) high energy coasts must be managed by assuring the adequate mix and transport of sediments and nutrients and avoiding redirection of transport processes and wave energy; and

(7) rivers, streams, and lakes must be managed to protect natural vegetation, water quality, important fish or wildlife habitat and natural water flow.

(d) uses and activities in the coastal area which will not conform to the standards contained in (b) and (c) of this section may be allowed by the district or appropriate state agency if the following are established:

(1) there is a significant public need for the proposed use or activity;

(2) there is no feasible prudent alternative to meet the public need for the proposed use or activity which would conform to the standards contained in (b) and (c) of this section; and

(3) all feasible and prudent steps to maximize conformance with the standards contained in (b) and (c) of this section will be taken.

(e) In applying this section, districts and state agencies may use appropriate expertise, including regional programs referred to in 6 AAC 80.030(b).

AIR, LAND, AND WATER QUALITY 6 AAC 80.140

Notwithstanding any other provision of this chapter, the statutes pertaining to and the regulations and procedures of the Alaska Department of Environmental Conservation with respect to the protection of air, land, and water quality are incorporated into the Alaska coastal management program and, as administered by that agency, constitute the components of the coastal management program with respect to those purposes.

HISTORIC, PREHISTORIC, AND ARCHAEOLOGICAL RESOURCES 6 AAC 80.150

Districts and appropriate state agencies shall identify areas of the coast which are important to the study, understanding, or illustration of national, state, or local history or prehistory.

Uses of State Concern

As a coastal district, the Municipality of Anchorage is obligated under the Alaska CMP Statutes, to consider and provide for uses of state concern. Uses of state concern are identified as those land and water uses which would significantly affect the long term public interest. These uses include the following:

(a) uses of national interest, including the resources for the siting of ports and major facilities which contribute to meeting national energy needs, construction and maintenance of navigational facilities and systems, resource development of federal land, and national defense and related security facilities that are dependent upon coastal locations;

(b) uses of more than local concern, including those land and water uses which confer significant environmental, social, or cultural or economic benefits or burdens beyond a single coastal resource district;

(c) the siting of major energy facilities or large-scale industrial or commercial developmetn activities which are dependent on a coastal location and which, because of their magnitude or the magnitude of their effect on the economy of the State or the surrounding areas, are reasonably likel to present issues of more than local significance;

(d) facilities serving statewide or interregional transportation and communication needs; and

(e) uses in areas established as state parks or recreational areas under AS 41.20 or as state game refuges, game sanctuaries or critical habitat areas under AS 16.20.

Chapter 2

Anchorage Coastal Management Boundary

CHAPTER 2

BOUNDARIES OF THE ANCHORAGE COASTAL MANAGEMENT PROGRAM

Requirements

The Federal Coastal Zone Management Act of 1972 requires states receiving program development grants to identify those boundaries of the coastal zone subject to its management program (Section 305(B)(1)). In addition, the Act identifies the parameters which a state must use in identifying its boundaries by defining the coastal zone as "coastal waters (including the land therein and thereunder), the adjacent shore lands (including the water therein and thereunder), strongly influenced by each other and in proximity to the shorelands of the several coastal states, and including transitional and intertidal areas, salt marshes, wetlands, and beaches. The zone extends inland from the shoreline only to the extent necessary to control shorelands, the uses of which have a direct and significant impact on the coastal waters. Excluded from the coastal zone are lands, the use of which are, by law, subject solely to the discretion of or which are held in trust by the Federal government, its officers or agents."

States may wish, initially, to delineate a planning area which is generally larger than, and encompasses the area ultimately identified as the coastal zone. This is suggested as a possible means of taking advantage of data, programs and institutional boundaries that cover geographic areas larger than the eventual coastal zone designation.

The Federal regulations indicate that a state's management program must show evidence that the state has both developed and applied a procedure for identifying the boundary of its coastal zone. These regulations require that, at a minimum, this procedure, when applied to the landward boundaries, should result in: (1) a determination of the inland boundary required to control, through the management program, shorelands, the uses of which have direct and significant impacts upon coastal waters; (2) an identification of transitional and intertidal areas, salt marshes, wetlands and beaches; and, (3) an identification of all Federally owned lands, or lands which are held in trust by the Federal government, its officers and agents, in the coastal zone and over which a state does not exert any control over use.

These regulations indicate the acceptability of a boundary which is delineated by a strip of land of uniform depths (e.g., 250 feet, 1,000 years, etc.) or by political boundaries, cultural features, property lines or existing designated planning and environmentally controlled areas, with the conditions that any such boundaries include and be limited approximately to those lands which have any existing, projected or potential uses which would have a direct and significant impact upon coastal waters.

The State of Alaska, Department of Fish and Game, in conjunction with the Office of Management and Budget, Division of Governmental Coordination (DGC) (Note: At the time of the development of the original Anchorage Coastal Management Plan, the state agency responsible for the Alaska Coastal Management Program was the Office of Coastal Management in the Division of Policy Development and Planning in the Office of the Governor), has delineated a coastal zone planning boundary for Cook Inlet based on biophysical criteria. The Department of Fish and Game coastal zone boundaries for upper Cook Inlet are defined as follows:

Zone of Direct Interaction

Landward Limit. Landward, the zone of direct interaction, is defined by salt water intrusion into marshes and rivers and areas of active coastal erosion such as the bluffs along Turnagain and Knik Arms. Salt water intrusion occurs up to six miles inland in the Susitna Flats and as far as twenty miles up stream in the Susitna River. Areas of active coastal erosion are best approximated by the 50 foot contour throughout the upper Cook Inlet region.

Seaward Limit. Seaward, the zone of direct interaction, is defined by near shore sediment transport and deposition out to the 18 foot depth contour. This is a high energy zone which is actively disturbed by tidal currents, ice scour, breaking waves, sediment dynamics and fresh water dilution.

Zone of Direct Influence

Landward Limit. The landward zone of direct influence in upper Cook Inlet is defined where the bulk of anadromous fish spawning and rearing takes place, where moose seek low-land areas for over-wintering and calving, and where coastal wetland habitats attract a large number of nesting birds and small mammals. Direct influence is best defined by the 1,000 foot contour in upper Cook Inlet. This zone extends up the Susitna River to include Devil's Canyon and through Portage Pass where birds such as eagles, gulls, and black-legged kittiwakes traverse between nesting areas in Prince William Sound and feeding areas in Turnagain Arm and upper Cook Inlet.

Seaward Limit. Seaward, the zone of direct influence, includes the marine waters of Cook Inlet extending south to Kalgin Island. Turbulent mixing between marine and fresh water takes place in the vicinity of Kalgin Island. The characteristic marine waters of upper Cook Inlet, which include high turbidity and low salinity, are formed in this region. This is also the average southern extent of heavy winter sea ice.

Boundary Determination Process

The process of determining a boundary for the coastal zone is actually a two-tiered process involving first the identification of a planning boundary (which was established by the State as the 1,000 foot contour) and finally the management boundary itself. The Federal Coastal Zone Management Act rules and regulations also state that, for initial planning purposes, a boundary can be delineated for a planning area which is generally larger than, and encompasses the area ultimately identified as the coastal zone. The State Office of Coastal Management (presently DGC), in its program document, has left the responsibility of identifying the management boundary to the coastal districts. However, the boundary of the district coastal zone cannot be merely the result of an arbitrary determination but rather must take into consideration the direct relationship that exists between the requirement for determining inland boundaries and the requirement for determining permissible land and water uses in areas of particular concern. By definition, the coastal zone extends inland from the shorelines only to the extent necessary to control shorelands, the uses of which have a direct and significant impact on coastal waters. The Coastal Zone Management Act, therefore, requires control on all uses that have direct and significant impacts on coastal waters.

Management Boundary

AAC 85.040 requires each coastal district to include a map of the boundaries of the coastal area within the district subject to the district program.

Before council approval of a district plan, initial planning boundaries were to be based on biophysical boundaries as published by the Office of Coastal Management (presently DGC) and the Alaska Department of Fish and Game. However, final management boundaries of the coastal area subject to the district program may diverge from the initial planning boundary if the final boundary: (1) extends inland and seaward to the extent necessary to manage uses and activities that could result in direct and significant impacts on coastal waters and, (2) includes all transitional and intertidal areas, salt marshes, saltwater wetlands, islands and beaches.

If the above criteria are met, then the final management boundary may be based on political jurisdictions, cultural features, planning areas, watersheds, topographic features, uniform setbacks, or the dependency of uses and activities on water access. In addition, the final management boundaries of the Anchorage district must be sufficiently compatible with those of adjoining boroughs to allow consistent administration of the Alaska Coastal Management Program (ACMP).

The ACMP document requires that districts show evidence that they have developed and applied a procedure for identifying the

management boundary of its coastal zone. The Municipality of Anchorage Community Planning Department has completed its resource inventory and analyses, identified potential areas meriting special attention, and has applied a planning process to identify probable direct and significant impacts that could result from various uses in the coastal zone. As a result of conducting the resource inventory and analysis, the proposed management boundary for the Municipality of Anchorage has been developed, as described below.

Anchorage Coastal Boundary

Inland Extent. As measured from the line delineating the inland extent of coastal flooding, as exhibited on the Anchorage Coastal Resource Atlas map showing coastal flooding and as derived from the U.S. Army Corps of Engineers Floodplain Data and the Federal Emergency Management Agency Flood Insurance Rate Maps, the inland extent of the coastal resource boundary has been determined to be 1,320 feet as measured from the horizontal along the line delineating the areas of the 100 Year Coastal Flood (also called the Inland Extent of Coastal Flooding). Where such inland boundary partially touches upon either (1) lakes, (2) bogs, (3) marshes, (4) swamps, (5) floodplains, (6) areas identified as having natural hazards, (7)water recharge value, (8) recreation, (9) scenic, (10) biologic or habitat values, then these areas will also be included in their entirety within the Anchorage Coastal Boundary to insure their proper and adequate protection, use and value for the public welfare. In addition, where such inland boundary crosses or passes through any river, stream, or creek, then the management boundary shall extend inland paralleling this water feature up to the 1,000 foot contour level. The width of the management boundary along rivers, streams, and creeks shall be the limit of the 100 Year Floodplain or 200 feet on either side of that water body as measured from the center line of the drainage - whichever is greater. All lands within the riverine portion of the management boundary shall be subject to the provisions of the Alaska Coastal Management Program.

Lands, waters, and land and water uses outside the Anchorage Coastal Boundary shall be managed and regulated through proper ordinances and other land use regulations so that direct and significant impacts on lands and waters within the management boundary shall comply with all provisions, regulations and requirements of the Alaska Coastal Management Act.

Seaward Extent. The seaward extent of the Anchorage Coastal Management Program shall extend to the Municipality's political boundary in the Turnagain and Knik Arms.

For a precise depiction of the Anchorage Coastal Boundary in the Anchorage Bowl, Eagle River to Eklutna, and Turnagain Arm, refer to the maps contained in Chapter 4. In Turnagain Arm, the

coastal boundary has not been portrayed because of the small map scale. The boundary in the Turnagain Arm area has not been previously mapped but is based solely on the boundary definition given above. More specific information is available in all volumes of the Coastal Resource Atlases.

Management Boundary Justification

The seaward extent of the Anchorage Coastal Boundary coincides with the political boundary of the Municipality of Anchorage and covers the full area to which the Municipality has legal jurisdiction, while recognizing the state's ownership of tidelands and waters to a point three miles from the shoreline.

The landward extent of the Anchorage Coastal Boundary was determined by a logical, sequential planning process identified in the Anchorage Coastal Resource District Program: Project Progress Report, with Appendices (December, 1977). Utilization of this method made possible the delineation of the management boundary which complies with the criteria for divergence from the initial 1,000 foot contour line planning boundary because the boundary extends inland to the extent necessary to manage uses and activities that have or are likely to have direct and significant impact on marine coastal waters and include all transitional and intertidal areas, salt marshes, saltwater wetlands, islands and beaches. It is the position of the Municipality of Anchorage that the Alaska Coastal Management Act of 1977 was not intended to be a comprehensive land use management program covering all areas of the Municipality, but a program to manage coastal areas and possible impacts to those land and water areas. The Municipality of Anchorage, further, feels that its existing ordinances, land use regulations, 208 Water Quality and Air Quality Management, and Wetlands Management programs and regulations will provide adequate protection for present and future uses which may cause direct and significant impacts on coastal lands and waters. The management boundary, as defined, is adequate to allow complete integration of existing and proposed land use regulations, allows state and municipal regulatory programs to focus, specifically, on coastal management problems, and provides for concentration of planning efforts in the most vulnerable coastal areas.

In the event that some major project was to be constructed inland from the management boundary and it was determined that it would result in activities likely to cause direct and significant impacts, then paragraph 2 of the management boundary definition would apply. This paragraph states:

> Lands, waters, and land and water uses behind the management boundary shall be managed and regulated through property ordinance and other land use regulations so that direct and significant impacts on lands and waters within the management boundary shall comply with all provisions, regulations, and

requirements of the Alaska Coastal Management Act in the Anchorage area.

This provision provides for state agencies to utilize and adhere to the requirements of the Alaska Coastal Management Program Standards and Guidelines (6 AAC 80 and 6 AAC 85) up to the 1,000-foot contour level and to permit review, evaluation, and responses to such projects. This provision recognizes, therefore, that there are some possible circumstances where an inland event could possibly have an impact on coastal waters.

Chapter 3

Resource Inventory and Analysis

CHAPTER 3

RESOURCE INVENTORY AND ANALYSIS

The federal Coastal Zone Management Act mandated that states develop a balanced use philosophy in part by its requirement to define land and water uses which have direct and significant impacts on coastal waters. In order to meet this directive, the Municipality of Anchorage (MOA) completed an extensive resource inventory and land use suitability analysis both to determine the biophysical and social values of Anchorage's land and to analyze which land and water uses were appropriate for different areas.

The first step in this process was the preparation of a thorough inventory of coastal resources. This inventory has been published separately in the four volumes of the Coastal Resource Atlases. These are:

Volume 1: The Anchorage Bowl

Volume 2: Eagle River, Chugiak, Birchwood, Peters Creek and Eklutna

Volume 3: Turnagain Arm

Volume 4: Fire Island

Areas mapped during the inventory with similar characteristics were called Resource Policy Units (RPU). RPUs are geographic units within the Anchorage Coastal Boundary which contain distinctive biophysical characteristics and/or social values. As such, RPUs are the fundamental planning elements of the Anchorage CMP. The RPUs were evaluated for their suitability for development and/or preservation. The RPUs were then aggregated into larger classifications based on overall development suitability and environmental sensitivity. The large classifications were termed the Preservation, Conservation, and Utilization Environments. The Preservation, Conservation, and Utilization Environments and the RPUs that each contains are listed in Table 3.3.

Goals were developed for the Preservation, Conservation, and Utilization Environments. Goals and enforceable policies were developed for each RPU. All goals and policies are listed in Chapter 4. Additional information on the Preservation, Conservation, and Utilization Environments can be found in the Coastal Resource Atlases and the maps in Chapter 4.

The following sections explain the inventory and analysis process in greater detail.

Resource Inventory

The resource inventory was conducted through field investigations, interpretation of color infrared aerial photography, digital analysis of Landsat imagery, and integration of collateral information. Geographic data was manually integrated and mapped as a series of overlays on U.S. Geological Survey base map at 1:25,000 scale. For purposes of analysis, a uniform five-acre geographic grid was superimposed atop all the mapped data. This permitted overlaying and analyzing different combinations of generalized geographic characteristics. The various characteristics were then weighted according to their importance, the opportunities or constraints for a given use, capacity for change, mitigation and impact potential.

Analysis

The next step was to evaluate the possible impacts of development on different geographic areas. This was done by overlaying selected environmental characteristics, such as floodplains, noise zones, steep coastal bluffs, and seismic hazard classes, on a particular geographic area being proposed or anticipated for development. The types of social and/or environmental impacts that might result from various land use activities were compiled to aid this impact assessment, as depicted in Table 3.1. This analysis called attention to those areas where conflicts might arise.

The resource inventory and analysis resulted in the production of a map atlas comprised of three types of maps: basic data maps; environmental opportunity/constraint maps; and land capability/suitability maps. The basic data maps illustrate the environmental characteristics of areas within the Municipality of Anchorage, and include geological formation, slope and vegetative associations. These maps provide a standardized framework and reference for planning and assessing activities in Anchorage. The environmental opportunity and constraint maps illustrate interpretations of environmental patterns and processes, and include areas of geologic/geotechnical hazard, ecological importance, visual quality, viewing opportunities, flood hazards and drainage conditions. These maps served as a foundation for the final suitability maps and plans.

The land capability/suitability maps were based on further analysis which drew upon both basic and interpretive data. They provided a graphic guide to the allocation of land resources and the location of land use activities within the Municipality of Anchorage.

Concurrent with the development of the land capability/suitability maps, the Municipality of Anchorage prepared a land use suitability matrix. The purpose of this suitability matrix is to compare the various land and water use activities and their impacts

TABLE 3.1
POSSIBLE SOCIAL AND/OR ENVIRONMENTAL IMPACTS

ACTIVITY	POSSIBLE NEGATIVE IMPACTS	ENVIRONMENTAL/SOCIAL EFFECTS
1. Ground Water Withdrawal	1.a. Salt water intrusion b. Subsidence c. Habitat Alteration	1.a. Reduction of aquifer/water quality b. Property Drainage c. Loss of recharge capability d. Disturbance of fish rearing areas e. Potential well failure
2. Dredging and Spoil Disposal	2.a. Increased Turbidity b. Loss of aquatic photosynthesis c. Loss of marine resources d. Habibtat destruction e. Alteration of estuarine character f. Coastal erosion g. Wetlands loss h. Salt water intrusion	2.a. Loss of marine resources b. Decreased estuarine productivity c. Destruction of fish nurseries d. Destruction of coastal wetlands e. Destruction of upland habitats
3. Devegetation	3.a. Increased runoff/erosion b. Reduced wildlife habitat	3.a. Soils loss b. Loss of wildlife habitat c. Shoreline degradation d. Flooding e. Degradation of water quality
4. Offshore Construction Activities	4.a. Increased sedimentation b. Introduction of harmful chemicals c. Alteration of circulation patterns	4.a. Disturbance to marine wildlife b. Viewshed Obstruction c. Increased need for dredging d. Potential structure loss/damage
5. Shoreline Construction Activities	5.a. Physical alteration of estuaries b. Alteration of circulation patterns c. Increased erosion/sedimentation d. Loss of coastal access e. Seismic hazards f. Degradation of slope stability	5.a. Degradation of coastal habitats b. Creation of new habitats c. Loss of public use/access d. Hazards to shoreline structures e. Disturbance to wildlife f. Loss of coastal productivity

ACTIVITY	POSSIBLE NEGATIVE IMPACTS	ENVIRONMENTAL/SOCIAL EFFECTS
6. Uplands Construction Activities	6.a. Increased runoff/erosion b. Loss of soils fertility/stability c. Devegetation d. Habitat/Wetlands Loss e. Subsidence f. Seismic hazards g. Degradation of Slope Stability	6.a. Loss of estuarine productivity b. Loss of recreational waters c. Flooding d. Destruction of wildlife habitat e. Structure damage/loss f. Reduction of freshwater quality g. Alteration of septic systems
7. Solid Waste Disposal	7.a. Surface water pollution b. Ground water pollution c. Air pollution	7.a. Threat to public health b. Aquifer pollution c. Degradation of aquatic habitat d. Loss of water related recreation e. Downstream pollution
8. Liquid Waste Disposal	8.a. Surface water pollution b. Ground water pollution c. Soils contamination	8.a. Threat to public health b. Aquifer pollution c. Degradation of aquatic habitat d. Loss of water-related recreation e. Estuary pollution f. Restoration costs
9. Excavation and Filling	9.a. Potential ground/surface water pollution b. Land subsidence c. Direct/indirect wetlands loss d. Devegetation e. Increased runoff/erosion f. Alteration of hydrologic regime g. Habitat alteration	9.a. Aquifer reduction/pollution b. Loss of wildlife habitat c. Downstream water pollution d. Alteration of septic systems
10. Draining	10.a. Potential habitat destruction b. Sedimentation c. Alteration of soils	10.a. Loss of wildlife habitat b. Loss of water-related recreation c. Loss of fisheries productivity d. Alteration of septic systems

ACTIVITY	POSSIBLE NEGATIVE IMPACTS	ENVIRONMENTAL/SOCIAL EFFECTS
11. Off-Road Vehicle Use	11.a. Vegetation destruction b. Noise impacts c. Alteration of soils d. Alteration of surface drainage	11.a. Loss of wildlife habitat b. Recreational user conflicts c. Private property damage
12. Subsurface Waste Disposal	12.a. Ground water pollution b. Surface water pollution c. Soils alteration	12.a. Threat to public health b. Aquifer pollution c. Loss of aquatic habitats d. Loss of water-related recreation e. Downstream pollution

in different areas within the Preservation, Conservation and Utilization Environments. The land and water use matrix is presented in Table 3.2. This matrix employs a numerical rating system to weight the degree of impact of different land and water use activities. The number (1) one is used to imply minimal probable impact would result from conducting a specific land use in a specific resource policy unit provided all existing regulations are followed. The number (2) two is used to imply moderate probably impact, but impacts that could generally be overcome by proper design, engineering and construction. Those uses having a value of (2) two can be compared to conditional uses as currently used in the zoning ordinance. The number (3) three is used to designate those land and water uses that could have the most significant impacts and ones that require the most stringent consideration. This implies that either the uses should not be permitted or that special measures be taken to mitigate the impacts associated with the use or activity. The land capability/suitability analysis was utilized to identify broad general areas suitable for residential, industrial, commercial, waterfront development, recreation and forestry areas.

It is important to note that the information compiled in the Coastal Resource Atlases is based on partial information regarding environmental characteristics and constraints. Because of these limitations, the resource maps should be considered approximations of actual landscape conditions.

Delineation of Resource Policy Units

The maps were then used to identify and delineate RPUs, or similar geographic areas for which goals and policies could be prepared, potential environmental impacts identified and mitigation measures outlined. Each Resource Policy Unit represented a particular type of environment. These RPUs were not defined solely on a biophysical basis, but sometimes represented an environment which takes on a special character due to human activity.

Preservation, Conservation and Utilization Environments

Resource Policy Units were then aggregated to correspond with three broad land use suitability classifications according to sensitivities and suitabilities for specified land and water uses or preservation needs. The generic terms used for these environment classifications are Preservation, Conservation, and Utilization. The purpose of these three broad designations is to differentiate between areas whose geophysical, biological and cultural features imply differing objectives regarding their use and future development. Each environment represents a particular emphasis on the types of uses and the extent of development which should occur within it, as described below. This system is designed to encourage those uses in each environment which enhance the character of the environment while at the same time requiring reasonable standards for and restrictions on development so that the character of the environment is not impacted.

TABLE 3.2

PRESERVATION-CONSERVATION-UTILIZATION MATRIX
Coastal Zone Land & Water Uses
Suitability Classification

Weighting Values
3 - High Impact
2 - Moderate Impact
1 - Low Impact

ENVIRONMENTS →

RESOURCE POLICY UNITS →

LAND & WATER USES	PRESERVATION ENVIRONMENT									CONSERVATION ENVIRONMENT								UTILIZATION ENVIRONMENT				
	Class I Waters	Selected Coastal & Upland Freshwater Wetlands	Tidal Flats	Salt Water Marshes	Coastal Habitats	Coastal Bluff/Cliffs	Hazardous Lands	Historical, Archeological Sites and Natural Areas	Coastal Flood Zone	Class II Waters	Class III Waters	Scenic Corridors, Areas and Vistas	Parks and Recreation Areas	Marginal Lands	River Floodplains	Open Space	Forestry Management Areas	Class IV Waters	Urban Residential	Urban Development	Urban Waterfront	Rural
Navigation & Transporation																						
Roads/Highways	3	3	3	3	3	2	3	3	3	3	2	2	2	2	2	2	2	2	1	1	2	2
Railroads	3	3	3	3	3	2	3	3	3	3	2	2	3	2	2	2	2	2	2	2	2	2
Airports/Airstrips/Float Base	3	3	3	3	3	3	3	3	2	3	2	3	2	2	3	3	2	2	2	2	2	2
Ports	3	3	2	3	3		2	2	1	2	1	2	1	1	1	2	1	1	2		1	3
Spoil Disposal	3	3	3	3	3	3	3	3	2	3	3	3	3	2	3	2	3	2	3	3	3	3
Pipelines	3	3	2	3	3	2	3	3	2	2	2	2	2	2	2	2	2	2	2	2	2	2
Navigation Improvements/Aids	3	3	2	3	3	2	2	2	2	2	2	2	2	2	2	2	2	2			1	
Urban																						
Low Density Residential	3	3	3	3	3	3	3	3	3	3	2	2	3	2	2	3	3		1	3	3	1
Medium Density Residential	3	3	3	3	3	3	3	3	3	3	2	3	3	2	3	3	3		1	3	3	2
High Density Residential	3	3	3	3	3	3	3	3	3	3	2	3	3	2	3	3	3		1	2	3	3
Commercial	3	3	3	3	3	3	3	3	3	3	2	2	3	2	2	3	3	2	3	1	1	2
Industrial	3	3	3	3	3	3	3	3	3	3	3	3	3	2	3	3	3	3	3	3	1	3
Public Lands & Institutions	2	2	2	2	2	2	2	2	2	2	2	1	1	2	2	1	2	1	1	3	3	1
National Defense	2	3	2	2	3	1	3	2	2	2	2	2	2	1	2	3	2	2	2	3	2	2
Mining & Mineral Extraction	3	3	3	3	3	1	3	3	2	3	3	3	3	1	2	3	3	3	3	3	2	3
Fish & Wildlife Habitat	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	2	3	3	2
Agriculture	3	3	3	3	3	3	3	3	3	3	2	2	2	1	1	2	2		2			1
Forestry	3	3	3	3	3	3	3	3	3	3	2	3	2	1	1	2	1		2			2
Recreation																						
Active	2	2	1	2	3	1	2	2	1	1	1	2	1	1	1	1	1	1	1	3	3	1
Passive	1	1	1	1	2	1	2	1	2	1	1	1	1	1	1	1	1	1	1	3	3	1
Gas & Electric Utilities	3	3	2	3	3	2	3	2	2	2	2	2	2	2	2	2	2		1	1	2	1
Water Supply & Wastewater Trmt.	2	3	2	3	3	3	2	2	2	2	2	2	2	2	2	2	2	2	2	3	2	2
Solid Waste Treatment Facilities	3	3	3	3	3	3	2	3	2	3	3	3	3	2	3	3	2	3	2	3	2	2
Parks	1	1	1	1	2	1	1	1	2	1	1	1	1	1	1	1	1		1	3	3	1
Cultural/Entertainment Facilities	3	3	3	3	3	2	3	2	3	2	1	2	2	2	3	2	3	2	2	2	3	2
Open Space/Undeveloped	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	3	3	1

A requirement of the Federal Coastal Zone Management Act established the need for a balanced-use philosophy to be included in district plans. The rules and regulations adopted for the Act state that in the process of determining permissible uses, consideration should be given to: requirements for industry, commerce, residential development, recreation, extraction of mineral resources and fossil fuels, transportation and navigation, waste disposal, as well as the harvesting of fish, shellfish and other living marine resources. Also required is full consideration of ecological, cultural, historical, aesthetic, archaeological, economic development and national interest aspects of coastal zone use activities.

Preservation Environment

The Preservation Environment consists of areas (Resource Policy Units) characterized by the presence of some unique natural and/or cultural features considered valuable in their undisturbed or original condition and which are relatively intolerant of intensive human use; those lands and/or water areas of the coastal area identified as having major ecological, hydrological, physiographic, hazardous, historical, archaeological, cultural, or socioeconomic importance to the public. Such areas should be essentially free from development or be capable of being restored to their natural condition, and they should be large enough to protect the value of the resource. Preservation areas are defined as those coastal areas which provide invaluable public benefits, such as flood protection, recreation, scenic aesthetic, and the protection of significant fish and wildlife habitats.

The emphasis in the Preservation Environment is on the perpetuation and restoration of natural systems and resources, and on prevention or regulation of uses and activities which would degrade or destroy the natural environment. Any proposed use or activity which would change the existing situation would be desirable only if it further enhances, restores or preserves the natural character of the classified area. Areas which provide these public benefits would be considered for the preservation management environment.

The purpose of designating the Preservation Environment is to preserve and restore those natural resource systems existing relatively free of human influence. These systems require severe restrictions on intensities and types of uses permitted so as to maintain the integrity of the Preservation Environment.

Conservation Environment

The Conservation Environment consists of those lands and water areas identified as having certain natural or institutional use limitations which require special precaution prior to their use or development. Conservation areas include those designated for long-term uses of renewable resources in the coastal district.

Conservation areas would include the smaller tracts of lesser ecological sensitivity and biological importance. Lands classified as Conservation would be those requiring special precautions when being developed, or designated for recreation and open spaces.

The purpose of the Conservation Environment classification is to protect areas for environmentally related purposes, such as public and private parks, fishing grounds, flood protection, scenic quality, water management, forestry management and water recharge. While the natural environment is not maintained in a pure state, all activities and uses to be carried out provide minimal adverse impact. The key to this environmental classification is management in which the intent is to use certain RPUs for development, provided the use is designed to maintain the quality of the natural elements of the site. Development in specified RPUs of the Conservation Environment should be limited to those uses which are non-destructive and, where possible, non-consumptive of the resources identified as being valuable and requiring protection and management.

Utilization Environment

The Utilization Environment refers to those lands and waters of the coastal district suitable for development; already developed or officially committed to an acceptable development activity; or undeveloped but suited for development giving full consideration to environmental safeguards, design, engineering, construction and planning practices.

The purpose of the Utilization Environment classification is to ensure optimum utilization of the coastal district within urbanized areas by not necessarily permitting intensive use and by managing development so that it enhances and maintains the area for a multiplicity of urban uses. The Utilization Environment is designed to reflect a policy of increasing utilization and efficiency of urban areas, to promote a more intensive level of use or redevelopment of areas now underutilized, and to encourage multiple use of the coastal area if the major use is water dependent.

The Utilization Environment lands could be developed with only minor alterations to the environment of the coastal zone, and include that classification of open water designated for transportation , navigation, utility and industrial use. Because of such factors as physiography, soils, hydrology, geology, or other factors, land in the Utilization Environment would be comparatively suitable for development. Land so classified would have reduced ecological, recreational, and overall public importance for other uses and activities. Water-dependent and water-related uses and activities should be restricted to this environment. The Utilization Environment is particularly suitable to those areas presently subjected to extremely inten-

sive use pressure, as well as areas planned to accommodate urban expansion. Shorelines planned for future urban expansion should present few biophysical or hazardous limitations for urban activities and not have a high priority for designation as an alternative environment.

Each of the three broad suitability environments is a composite of numerous RPUs. This concept allowed for development of general policy statements for coastal landscape units requiring preservation status, conservation status, or recognized as potentially suitable for future growth and development. The grouping of RPUs by land use suitability classification is given in Table 3.3

TABLE 3.3

AGGREGATED RESOURCE POLICY UNITS

PRESERVATION ENVIRONMENT	CONSERVATION ENVIRONMENT	UTILIZATION ENVIRONMENT
1 Class I Waters: Potable Surface Waters	1 Class II Waters: Anadromous Fish Streams	1 Class IV Waters Ocean Waters for Commerce, Transportation and Industry
2 Selected Coastal & Upland Freshwater Wetlands	2 Class III Waters: Recreational Waters	2 Urban Residential
3 Tidal Creeks and Flats	3 Scenic Corridors, Areas and Vistas	3 Urban Development
4 Saltwater Marshes	4 Parks and Recreation Areas	4 Urban Waterfront
5 Coastal Habitats	5 Marginal Lands	5 Rural
6 Coastal Cliffs and Bluffs	6 River Floodplains	
7 Hazardous Lands	7 Open Space	
8 Historical, Archaeological Sites and Natural Areas	8 Forestry Management Areas	
9 Coastal Flood Zone		

The RPUs are defined in considerable detail in Volumes 1-3 of the Coastal Resource Atlases and in Table 4.1. The RPUs contained within the Preservation, Conservation and Utilization Environments

serve as a refinement of the general goals developed for each of these broad environments. Management of these RPU's is based on the particular policies for each area which are presented, along with the goals for the Preservation, Conservation and Utilization Environments, in Chapter 4.

Chapter 4

Anchorage Coastal Management Plan Goals and Policies

CHAPTER 4

ANCHORAGE COASTAL MANAGEMENT PLAN
GOALS AND POLICIES

The purpose of the Anchorage Coastal Management Program is to provide a mechanism for maintaining a balance among the sometimes competing economic, environmental and social forces that are exerted on lands and waters within the Anchorage Coastal Boundary. In order to incorporate some flexibility into this mechanism to respond to changing conditions within the Anchorage Coastal Boundary, general goals were developed for the preservation, conservation and utilization environments defined in Chapter 2. While these goals provide limited direction to maintaining the balance within the Anchorage Coastal Boundary, a more specific articulation of the goals and policies of the Anchorage Coastal Management Plan (CMP) is necessary to guide decisions concerning uses and activities proposed within the Anchorage Coastal Boundary.

For this reason, specific goals and policies have been developed for the individual Resource Policy Units (RPU) which are the enforceable components of the Anchorage CMP. As such, all uses and activities subject to the program, defined in Chapter 1, must conform to these goals and policies in order to be considered consistent with the intent of the Anchorage Coastal Management Program. The policies, in particular, are the enforceable standards of the program and serve as performance standards for the maintenance of important coastal resources while providing the needed flexibility to accommodate certain uses. These policies are the foundation of the Anchorage CMP, which are implemented by the regulations and associated permitting processes listed under "controls" in Table 4.1 and described in Chapter 6.

Beginning with the goals developed for the Preservation, Conservation and Utilization environments, this chapter presents a complete summary of information related to the individual RPUs (Table 4.1). Also included are maps for the Anchorage Bowl, Eagle River to Eklutna, and Turnagain Arm areas. For each area there are maps showing the Preservation, Conservation and Utilization Environments and the RPUs for the area. (The Preservation Environment map has been split into two maps for the Anchorage Bowl, Preservation I and II, because the quantity of information was too large to be included on a single map. The Conservation and Utilization map is a composite of both environments, and follows the Utilization Environment RPUs.)

These maps should be used as a general guide and not an accurate depiction of the individual RPUs. More specific information is available in the Coastal Resource Atlases, particularly for areas that are not included in any RPU. These areas not showing up in a specific RPU but within the Anchorage Coastal Boundary are still covered by the policies of the Alaska Coastal Management Program. When RPUs appear to overlap on the Preservation map

and the composite Conservation/Utilization map, the more restrictive policies of the Preservation Environment RPU have priority over those that are less restrictive in either the Conservation or Utilization Environments. Less restrictive policies are employed when they supplement the more restrictive policies. This represents, in essence, a heirarchical relationship between the three broad environments and the specific policies for each RPU.

A complete listing of the goals for the Preservation, Conservation and Utilization Environments is given below.

Preservation Environment Goals

1. Natural areas should remain free from all development which would adversely affect their natural character.

2. The intensity and type of uses permitted should be restricted to maintain natural systems and resources in their natural condition.

3. Uses which consume the physical and biological resources or which may degrade the actual or potential value of the preservation environment should be prohibited.

4. Uses and activities in locations adjacent to natural areas should be strictly regulated to ensure that the integrity of the preservation environment is not compromised.

Conservation Environment Goals

1. New development should be restricted to that compatible with the natural and biophysical limitations of the land and water.

2. Commercial and industrial uses other than forestry, agriculture, energy facilities, fisheries and mining should be discouraged.

3. Diverse recreational activities which are compatible with the conservation environment should be encouraged.

4. Development which would be of a hazard to public health, safety, or the general welfare, or would materially interfere with natural processes, should not be allowed.

5. Residential development should be regulated to maintain an overall density based on the carrying capacity of the land, or should be high density cluster units with open space and buffer zones surrounding it.

6. Within the flood hazard zone development within the floodway should be prohibited.

7. In areas with poorly drained soils or in the marginal lands resource policy unit, residential, commercial, and industrial development should not be allowed unless connected to a sewer line.

8. Development should be regulated so as to minimize the following: erosion or sedimentation; adverse impacts on land and aquatic habitats; degradation of the existing character of the conservation environment.

9. The Municipality of Anchorage should encourage sustained yield management of natural resources within the conservation environment.

10. Industrial, commercial and residential development should not encroach on Class II or Class III Waters.

Utilization Environment Goals

1. Emphasis should be given to development within already developed areas.

2. Priority should be given to water-dependent and water-related uses over other uses. Uses which are neither water-related nor water-dependent should be discouraged.

3. Multiple use of the shoreline should be encouraged.

4. To enhance future waterfront development and to ensure maximum public use, industrial and commercial facilities should be designed to permit pedestrian-oriented waterfront activities consistent with public safety and security.

5. Aesthetically pleasing design should be actively promoted by means of sign control regulations, architectural design standards, planned unit development standards, landscaping requirements, viewshed requirements and other such means.

6. Development should not significantly degrade the quality of the environment, including water quality, nor create conditions which would accentuate erosion, drainage problems or other adverse impacts on adjacent environments.

7. Redevelopment and renovation of existing areas should be encouraged in order to accommodate future users and make maximum use of the coastal resource.

8. New development in rural areas should reflect the character of the surrounding areas by limiting residential density, providing permanent open space and main-

taining adequate building setbacks from coastal and inland waters.

9. Recreational access to coastal areas should be encouraged. Recreational facilities should be located and designed to minimize conflicts with incompatible uses, activities and user groups.

10. Industrial and commercial uses in the rural areas should be restricted to those associated and in character with this environment.

Resource Policy Unit Goals and Policies

Uses and activities within the Anchorage Coastal Boundary can have both beneficial and adverse impacts. Therefore, an objective assessment should attempt to identify both types of impacts, as well as those uses and activities which shall be considered as conditional - those uses and activities which can be permitted provided adequate mitigation measures are employed to ensure that a use or activity will not cause a direct or significant impact. An effective and meaningful assessment of impacts must take place within an established framework of goals and policies relating to planning activities, resource management and development activities. By assessing impacts within a clearly defined goals and policies structure, the potential for uncertain and arbitrary actions is reduced.

Rational management of coastal resources and the uses and activities conducted within the Anchorage Coastal Boundary demand that goals and policies relating to those resources and uses be clearly and concisely articulated. In addition to the general goals established for the Preservation, Conservation and Utilization environments, specific policies have been developed for each Resource Policy Unit, for the purpose of refining the general policies of the three environments and to recognize the unique characteristics of each unit. A complete listing of the Resource Policy Unit definitions, values, goals and policies and governmental controls is presented in Table 4.1. To reiterate, the specific goals and policies listed in this table for each particular Resource Policy Unit are the implementable and enforceable components of the Anchorage Coastal Management Program.

It should be noted that since the adoption of the original Anchorage Coastal Management Plan in 1980, the Anchorage Assembly has adopted the Anchorage Wetlands Management Plan (WMP) (AO No. 82-33S). The Anchorage WMP was approved by the Coastal Policy Council on October 7, 1982, and the Federal Office of Coastal Resource Management on November 2, 1982. The Plan has two primary objectives which are:

1. To identify those wetlands that provide important ecological or hydrological functions and prepare a management scheme to provide for their protection, and

2. For those wetlands subject to development, to prepare a methodology for drainage and site development that does not create water quality degradation of the receiving water body and maintains the hydrologic function of the wetland to the extent practical.

As a result of the wetlands management planning process, several wetlands were identified that have been incorporated into the Anchorage Coastal Boundary based on the boundary definition provided in Chapter 3. Each specific wetland has its own management strategy and designation that further refines the policies of the Anchorage Coastal Management Program. Specific management strategies are listed in Table 6.3 of the Anchorage WMP. In essence, because the Anchorage WMP is a more recent articulation of the Anchorage Coastal Management Program which is based on more detailed investigations of area wetlands, the management strategies in the wetlands map supercede the more general policies of the original Anchorage CMP (while not expanding the limits of the original Anchorage Coastal Boundary for those wetlands outside the boundary). Generally, plans developed and adopted subsequent to the adoption of the Anchorage CMP take precedence over and refine the goals and policies of the Anchorage CMP.

Table 4.1

Preservation Environment Resource Policy Units

PRESERVATION ENVIRONMENT

RESOURCE POLICY UNIT	DEFINITION	POLICY	CONTROLS
Class I Waters	These are surface waters that are used or have the potential for use as a potable source of public water supply, or are withdrawn for treatment as such.	1. Prohibit discharge of pollutants into these waters. 2. Discourage dredging and fill in these areas. 3. Ensure that State water quality standards are not violated. 4. Prohibit those uses that would create, cause or result in decreased water quality. 5. Establish stormwater run-off, sedimentation, and erosion controls sufficient to prevent water quality degradation.	**Federal** National Pollution Discharge Elimination System (NPDES) Corps of Engineers' Permit for Discharge of Dredged and/or Fill Material (Section 10/404) Corps of Engineers' Permit for Roads or Structures (General Permits 83-1, 83-2) **State** Water Quality Standards Wastewater Disposal Permit Water Appropriation Permit ACMP Standards 6 AAC 80 **Local** Watershed Protection through the Zoning Regulations contained in the Anchorage Municipal Code, Chapter 21.40.230 Wastewater Disposal Regulations contained in Chapters 15.05 and 15.65 of the Anchorage Municipal Code.
VALUES			
Public water supplies			
	GOALS		
	To preserve and protect sources of potable and potentially potable public water supplies.		

PRESERVATION ENVIRONMENT

RESOURCE POLICY UNIT	DEFINITION	POLICY	CONTROLS
Selected Coastal and Upland Marshes and Wetlands (Includes Preservation Freshwater Wetlands) **VALUES** Aesthetics Propagation of wildlife and waterbirds Shoreline stabilization Water recharge Open space Environmental	These include upland wetlands formed during the past glacial melting period, smaller lakes, ponds, inland marshes and upland marshes formed by the diking action of glacial moraines, and silt deposits or highways and railroads which block the natural flow of many smaller streams. These are also areas having high water tables. Such areas are unsuitable for intensive land uses without major alteration. They are usually of substantial ecological importance and serve as natural retention mechanisms for surface waters. Some swamps and marshes may also function as aquifer recharge areas. Development in swamp and marsh areas has a high initial cost and a high continuing cost that is often borne by government. Such problems as periodic flooding, poor stability of roads and streets, creation of health hazards, and subsequent expenditures of tax money for corrective measures are often encountered in such areas. Development in freshwater swamps and marshes, therefore, is likely to become an unnecessary tax burden. Because of the ecological significance of these areas, their value for water retention purposes and their intrinsic unsuitability for intensive development, they should be managed to ensure against modifications that will significantly impair their identified functions or values. They are characterized by semi-aquatic vegetation including various species of grasses and sedges. **GOALS** To protect the basic natural functions served by coastal marshes, freshwater marshes and wetlands. To prevent public liabilities associated with development in these areas.	1. Discourage development in these areas, except in cases shown by assessment of all pertinent factors to be not contrary to the public interest and where no alternative areas exist. In coastal and freshwater marshes and wetlands designated as critical habitat areas in the Anchorage CMP or WMP (see maps in Chapter 4), no development shall be permitted. 2. Recognize and consider the natural values of coastal or freshwater marshes and wetlands (as identified in Anchorage WMP) and provide for their protection in resource planning and project review. 3. Ensure maintenance and protection of natural functions and values through regulation of coastal systems. 4. Avoid or minimize, any identified adverse impacts to coastal or freshwater marshes and wetlands (as identified in Anchorage WMP) from public works activities such as transportation projects and utility, sewer and drainage activities. 5. Ensure that local, state and federal permits for dredging and/or filling of wetlands within the Anchorage Coastal Boundary comply with all applicable provisions of the Anchorage Coastal Management Plan (the consistency review process). 6. Use appropriate mitigation techniques as specified in the Anchorage Wetlands Management Plan in wetlands identified for development to the maximum extent practicable. 7. Protect natural functions and values identified for freshwater marshes and wetlands as indicated in the Anchorage Wetlands Management Plan.	**Federal** Corps of Engineers' Permit for Discharge of Dredged and/or Fill Material (Section 10/404) Protection of Wetlands, E.O. 11990 Corps of Engineers' Permit for Roads or Structures (General Permits 83-1, 83-2) **State** Water Quality Standards Wastewater Disposal Permit Water Appropriation Permit ACMP Standards 6 AAC 80 **Local** Anchorage Bowl Comprehensive Development Plan Eagle River/Chugiak/ Eklutna Comprehensive Plan Turnagain Arm Comprehensive Plan Anchorage Wetlands Management Plan Land Use Regulations contained in Title 21 of the Anchorage Municipal Code

PRESERVATION ENVIRONMENT

RESOURCE POLICY UNIT	DEFINITION	POLICY	CONTROLS
Tidal Flats (Includes Tidal Creeks, Mudflats, and/or Estuarine Beaches) **VALUES** Aesthetics Recreation Shoreline buffer area Habitat for waterbirds Open space Buffer area to protect shoreline properties from erosion Source of nutrients for marine life	This category includes the lands between the mean high water line and the mean low water line - the area covered and uncovered by the daily rise and fall of the tide. The physical characteristics are mixed sediment and glacial silt flats, organic material, and very low plants. Such areas are valuable habitat for numerous species of birds. They also provide necessary nutrients to adjacent waters and, through their filtering action, help maintain good water quality. Many important marine species are dependent upon marsh systems and tidal flat systems for survival, and preservation of these areas is considered crucial to maintenance of our marine fisheries. Their storm buffering function also helps reduce damage to coastal development. **GOALS** To protect the basic natural functions served by tidal creeks and mud flats. To protect estuarine beaches for the purpose of public access and recreation. To prevent public liabilities associated with development in these areas.	1. Discourage development in tidal flats, estuaries, beaches, and tidal creeks, except in areas designated suitable for water-dependent uses, providing all activities shall to the extent possible avoid or minimize any adverse impacts. 2. Protect recreational and environmental values of estuarine beaches in resource planning and project review.	**Federal** Corps of Engineers' Permit for Discharge of Dredged and/or Fill Material (Section 10/404) **State** Tidelands Lease Tidelands Permit ACMP Standards 6 AAC 80 **Local** Pt. Campbell - Pt. Woronzof Wetlands Master Plan Girdwood Coastal Wetlands Master Plan Coastal Scenic Resources and Public Access Plan Tideland Regulations contained in the Anchorage Municipal Code, Chapter 25.50 Floodplain Regulations contained in the Anchorage Municipal Code, Chapter 21.60 Zoning Regulations contained in the Anchorage Municipal Code, Chapter 21.20.020 Anchorage Bowl Comprehensive Development Plan Eagle River/Chugiak/Eklutna Comprehensive Plan Turnagain Arm Comprehensive Plan

PRESERVATION ENVIRONMENT

RESOURCE POLICY UNIT	DEFINITION	POLICY	CONTROLS
Saltwater Marshes **VALUES** Propagation of marine life Habitat for waterbirds Environmental Aesthetics Open space Shoreline stabilization	This category includes a variety of low, salty marshes, sedge marshes, high marshes, and intertidal gravel marshes that are characterized by sedges, beachrye, hairgrass, and some reed grass. These salt marshes have low soil salinity from tidal flooding due to low salt concentrations in upper Cook Inlet waters. The salt water marshes are considered part of the tidal marsh systems and have major significance. Such areas are valuable habitat for numerous species of birds and terrestrial animals. They also provide necessary nutrients to adjacent waters and, through their filtering action, help maintain good water quality. Many important marine species are dependent upon these saltwater marsh systems for survival, and preservation of these areas is considered crucial to maintenance of our marine fisheries. Their storm buffering functions also help reduce damage to coastal development. The high marsh areas included in this category are generally considered as being above the mean high water line. **GOALS** To protect the basic natural functions served by saltwater marshes. To prevent public liabilities associated with development in these areas.	1. Discourage development in saltwater marshes, except in areas designated suitable for water-dependent uses, providing all activites shall, to the extent possible, avoid or minimize any adverse impacts. 2. Protect recreational and environmental values of saltwater marshes in resource planning and project review.	**Federal** Corps of Engineers' Permit for Discharge of Dredged and/or Fill Material (Section 10/404) Protection of Wetlands, E.O. 11990 **State** Water Quality Standards Wastewater Disposal Permit Water Appropriation Permit ACMP Standards 6 AAC 80 **Local** Pt. Campbell - Pt. Woronzof Wetlands Master Plan Girdwood Coastal Wetlands Master Plan Zoning Regulations contained in the Anchorage Municipal Code, Chapter 21.20.020 Anchorage Bowl Comprehensive Development Plan Eagle River/Chugiak/ Eklutna Comprehensive Plan Turnagain Arm Comprehensive Plan

PRESERVATION ENVIRONMENT

RESOURCE POLICY UNIT	DEFINITION	POLICY	CONTROLS
Coastal Habitats **VALUES** Propagation of wildlife, waterbirds including wading birds, and fish Aesthetics Open space Research and education	These are lands and waters imperative for the *survival and propagation* of varied wildlife and fisheries resources. They include breeding and rearing areas, overwintering areas, and historic migration routes. Land mammals of particular concern include Dall sheep, goat, moose, bear, wolf, and small furbearers. Birds of particular concern include eagles, other rare birds of prey, waterbirds, and upland birds. Fish are principally the migrating salmon during breeding and rearing seasons, but also include other fish species utilized for sport fishing. Coastal wildlife habitat areas include established wildlife reserves, refuges and sanctuaries, as well as areas not formally classifed but which serve the functions described above. **GOALS** To identify coastal habitats and prepare management plans to preserve such areas in a manner that no loss of the values and functions occurs as a result of human activities. To protect the natural environment of critical urban and rural coastal habitats. To permit recreational uses that are not ecologically disruptive. To restrict and where necessary, prohibit development in these areas except that which is necessary for their administration and management.	1. Preserve coastal habitat areas in their natural state and preclude any development in areas so identified, and provide buffers around these areas as necessary to maintain the natural qualities necessary to critical habitats. 2. Prohibit commercial, industrial or residential use. 3. Limit public use and recreational development of these areas to the extent compatible with the purpose for which critical habitat areas are established. 4. Ensure that development activities adjacent to coastal habitat areas do not detract from the values sought to be preserved.	**Federal** BLM Management of Portage Flats Area Federal Aid to Highways Act of 1968, 16 USC 138 Corps of Engineers' Permit for Discharge of Dredged and/or Fill Material (Section 10/404) **State** Potter Point State Game Refuge Anadromous Fish Waters Joint Management of Portage Flats area with BLM ACMP Standards 6 AAC 80 **Local** Anchorage Bowl Comprehensive Development Plan Zoning and Subdivision Regulations contained in the Anchorage Municipal Code, Chapters 21.20.020, 21.80 and 21.85 Pt. Woronzof-Pt. Campbell Wetlands Master Plan Girdwood Coastal Wetlands Master Plan

PRESERVATION ENVIRONMENT

RESOURCE POLICY UNIT	DEFINITION	POLICY	CONTROLS
Coastal Bluffs/Cliffs **VALUES** Public access Scenic viewing opportunities Coastal bluff stability	These are steep lands from which development should be restricted because of high susceptibility to accelerated soil erosion resulting in unnecessary scarring, slippage or foundation instability, on-site sewerage disposal problems, and unnecessarily high seismic hazards to structures. Retention of maximum natural ground cover is desirable on these slopes to prevent accelerated erosion or coastal slippage. Public policy should attempt to create a coastal construction setback line from the edge of the coastal bluff. **GOALS** To protect coastal bluffs from erosion caused by indiscriminate construction. To provide public access and viewing opportunities. To protect the public safety and welfare.	1. Prevent new construction that would threaten the stability of the coastal bluff environment. 2. Maintain vegetation in its natural state to prevent slope degradation. 3. Provide for construction setback from coastal bluffs.	**Federal** None **State** ACMP Standard 6 AAC 80 **Local** Zoning and Subdivision Regulations contained in the Anchorage Municipal Code, Chapters 21.20.020, 21.80 and 21.85 Building Code (excavation, foundation provisions)

PRESERVATION ENVIRONMENT

RESOURCE POLICY UNIT	DEFINITION	POLICY	CONTROLS
Hazardous Lands	These are lands from which development is to be restricted or carefully controlled. Hazardous lands include snow avalanche zones, rock slide areas, areas subject to frequent coastal flooding or seismic seawave (tsunami), areas subject to glaciation or severe seasonal ice scour, and areas subject to significant seismic hazard, land slide, mud slide, slumping, solifluction, subsidence or other major hazards.	1. Discourage development in areas designated "high hazard." 2. Encourage the Municipality to adopt adequate regulations and ordinances in these areas. 3. Require the use of central sewerage systems and engineering specifications sufficient to mitigate potential loss of life and property. 4. Assure that all appropriate precautions are taken during design, construction, and landscape modifications to reduce the effects of the hazard.	**Federal** National Earthquake Hazard Reduction Act National Disaster Relief Act **State** Alaska Disaster Act ACMP Standards 6 AAC 80 **Local** Building Code (AMC 23) Anchorage Bowl Comprehensive Development Plan Zoning, Subdivision, and Floodplain Regulations contained in Title 21 of the Anchorage Municipal Code
VALUES	**GOALS**		
Open space Recreation Parks Greenbelts Aesthetics Development where feasible and safe Development when no other alternative area exists	To assure, through appropriate land use regulations, that development in areas designated as hazardous lands occurs in a manner consistent with 6 AAC 80.050 in order to protect human life and ensure public safety and welfare. To conduct geotechnical studies to identify and delineate hazardous lands.		

PRESERVATION ENVIRONMENT

RESOURCE POLICY UNIT	DEFINITION	POLICY	CONTROLS
Historical/ Prehistorical/ Archaeological Sites and Natural Areas **VALUES** Cultural uses Historical value Aesthetics Recreation Scientific and educational research	These are areas of outstanding historical, prehistorical and archaeological significance which reflect Alaska's rich and colorful history. These sites provide the informational base upon which our cultural heritage is built and reflects our varied ethnic origins. In many cases these sites provide the only avenue to the understanding of our prehistory and history, and the physical disturbance of these sites by unqualified individuals could result in the irretrievable loss of a segment of our cultural heritage. Natural areas for scientific and educational research are those areas that contain natural features of an unusual or unique character, usually of comparatively small geographic extent. **GOALS** To preserve, restore, protect and, where appropriate, allow public access and display of sites important to Alaskan history and archaeology. To preserve and protect unique environmental areas and features not otherwise protected as natural areas.	1. Protect these areas, where possible through the application of local zoning, tax incentives, purchase, easements or other appropriate means. 2. Ensure that any development in natural areas incorporates special precautions and design criteria to avoid damaging the character of the feature. 3. Identify and preserve all significant sites not already protected by federal or state programs. 4. Ensure that prior to any proposed land modification activities, project sponsors/applicants shall contact the appropriate local and state government agencies regarding exact location of sites (which shall be protected) and shall plan all use and activities so as not to destroy, alter, remove or infringe upon any such sites. 5. Idenfity and set aside unique or fragile areas as special natural areas for the purpose of educational research, study and for the enjoyment of the public.	**Federal** Historic Preservation **State** Historic Preservation ACMP Standard 6 AAC 80 **Local** Municipal Park Lands Acquisition Subdivision Regulations contained in Title 21 of the Anchorage Municipal Code Historic Landmarks Preservation Commission

PRESERVATION ENVIRONMENT

RESOURCE POLICY UNIT	DEFINITION	POLICY	CONTROLS
Coastal Flood Zone **VALUES** Uses which require waterfront locations Aesthetics Propagation of marine life and waterbirds	This category encompasses land between the shorelines and the 100 Year Floodline; that is, the areas subject to flooding by gale driven tides on a statistical probability of at least every 100 years. No development, except water-dependent development, should be allowed within this zone. **GOALS** To identify and map the coastal flood zone including the inland extent in lowlands and watercourses and to establish management plans for its utilization based upon natural functions, coastal habitats, and associated values.	1. Prohibit uses, other than passive recreation, sightseeing, hiking, and viewing or other activities that will not alter, endanger or destroy fish and wildlife species or habitat, in the coastal flood zone identified by the State Department of Fish and Game as "Critical Coastal Habitat." 2. Prohibit development within the coastal flood zone except those uses which are water-dependent and water-related. 3. Prohibit residential uses in the coastal flood zone. 4. Require an environmental assessment (at a minimum), to be prepared by the project applicant, for water-dependent and water-related uses and activities in order to identify potential problems associated with such uses and activities. Mitigation plans must be prepared and accepted by the Municipality for each identified problem or adverse impact prior to the issuance of a permit by the Municipality, the State of Alaska, or the Federal Government.	**Federal** Floodplain Management, E.O. 11988 Corps of Engineers' Permit for Discharge of Dredged and/or Fill Material (Section 10/404) **State** ACMP Standards 6 AAC 80 **Local** Floodplain Regulations contained in the Anchorage Municipal Code, Chapter 21.60

Preservation Environment Maps

Anchorage Bowl (I & II)
Eagle River to Eklutna
Turnagain Arm

0 1 MILE

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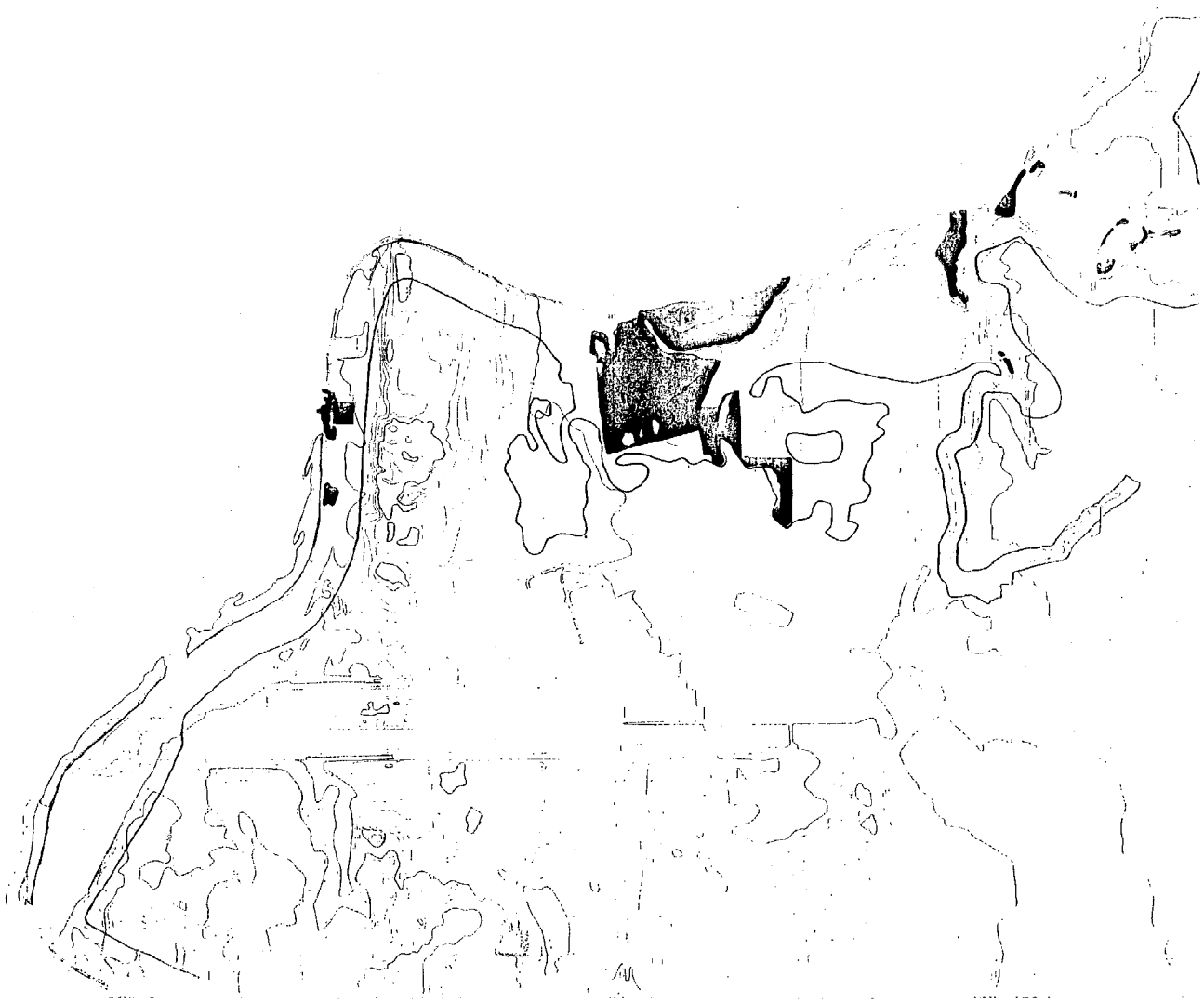
Coastal Zone Management Program
Anchorage, Alaska

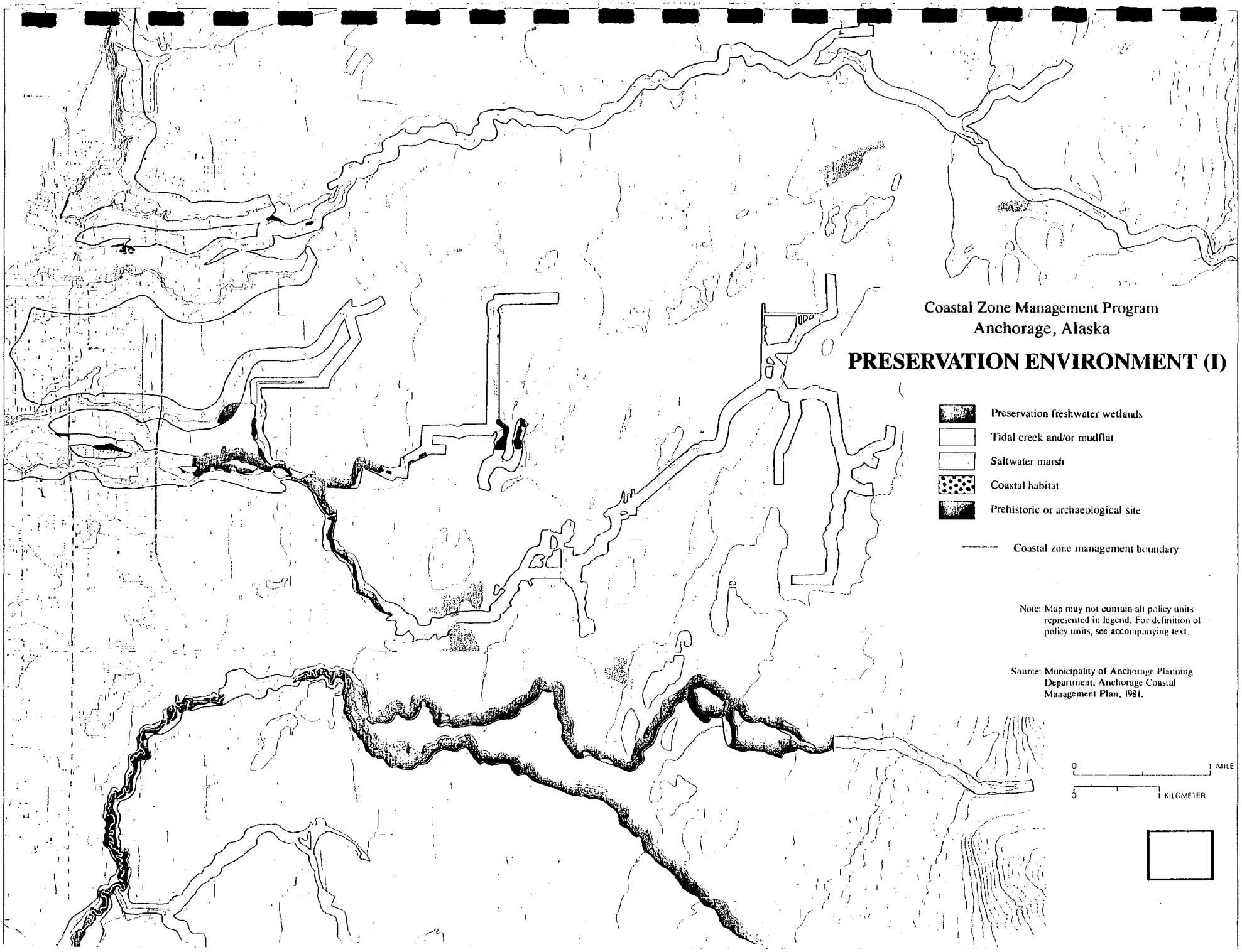
PRESERVATION ENVIRONMENT (I)

- Preservation freshwater wetlands
- Tidal creek and/or mudflat
- Saltwater marsh
- Coastal habitat
- Prehistoric or archaeological site
- Coastal zone management boundary

Note: Map may not contain all policy units represented in legend. For definition of policy units, see accompanying text.

Source: Municipality of Anchorage Planning Department, Anchorage Coastal Management Plan, 1981.




Coastal Zone Management Program
Anchorage, Alaska
PRESERVATION ENVIRONMENT (I)
Preservation freshwater wetlands
Tidal creek and/or mudflat
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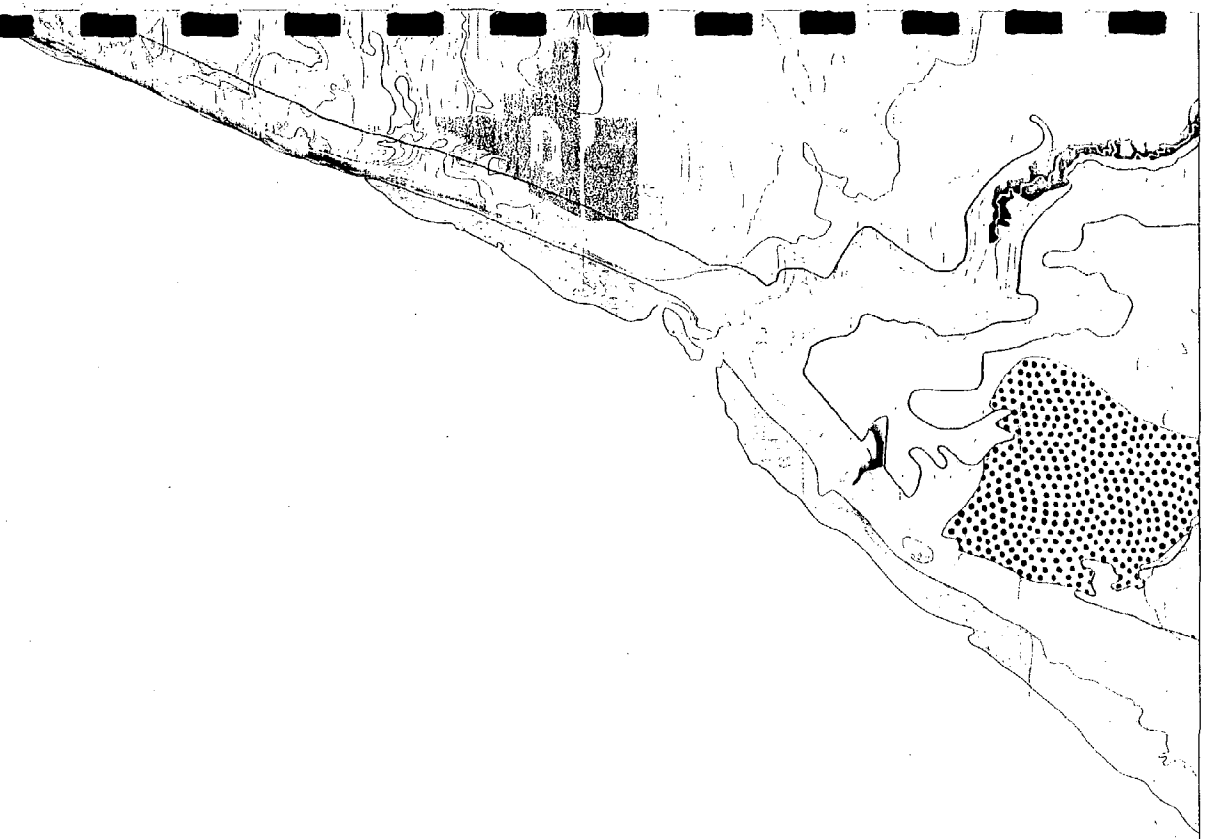

Coastal Zone Management Program
Anchorage, Alaska

PRESERVATION ENVIRONMENT (I)

- *Preservation freshwater wetlands*
- Tidal creek and/or mudflat
- Saltwater marsh
- Coastal habitat
- Prehistoric or archaeological site

—— Coastal zone management boundary

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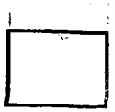

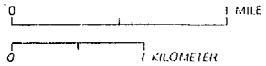

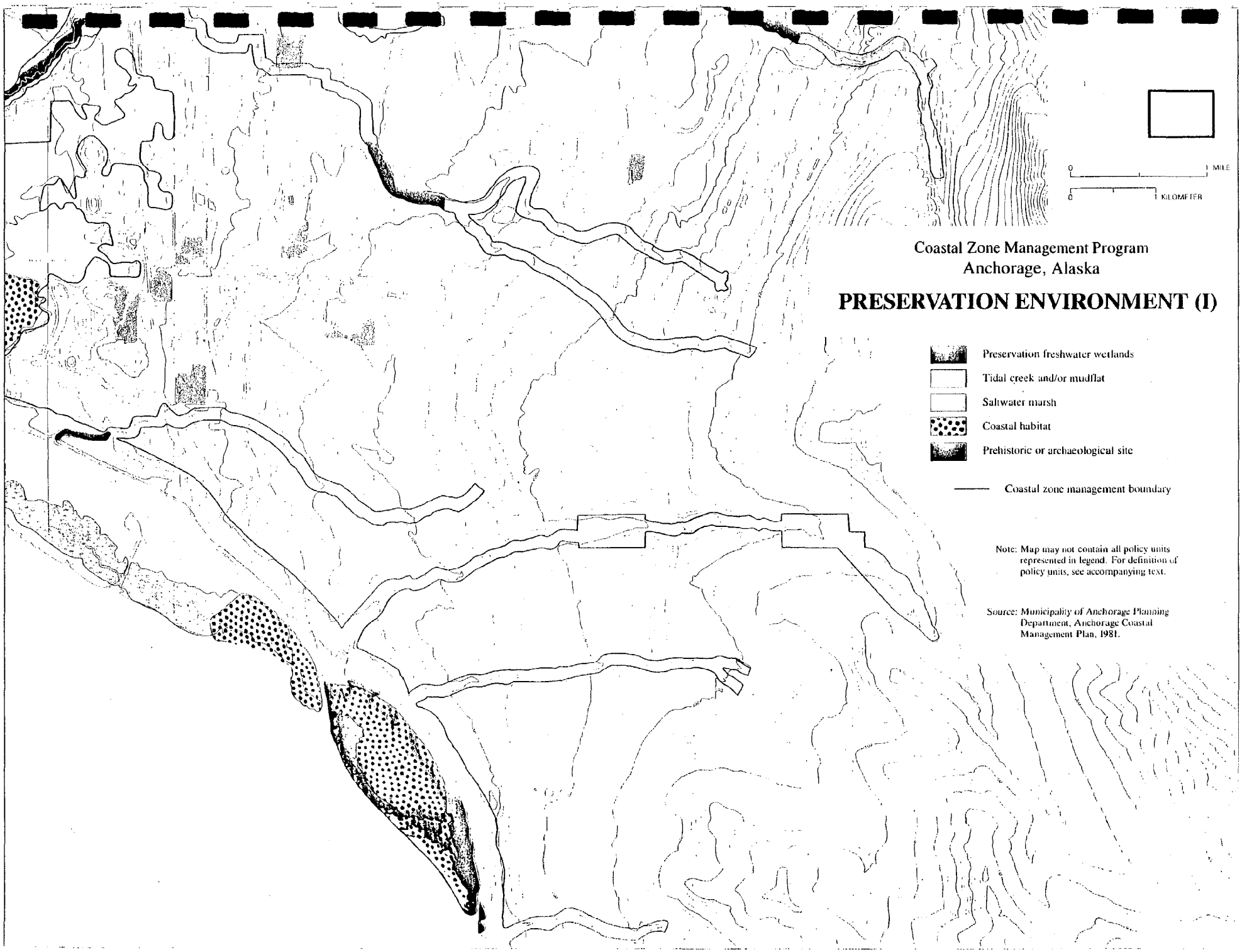
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Anchorage, Alaska
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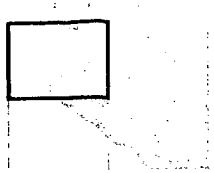

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Coastal Zone Management Program
Anchorage, Alaska

PRESERVATION ENVIRONMENT (II)

Class I waters

Coastal cliff or bluff

Hazardous lands (earthquake susceptibility)

Zone 4: high hazard

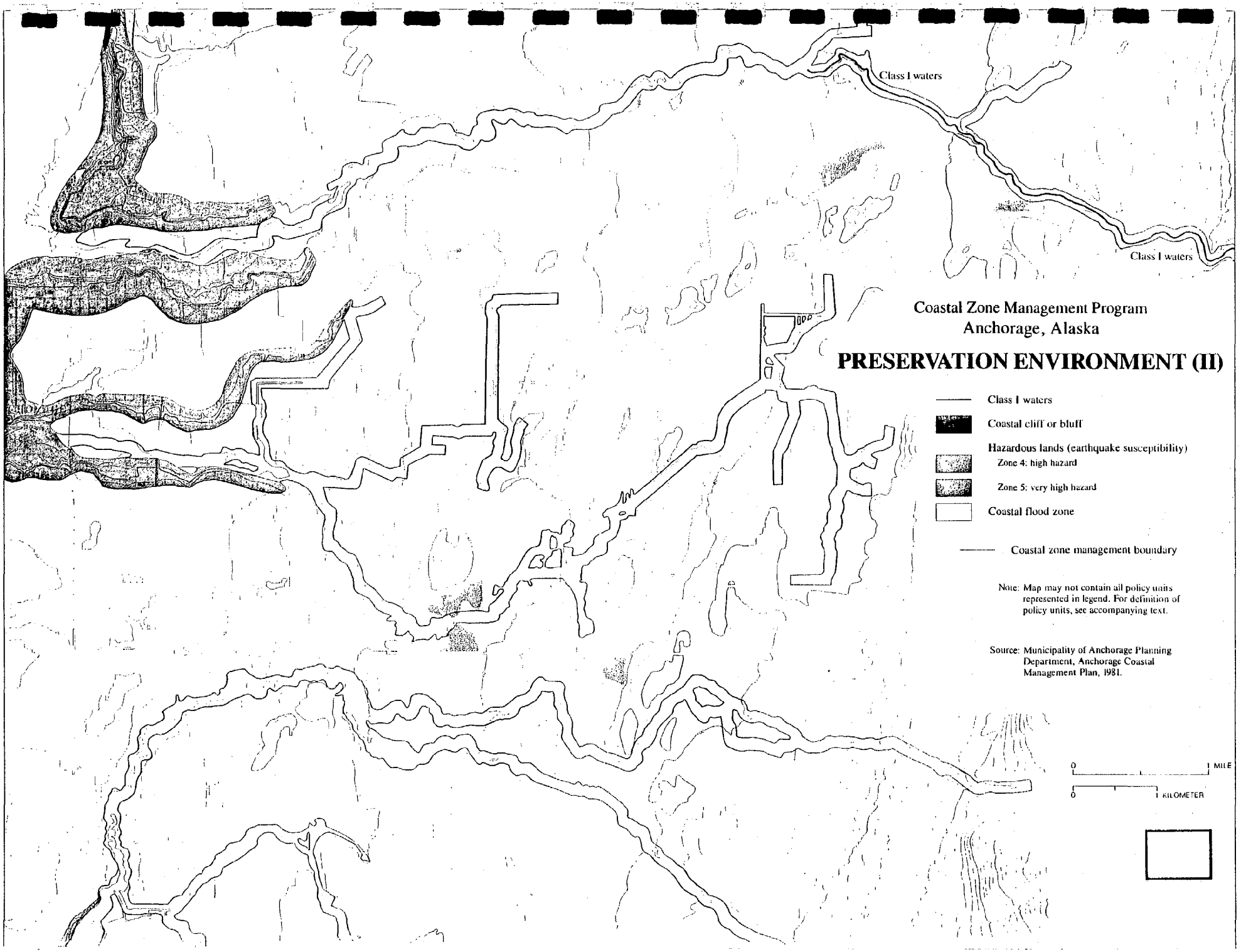
Zone 5: very high hazard

Coastal flood zone

Coastal zone management boundary

Note: Map may not contain all policy units *represented in legend. For definition of* policy units, see accompanying text.

Source: Municipality of Anchorage Planning Department, Anchorage Coastal Management Plan, 1981.


Class I waters
Class I waters
Coastal Zone Management Program
Anchorage, Alaska
PRESERVATION ENVIRONMENT (II)
Class I waters
Coastal cliff or bluff
Hazardous lands (earthquake susceptibility)
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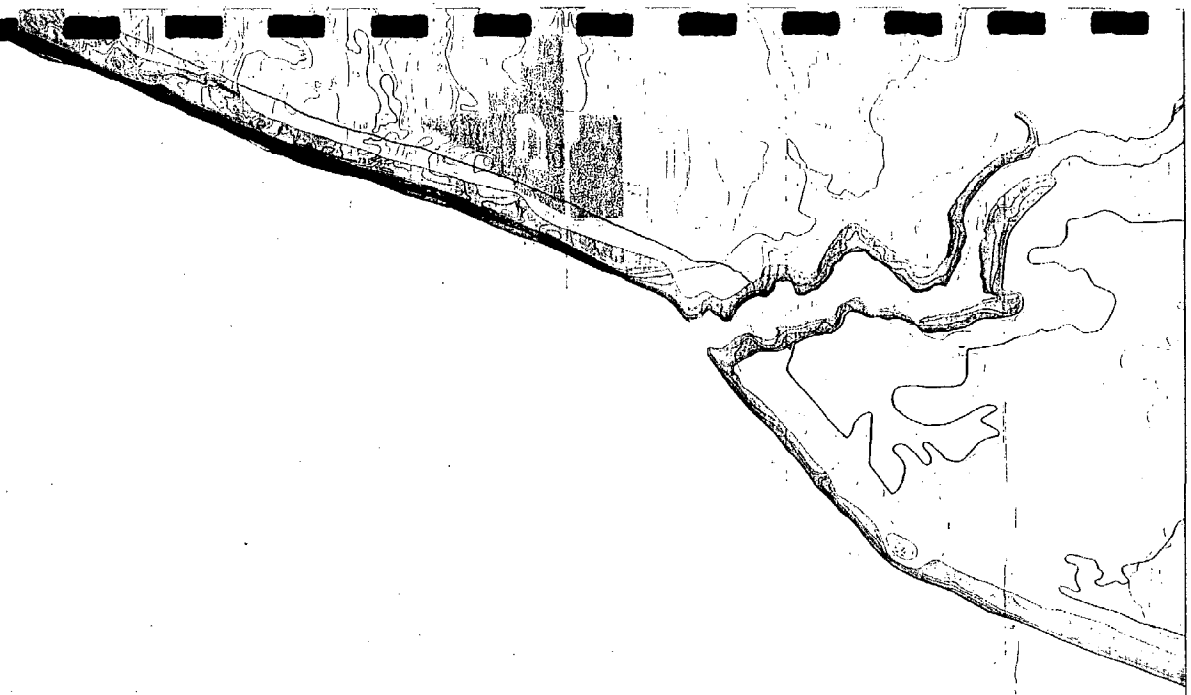

Coastal Zone Management Program
Anchorage, Alaska

PRESERVATION ENVIRONMENT (II)

Class I waters

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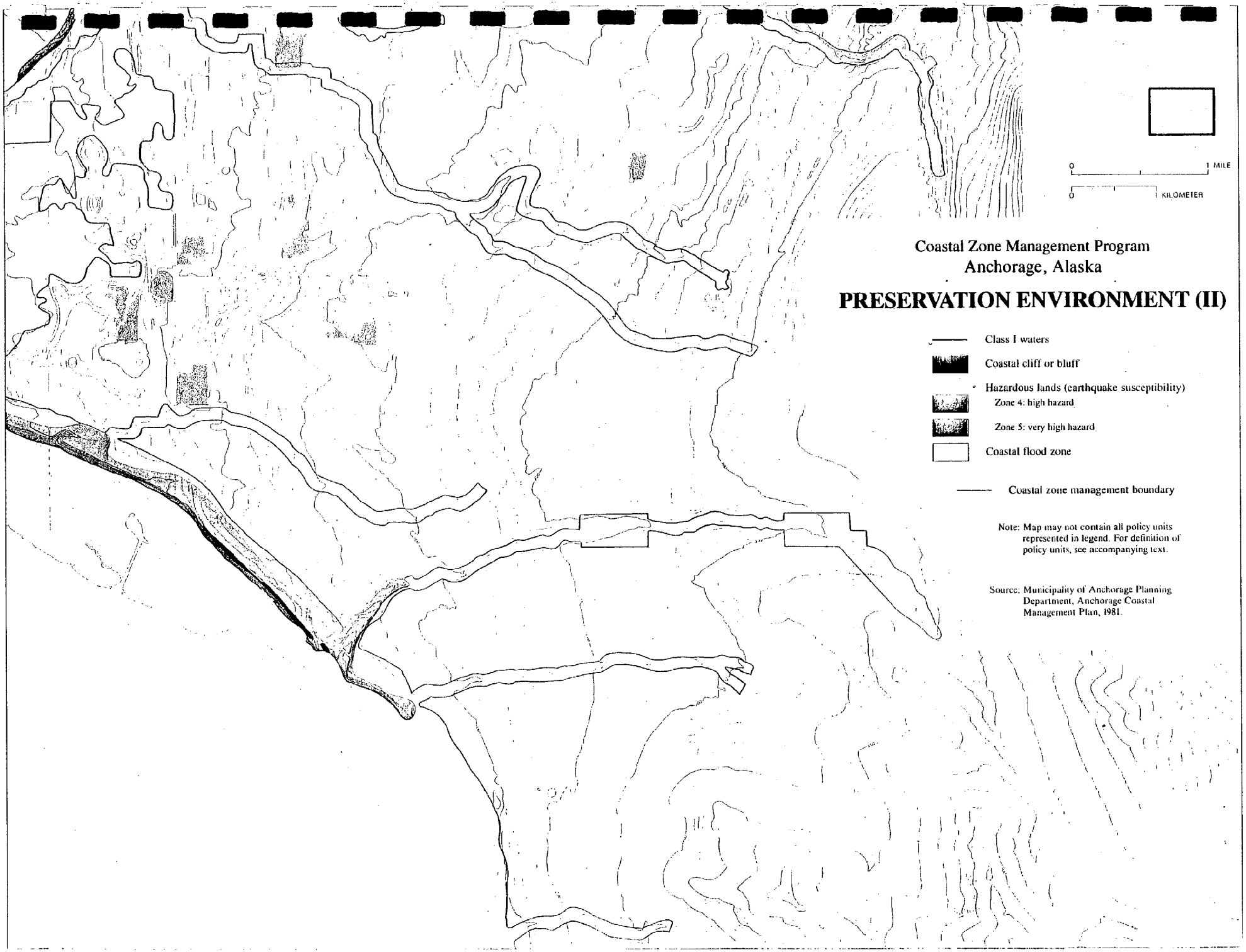
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Anchorage, Alaska
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Coastal Zone Management Program

Eagle River to Eklutna

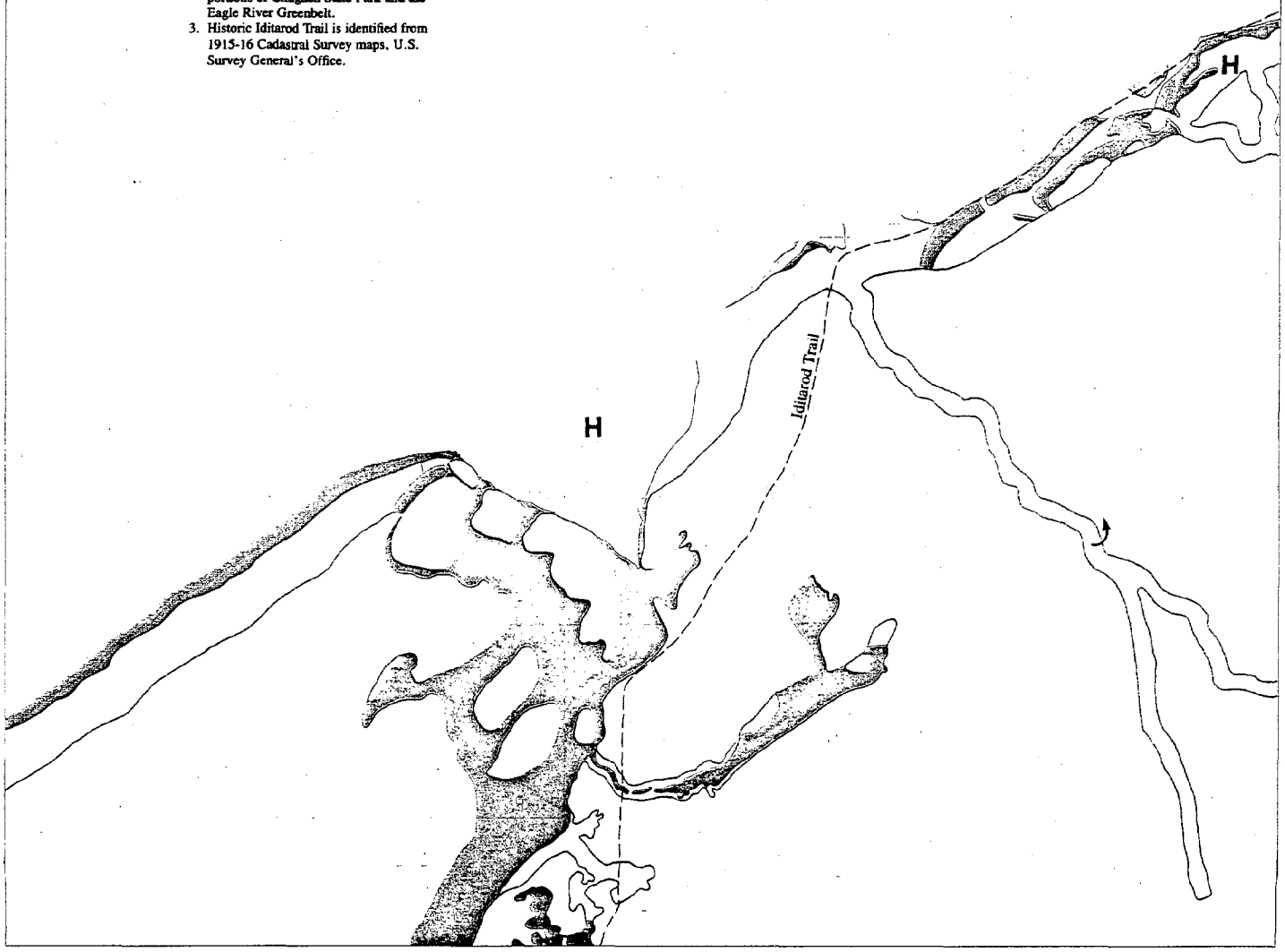
PRESERVATION ENVIRONMENT[1,2]

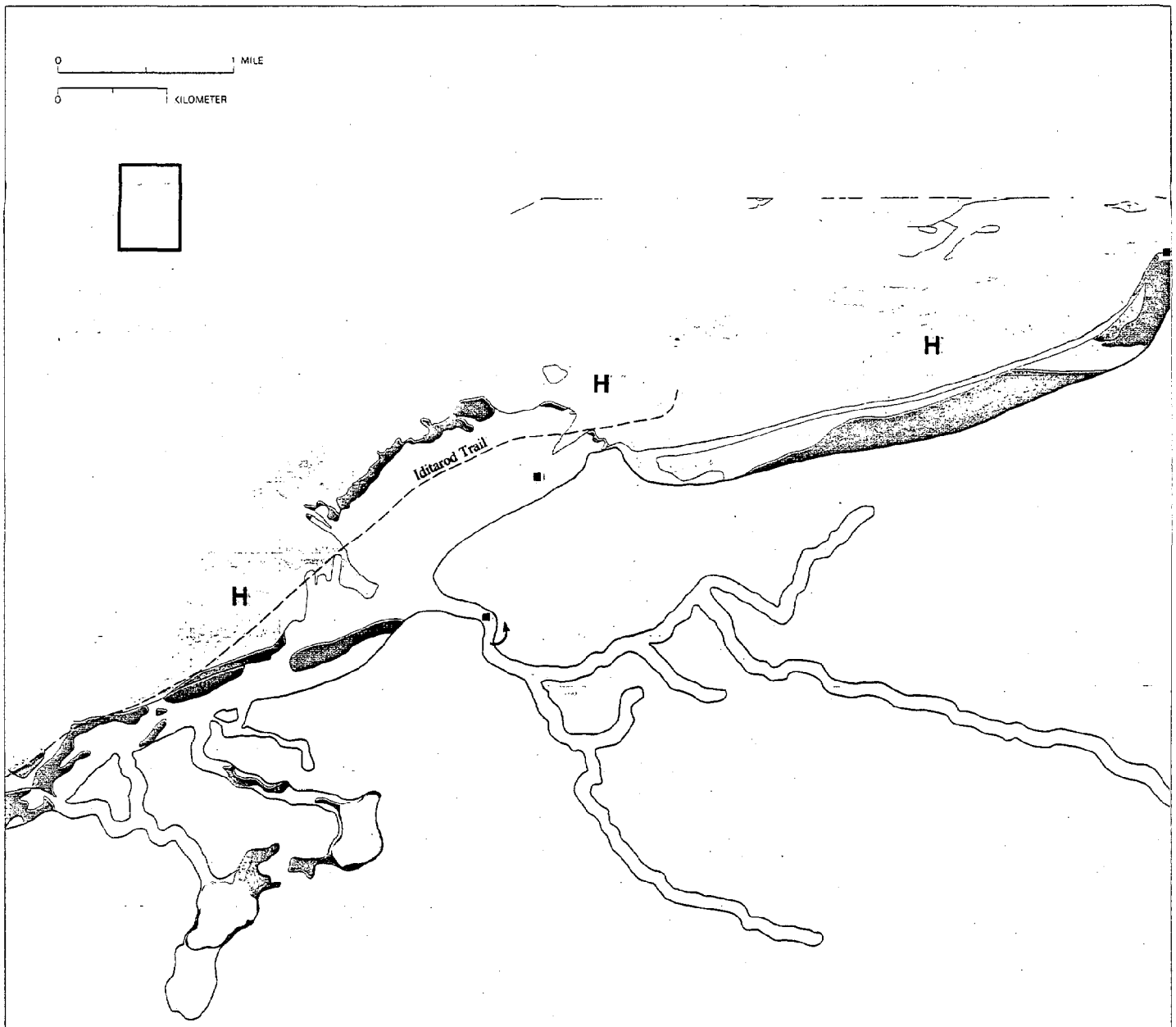
0 1 MILE

0 1 KILOMETER

- Preservation freshwater wetlands
- Tidal creek and/or mudflat
- Saltwater marsh
- H Coastal habitat
- Anadromous fish limit
- Coastal flood zone
- Hazardous lands (earthquake susceptibility)
- Coastal cliff or bluff
- Historic or archaeological resources[3]
  - Site
  - Trail
- Coastal management boundary[2]

1. Map may not contain all policy units represented in legend. For definition of policy units, see accompanying text.
2. The coastal management boundary in the Eagle River Valley area includes various portions of Chugach State Park and the Eagle River Greenbelt.
3. Historic Iditarod Trail is identified from 1915-16 Cadastral Survey maps, U.S. Survey General's Office.





Coastal Zone Management Program

Eagle River to Eklutna

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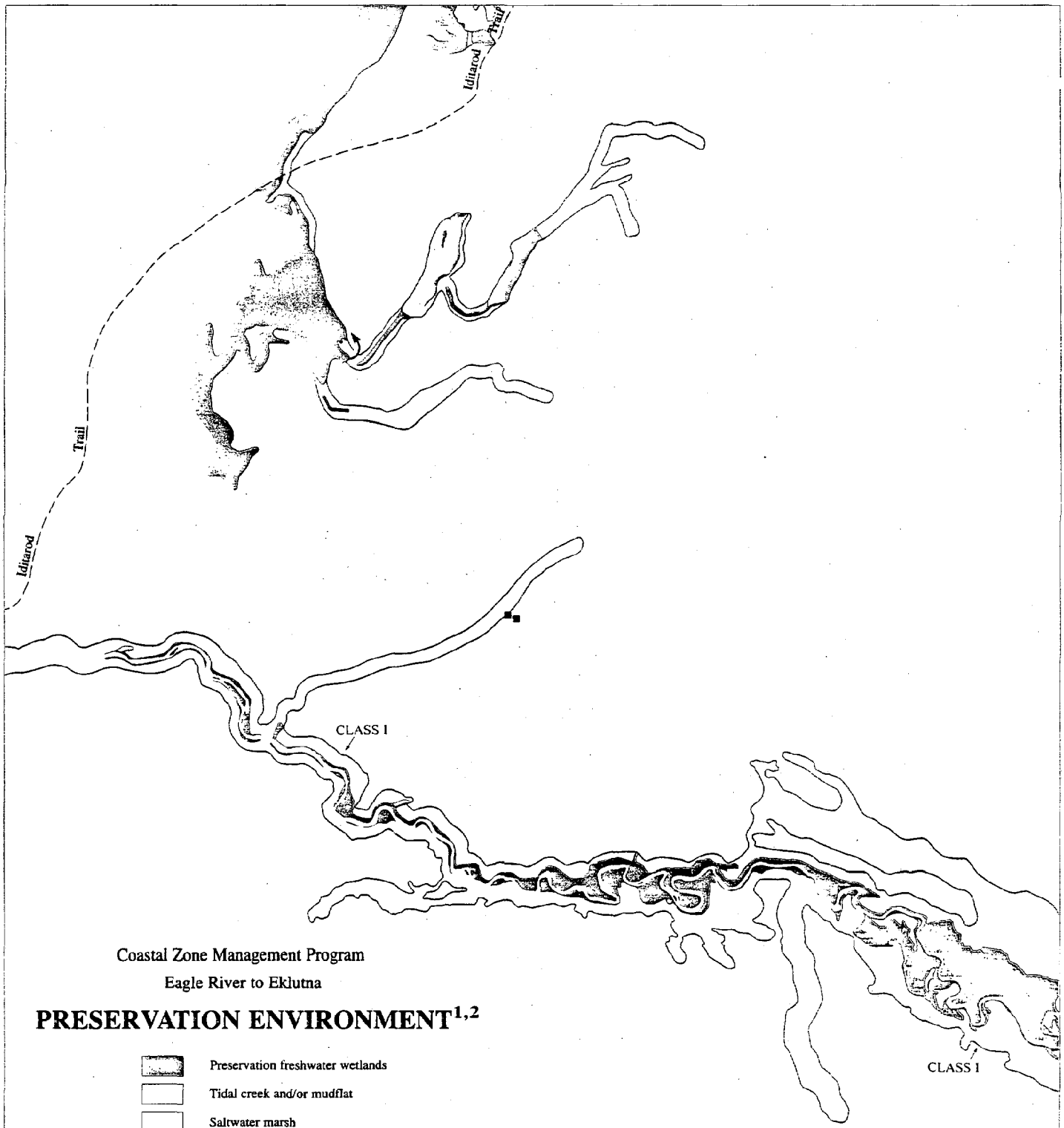

Coastal Zone Management Program

Eagle River to Eklutna

PRESERVATION ENVIRONMENT[1,2]

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Coastal Zone Management Program

Eagle River to Eklutna

PRESERVATION ENVIRONMENT[1,2]

- Preservation freshwater wetlands
- Tidal creek and/or mudflat
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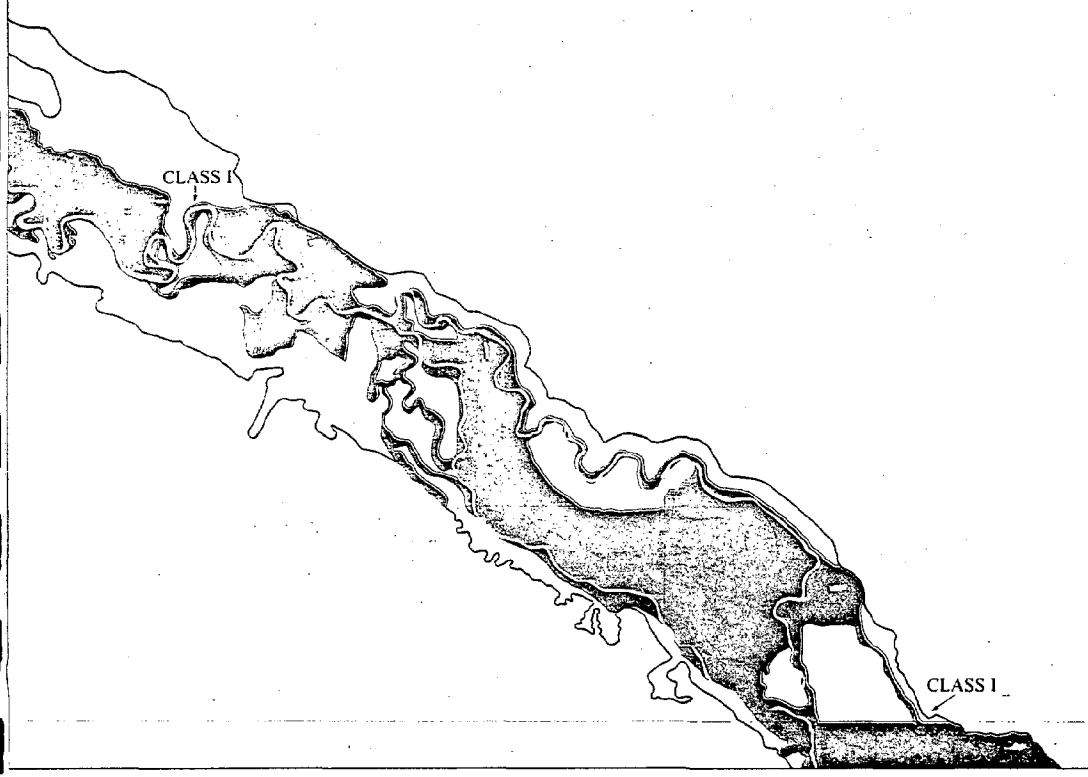
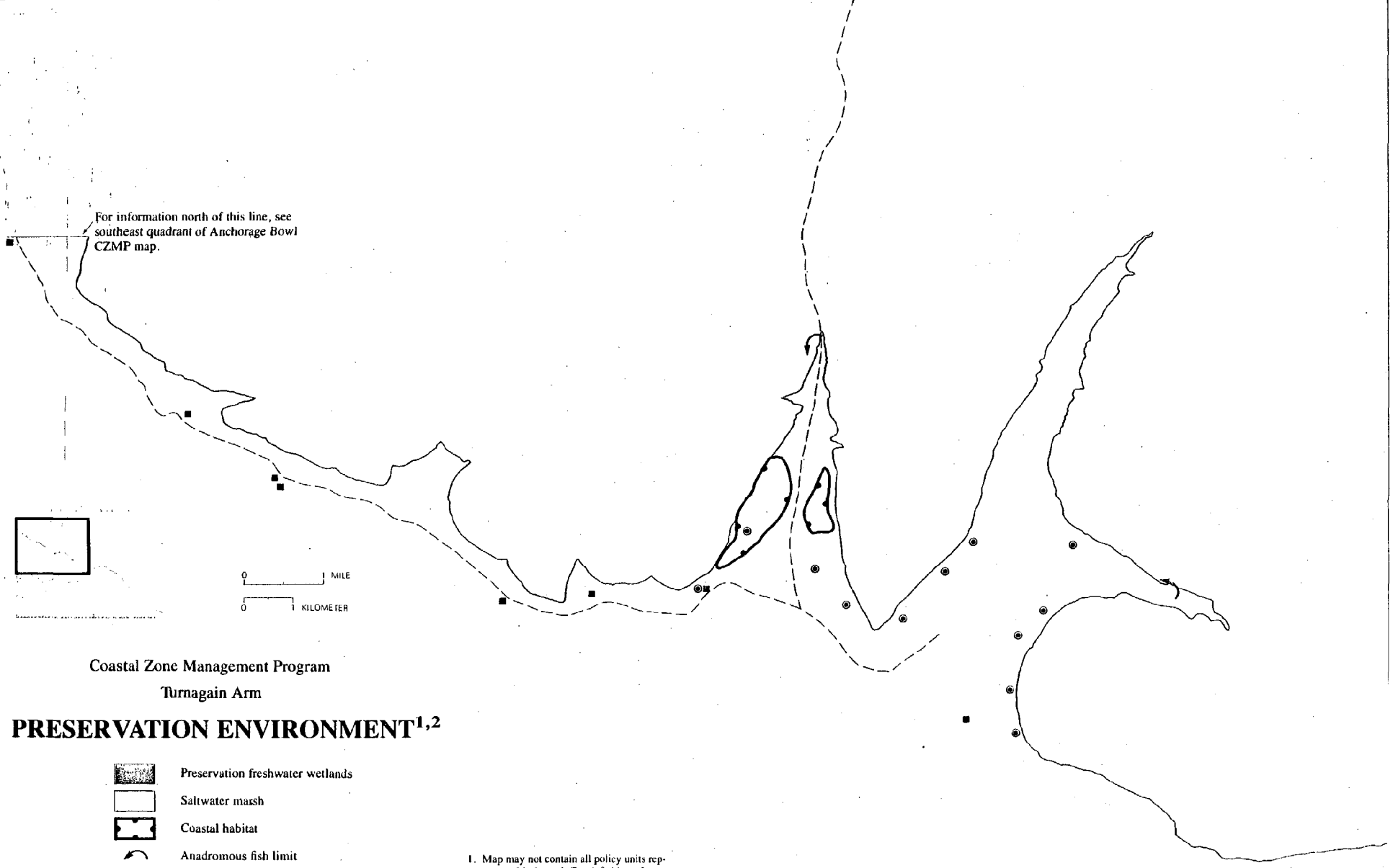




Coastal Zone Management Program

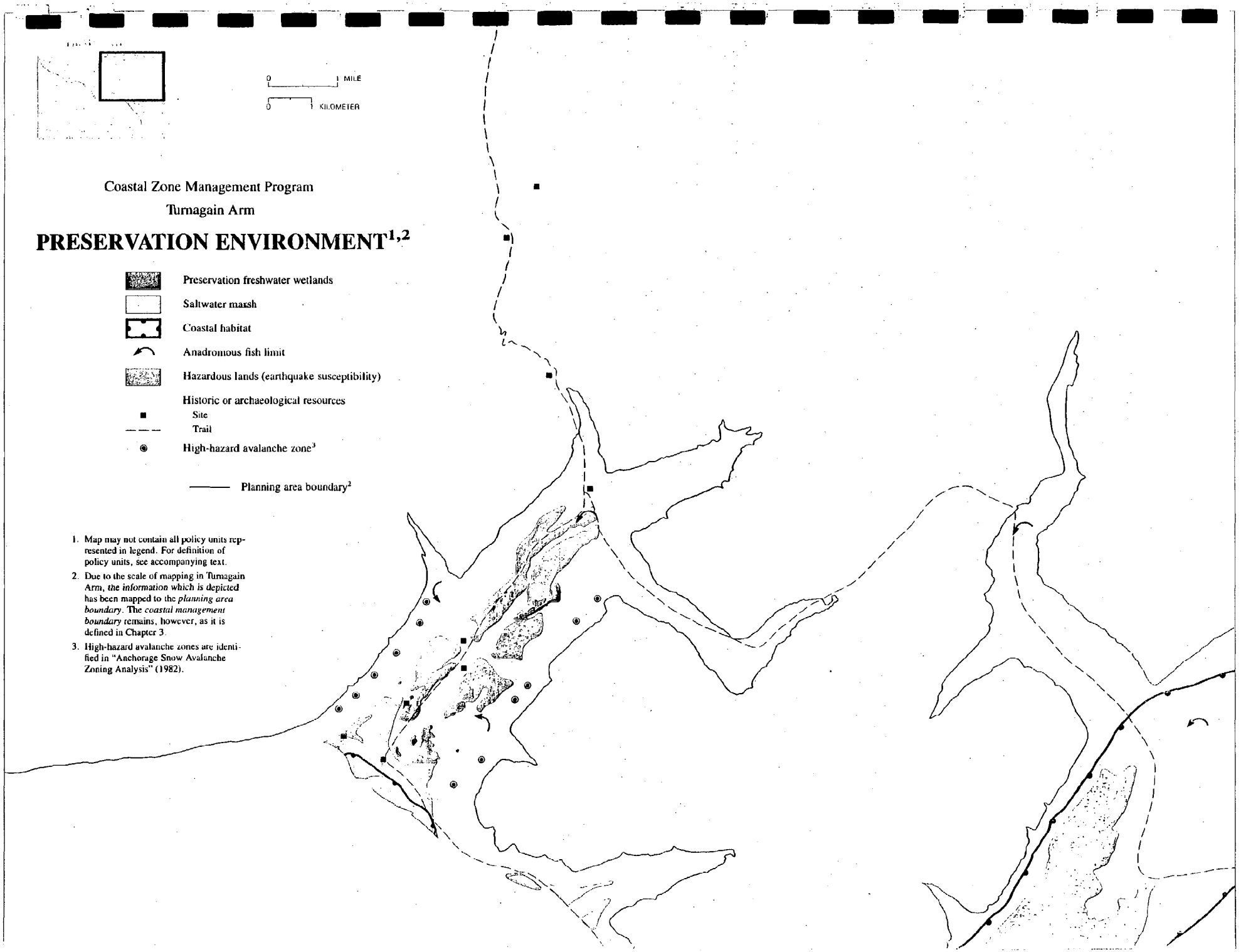
Turnagain Arm

PRESERVATION ENVIRONMENT[1,2]

- Preservation freshwater wetlands
- Saltwater marsh
- Coastal habitat
- Anadromous fish limit
- Hazardous lands (earthquake susceptibility)
- Historic or archaeological resources
  - Site
  - Trail
- High-hazard avalanche zone[3]

Planning area boundary[2]

1. Map may not contain all policy units represented in legend. For definition of policy units, see accompanying text.
2. Due to the scale of mapping in Turnagain Arm, the information which is depicted has been mapped to the *planning area boundary*. The *coastal management boundary* remains, however, as it is defined in Chapter 3.
3. High-hazard avalanche zones are identified in "Anchorage Snow Avalanche Zoning Analysis" (1982).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Coastal Zone Management Program
Turnagain Arm
PRESERVATION ENVIRONMENT[1,2]
Preservation freshwater wetlands
Saltwater marsh
Coastal habitat
Anadromous fish limit
Hazardous lands (earthquake susceptibility)
Historic or archaeological resources
Site
Trail
High-hazard avalanche zone[3]
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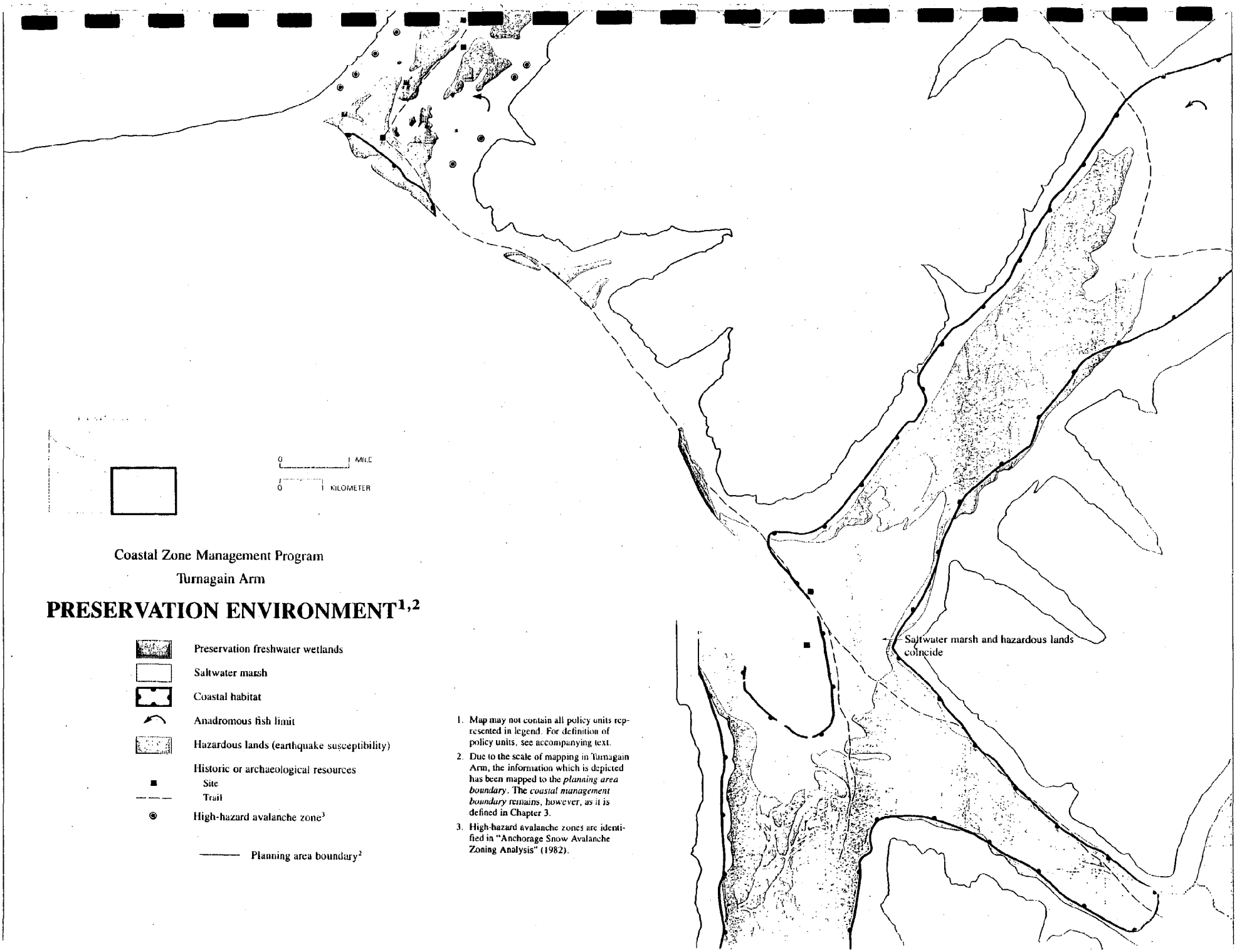

Coastal Zone Management Program

Turnagain Arm

PRESERVATION ENVIRONMENT[1,2]

- Preservation freshwater wetlands
- Saltwater marsh
- Coastal habitat
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Table 4.1 (continued)

Conservation Environment Resource Policy Units

CONSERVATION ENVIRONMENT

RESOURCE POLICY UNIT	DEFINITION	POLICY	CONTROLS
Class II Waters	These are coastal and inland waters which have the potential for or present capability of supporting recreational and/or commercial fish propagation and harvesting. These waters also include lakes and spawning areas in rivers.	1. Assure that uses and activities in or adjacent to Class II Waters do not degrade the water quality or cause violation of State and Federal water quality standards. 2. Prohibit dredging in Class II Waters except for maintenance dredging or other projects specifically exempt from regulation.	**Federal** National Pollution Discharge Elimination System (NPDES) Corps of Engineers' Permit for Discharge of Dredged and/or Fill Material (Section 10/404) Corps of Engineers' Permit for Work or Structures (General Permits 83-1, 83-2) **State** Water Quality Standards Wastewater Disposal Permit Water Appropriation Permit ACMP Standards 6 AAC 80 **Local** Zoning Regulations contained in the Anchorage Municipal Code, Chapters 21.20.020 and 21.45.210 Floodplain Regulations contained in the Anchorage Municipal Code, Chapter 21.60 Subdivision Regulations contained in the Anchorage Municipal Code, Chapters 21.80 and 21.85 Wastewater Disposal Regulations contained in the Anchorage Municipal Code, Chapters 15.05 and 15.65 Anchorage Wetlands Management Plan. 208 Water Quality Management Plan
VALUES			
Propagation of anadromous and fresh-water fish species Water Quality Recreation Management Aesthetics Open Space Greenbelts			
	GOALS		
	To protect water quality and manage fish resources in these waters. To maintain the quality of these waters at a level which will be suitable for the propagation of fish and wildlife.		

CONSERVATION ENVIRONMENT

RESOURCE POLICY UNIT	DEFINITION	POLICY	CONTROLS
Class III Waters (Recreation) **VALUES** Fishing Recreation Aesthetics Open Space Greenbelts Parks Water Quality Environmental	These are coastal and inland waters and water bodies which have the capability of providing active or passive recreational enjoyment and which provide access routes for anadromous fish species. The primary requirement for these waters is that they be maintained at a quality sufficient to allow body contact water sports and passage of fish and wildlife. **GOALS** To maintain the quality of these waters at a level which will be suitable for recreational purposes.	1. Apply the Class II Waters policies to Class III Waters where waters and water bodies identified as suitable for recreational purposes or currently utilized for such purposes coincide with Class II Waters. 2. Avoid pollution of Class III Waters and ensure that present water quality is not degraded below applicable water quality standards. 3. Allow traditional public uses of these areas, such as fishing, hunting, boating, and swimming. 4. Permit construction of docks and piers for boats and aircraft, provided such construction and subsequent use does not cause adverse impacts to the fishery resources and water quality.	**Federal** National Pollution Discharge Elimination System (NPDES) Corps of Engineers' Permit for Roads or Structures (General Permits 83-1, 83-2) **State** Water Quality Standards Wastewater Disposal Permit Water Appropriation Permit ACMP Standards 6 AAC 80 **Local** Zoning Regulations contained in the Anchorage Municipal Code, Chapters 21.20.020 and 21.45.210 Floodplain Regulations contained in the Anchorage Municipal Code, Chapter 21.60 Subdivision Regulations contained in the Anchorage Municipal Code, Chapters 21.80 and 21.85 Wastewater Disposal Regulations contained in the Anchorage Municipal Code, Chapters 15.05 and 15.65 Anchorage Wetlands Management Plan 208 Water Quality Management Plan

CONSERVATION ENVIRONMENT

RESOURCE POLICY UNIT	DEFINITION	POLICY	CONTROLS
Scenic Corridors, Areas and Vistas	These are rights-of-way for highways, railroads, trails or water channels which pass through areas of recognized high aesthetic value and which generally require that foreground elements be preserved or enhanced and considered in the design and construction of such mentioned uses. Scenic areas and vistas are those areas generally recognized for their great aesthetic beauty or for having obvious or unusually distinctive physical appearances. Provision should be made for providing scenic pullouts along highways and trails and for providing measures that take these factors into consideration in all planning for the Municipality.	1. Identify, designate, and safeguard areas that provide and offer important viewing opportunities and provide interpretive signs where appropriate. 2. Incorporate in the State Department of Transportation highway planning process, provisions for allowing pullouts at sites designated by the Municipality for scenic and viewing purposes. 3. Require, if deemed appropriate by the Municipality, design criteria and performance standards for developments adjacent to scenic corridors in order to maintain a high aesthetic appeal and to prevent unsightly and incompatible development. 4. Provide nature trails, where appropriate, along the coastal bluff areas for viewing opportunities, nature study, photography, hiking, and other passive recreational purposes.	**Federal** None **State** Chugach State Park Master Plan Chugach State Park Trails Plan ACMP Standards 6 AAC 80 **Local** Public Facility Site Plan and Landscape Review Authority Seward Highway Scenic Corridor Plan Coastal Scenic Resources and Public Access Plan Anchorage Trails Plan
VALUES Open space Parks Recreation Aesthetics Education Rights-of-way (transportation)	**GOALS** To identify and designate the primary scenic corridors within the Municipality. To implement the scenic element within the Comprehensive Development Plan. To identify the primary scenic viewpoints and vistas and to preserve such sites for the public enjoyment.		

CONSERVATION ENVIRONMENT

RESOURCE POLICY UNIT	DEFINITION	POLICY	CONTROLS
Park & Recreation Areas **VALUES** Recreation Aesthetics Open space Greenbelts Education	These are areas devoted to outdoor recreational activities of various types, both existing and potential. They may include historical, archaeological and prehistoric sites, wildlife refuges, unique environmental areas, or natural areas. It is impossible for the State of Alaska to meet all the outdoor recreational needs of residents and tourists. Therefore, local governments and private owners must be relied upon to satisfy a large portion of the needs. As urbanization intensifies, this situation becomes increasingly critical; thus, emphasizing the wisdom of providing developmental controls that will prevent degradation of recreation areas. **GOALS** To create, maintain and, where needed, expand outdoor recreational opportunities and access. To provide park facilities for the benefit of residents and visitors. To conserve land for future recreational uses as required.	1. Acquire typical portions of the Municipality for the public to utilize and enjoy without depleting them. 2. Discourage incompatible development within or adjacent to these areas. 3. Encourage landowners to retain in an undeveloped condition those lands which have the potential for recreational use.	**Federal** Federal Aid to Highways Act of 1968, 16 USC 138 (see Supplemental Text Volume, Appendix A, Page A-5, [F] Historic Preservation, first paragraph) **State** Chugach State Park Master Plan Chugach State Park Trail Plan ACMP Standards 6 AAC 80 **Local** Anchorage Park, Greenbelt and Recreation Facility Plan Anchorage Bowl Comprehensive Development Plan Eagle River/Chugiak/Eklutna Comprehensive Plan Turnagain Arm Comprehensive Plan Zoning and Subdivision Regulations contained in the Anchorage Municipal Code Coastal Scenic Resources and Public Access Plan Anchorage Trails Plan

CONSERVATION ENVIRONMENT

RESOURCE POLICY UNIT	DEFINITION	POLICY	CONTROLS
Marginal Lands	These are lands that require moderate alteration before they are suitable for development. These lands include: those areas containing poor drainage, poor foundation conditions, and poor soil conditions which subject the site to severe building restrictions; areas of low permeability in a high water table; and all other conditions which require alteration prior to development. Specific performance standards need to be applied to these lands to ensure acceptable levels of development. There are varying degrees of marginality, and most of these limitations may be adequately overcome by appropriate technology. Generally speaking, however, intensive development of areas having moderate to severe limitations involves excessive modification of the landscape, large initial expenditure of funds, a high maintenance cost and presents continuing problems for local government. Intensive development of marginal lands can generally be anticipated to have significant ecological impact unless careful planning precedes development.	1. Require careful site planning before development of marginal lands takes place because of the wide range of problems associated with development. 2. Ensure that development of marginal lands areas is not injurious to the public's health, safety, and welfare. 2. Utilize, where feasible, in development of marginal lands, central sewerage collection and treatment facilities and, where not feasible, on-site facilities shall be designed so as not to cause conditions that will pollute surface and subsurface waters.	**Federal** None **State** ACMP Standards 6 AAC 80 **Local** Anchorage Bowl Comprehensive Development Plan Eagle River/Chugiak/Eklutna Comprehensive Plan Turnagain Arm Comprehensive Plan Zoning and Subdivision Regulations contained in the Anchorage Municipal Code Wastewater Disposal Regulations contained in the Anchorage Municipal Code, Chapters 15.05 and 15.65
VALUES Recreation Open space and greenbelts Water quality protection Uses that will not unnecessarily jeopardize human life, property, safety, or economic welfare. Development when no alternative areas exist.	**GOALS** To ensure that development in areas defined as marginal adequately considers the physical limitations involved and does not result in direct or indirect consequences harmful to the public's health, safety, and welfare. NOTE: Marginal lands are those areas which require major alterations before they are suitable for development. There are varying degrees of marginality (poor drainage, poor foundation conditions, susceptability to flooding, high water table, etc.) and most of the limitations may be adequately overcome by appropriate technology. The purpose in designating marginal lands is to notify developers that special site design and considerations are required and secondly, to let the purchasers and users of the site know that the area is marginal and that special design and construction methods were needed. In addition, intensive development of marginal lands can generally be anticipated to have significant ecological impact unless careful planning precedes development.		

CONSERVATION ENVIRONMENT

RESOURCE POLICY UNIT	DEFINITION	POLICY	CONTROLS
River Floodplains **VALUES** Open space Greenbelts Recreation Aesthetics Water quality Environmental quality Wildlife habitat	These are lands lying along drainage corridors (rivers, streams, creeks and lakes) that are subject to flooding on a regular basis. These areas usually contain mixed alluvial, poorly drained soils, and natural vegetation that is adapted to fluctuating water levels. All development within the 100 year floodplain must be restricted and only those developments that can safely be designed to prevent damage and loss should be considered within this Resource Policy Unit. **GOALS** To minimize unnecessary flood losses caused by unwise development in areas subject to flooding (100 Year Statistical Floodplain). To enhance, restore and preserve the ecological values of floodplains.	1. Discourage development in the 100 Year Floodplain, except for those uses which require water access that can be designed safely to prevent damage and loss, in order to avoid the need for later attempts to protect such investments through construction of flood control structures at public expense. 2. Federal and State agencies and Municipal departments shall conduct their activities in a way that manages and prevents erosion, retards runoff, and protects the natural functions and values of the floodplain. 3. Consider channel improvement projects intended to provide flood protection only after they have been reviewed by appropriate Federal, State and Municipal agencies and it has been determined that land treatment and all feasible floodwater retarding structures will not provide an adequate level of flood protection. 4. Carry out channel improvements for flood protection with minimum loss and destruction of fish and wildlife habitats and with minimum alteration of and damage to riparian vegetation.	**Federal** Floodplain Management, E.O. 11988 **State** Wastewater Disposal Permit ACMP Standards 6 AAC 80 **Local** Zoning and Floodplain Regulations contained in Title 21 of the Anchorage Municipal Code

CONSERVATION ENVIRONMENT

RESOURCE POLICY UNIT	DEFINITION	POLICY	CONTROLS
Open Space	These are lands which occupy a variety of natural environments. In general, open space lands are those which occupy areas not suited to development for a variety of reasons, most of which are already discussed under hazardous lands, coastal and river floodplains, and marginal lands. In addition, open space lands may promote a better community design by providing breathing space between and within subdivisions; buffers between residential and commercial areas; buffers between highways, airports, railroads, and residential development and for environmental reasons pertaining to noise and air pollution abatement; and drainage corridors for snow melt and other runoff.	1. Identify, assess and maximize open space values in Municipal planning and project review. 2. Design new developments to conserve the natural landscape, and include sufficient open space by legal means that will guarantee its remaining open space in perpetuity. 3. Ensure that adequate open space is provided within the framework of an individual subdivision and at the neighborhood, community, and regional level.	**Federal** None **State** Chugach State Park Master Plan Chugach State Park Trail Plan ACMP Standards 6 AAC 80 **Local** Anchorage Park, Greenbelt and Recreation Facility Plan Anchorage Bowl Comprehensive Development Plan Eagle River/Chugiak/ Eklutna Comprehensive Plan Turnagain Arm Comprehensive Plan Zoning and Subdivision Regulations contained in the Anchorage Municipal Code Coastal Scenic Resources and Public Access Plan
VALUES Greenbelt and open space Shoreline buffer areas Recreation Aesthetics Wildlife habitat	**GOALS** To preserve, enhance, and protect unique environmental features not otherwise protected. To provide greenbelts and open space between incompatible land uses. To conserve and protect the scenic beauty of the coastal area.		

Table 4.1 (continued)

Utilization Environment

Resource Policy Units

UTILIZATION ENVIRONMENT

RESOURCE POLICY UNIT	DEFINITION	POLICY	CONTROLS
Class IV Waters **VALUES** Navigation Utility Industrial Transportation Water-dependent industries Commercial fishing	These are surface waters presently used or capable of use for waterborne commerce, transportation, commercial fishing, for water-dependent commercial and industrial purposes and uses, and for utilities and power generation. This classification applies to those waters of Upper Cook Inlet, including Turnagain and Knik Arms. **GOALS** To prevent further degration of Class IV Waters and, if possible, enhance the quality of these waters. To ensure that all future developments, uses, and activities that could have direct and significant impacts on coastal waters are consistent with natural processes and constraints so as to prevent further degradation.	1. Ensure that State water quality standards are not violated by uses and activities in or adjacent to Class IV Waters. 2. Take all practical measures in order to prevent further degradation of Class IV Waters (upper Cook Inlet) because the general low quality of these waters poses a potential health hazard as well as a hazard to adjacent water resources. 3. Prevent the introduction into Class IV Waters of any present or future industrial contaminants (resulting from mining activities, port facilities, waterborne transportation, energy facilities, fish processing facilities, etc.) or other deleterious substances in amounts to render such water unsuitable for fish survival, industrial cooling, or industrial process watering supply purposes.	**Federal** National Pollution Discharge Elimination System (NPDES) Corps of Engineers' Permit for Discharge of Dredged and/or Fill Material (Section 10/404) **State** Water Quality Standards Wastewater Disposal Permit Water Appropriation Permit ACMP Standards 6 AAC 80 **Local** Wastewater Disposal Permit

UTILIZATION ENVIRONMENT

RESOURCE POLICY UNIT	DEFINITION	POLICY	CONTROLS
Urban Residential **VALUES** Residential: Single-family housing Multi-family housing Other related development, according to local desire, plans and needs, utilizing environmental safeguards	The urban residential classification is intended to protect areas which are appropriate primarily for residential uses. These are areas currently developed as mainly residential neighborhoods and that also contain vacant lands suitable for residential development. The purpose of this classification is to maintain the existing residential character of the designated area in terms of bulk, scale, and general types of activities and developments. Such areas should have elevations, soils, topography, drainage, and other physical conditions favorable for development. These are lands needing little or no modification to make them suitable for development. It is not necessarily advocated that all such areas identified as urban residential areas be intensively developed. Rather, it is intended to indicate to developers, governmental agencies and decision makers that these areas are physically suited for development and to stress the importance of guiding future growth into these areas if possible. Control of distribution, density, and design of development within such areas is the responsibility of comprehensive land use plans and local land use regulations. **GOALS** To assist Municipal decision makers, zoning and platting officials, developers, and land owners in determining those areas best suited for residential development and to ensure that development occurs in a manner that is compatible with the environment. To maintain the character of those areas presently developed as residential or suited for residential development in terms of land use, residential intensity, and design. To meet housing needs in a manner consistent with municipal environmental and resource management objectives.	1. Enact and enforce effective municipal zoning and subdivision regulations, and building codes. 2. Guide residential development into suitable areas through municipal planning and project review. 3. Allow fexibility in the techniques used to achieve the desired goals of local government to the extent possible with regulations that are performance-oriented rather than means-oriented. 4. Plan residential developments in accordance with the natural chacteristics of the land taking into consideration slope, elevation, drainage patterns, natural vegetation, and accessiblity. 5. Encourage maximum retention of green areas and open space. 6. Control runoff from streets, residential construction sites, and yards in order to prevent flooding in adjacent areas, and to prevent erosion, soil loss, siltation, and/or pollution of water bodies. 7. Permit only that vegetation removal necessary for construction of residential structures; no clear-cutting of natural vegetation shall be permitted. 8. Require residential building and development setbacks of at least 50 feet from the shoreline of all water bodies. 9. Ensure that location and timing of new development in areas identified as urban residential is in accordance with the ability of local government to provide and maintain ncesssary services such as streets, soilid waste disposal, water supplies, schools, police and fire protection.	**Federal** None **State** ACMP Standards 6 AAC 80 **Local** Zoning Regulations (AMC 21.40, 21.45, and 21.60) Subdivision Regulations (AMC 21.75, 21.80, and 21.85)

UTILIZATION ENVIRONMENT

RESOURCE POLICY UNIT	DEFINITION	POLICY	CONTROLS
Urban Development	The areas included in this classification are primarily those which are appropriate for commercial and/or industrial purposes. The purpose of this designation is to provide for efficient utilization of such areas for water-dependent commerce and industry consistent with the standards and guidelines of the Alaska Coastal Management Act and other applicable regulations. Water-related commerce and industry shall be given second priority in this designation.	1. Apply all applicable policies relating to uses and activities listed in this chapter and as identified in the ACMP.	**Federal** None **State** ACMP Standards 6 AAC 80 **Local** Zoning and Subdivision Regulations as contained in Title 21 of the Anchorage Municipal Code Anchorage Bowl Comprehensive Development Plan Eagle River/Chugiak/Eklutna Comprehensive Plan Turnagain Arm Comprehensive Plan
VALUES	**GOALS**		
Commercial and industrial activities and uses Other development, according to local desires, plans and needs, utilizing environmental safeguards	To assist Municipal decision makers, zoning and platting officials, developers, and land owners in determining those areas that are best suited for commercial and/or industrial uses and to ensure that such development occurs in a manner that is compatible with the environment. To meet Municipal commercial/industrial needs in a manner consistent with the stated goals of the Municipality and consistent with Municipal environmental and resource management objectives. To give priority (in the coastal zone) to water-dependent uses and activities over those uses and activities not requiring such a location.		

UTILIZATION ENVIRONMENT

RESOURCE POLICY UNIT	GOALS	POLICY	CONTROLS
Urban Waterfront **VALUES** Water-dependent and water-related commercial and industrial activities and uses. Other development, according to local desires, plans and needs, utilizing environmental safeguards. **DEFINITION** The purpose of the urban waterfront classification is similar to the purpose of the urban residential and urban development classifications, but it also incorporates additional goals and policies based on the particular characteristics required for waterfront uses and activities (such as port development). Additionally, the purpose of this designation is to provide areas for controlled water-dependent and water-related development, encouraging a variety and mixture of compatible uses while also maintaining the natural environment, character, scale, and intensity of use as expressed in the Comprehensive Development Plan Ordinance, and at the same time meeting stated goals and objectives.	To maintain a full complement of water-dependent uses and to preserve and enhance the viewshed across Knik Arm and Turnagain Arm. To develop a diversity of commercial, industrial, and residential uses related to the use and enjoyment of the waterfront, the service and maintenance of water-dependent and water-related activities, and provide for public access to the water. To encourage multiple use concepts having a wide range of intensity while preserving the quality of the environment and preserving views of the water from upland and adjacent properties. To ensure optimum utilization of the waterfront by water-dependent and water-related uses. To minimize dredge and fill activities within the waterfront and to ensure that necessary dredge and fill activities have the least possible adverse environmental, social and economic impacts. To ensure that docks and piers do not hinder navigation, restrict public use of the waterfront, or obstruct water flow in a manner that will create harm to important environmental resources. To facilitate efficient port design, development, and operation while minimizing conflict with resource management objectives.	1. Ensure that location and timing of new development in urban waterfront areas is in accordance with the ability of local government to provide and maintain necessary services for proper operation and maintenance. 2. Ensure that development in these areas shall utilize adequate environmental safeguards. 3. Ensure that urban water-front development is compatible with the physical environment through the adoption of effective municipal controls. 4. Give priority consideration to water-dependent activities. 5. Prohibit any use or activity which would result in direct and significant environmental impacts until such adverse impacts can be mitigated.	**Federal** Corps of Engineers Section 10/404 Permit Program EPA National Pollution Discharge Elimination System (NPDES) **State** State DEC 401 Certification ACMP Standards 6 AAC 80 **Local** Floodplain Regulations, contained in the Anchorage Municipal Code, Chapter 21.60 Port AMSA Designation

UTILIZATION ENVIRONMENT

RESOURCE POLICY UNIT	DEFINITION	POLICY	CONTROLS
Rural **VALUES** Residential (low density and cluster) and small scale commercial/ industrial development, according to local desires, plans and needs, utilizing environmental safeguards.	This classification is intended for coastal district areas that are currently not served, nor are planned to be served with urban services, and for areas which provide buffer zones and open space between predominantly urban areas. The purpose of this classification is to restrict intensive development along undeveloped coastal areas, to function as a buffer between urban areas, and to maintain open space and opportunities for recreational uses within the ecological carrying capacity of the land and water resource. New developments in these areas should reflect the character of the surrounding area by limiting density, by providing permanent open space, by maintaining adequate building setbacks from the water to prevent shoreline resources from being destroyed, and by permitting public access. **GOALS** To provide areas within the coastal zone for low density residential and non-polluting commercial uses. To identify certain areas as rural in order to meet the wide range of housing and lifestyle demands and aspirations of the citizens of Anchorage.	1. Allow and provide for low density development that is compatible with the environment and can meet the goals and policies of such environments. 2. Recognize the dual suitability of these areas in municipal planning and project review. 3. Establish effective controls in local plans to ensure that development in these areas is compatible with the physical environment. 4. Remove only that natural vegetation necessary for the actual on-site construction, maintain the area in as natural a state as possible, and maintain it according to the purposes of its classification. (If the rural environmental area overlaps into another environmental classification or resource policy unit, the other resource policy unit policies shall also apply.) 5. Ensure that the location and timing of rural development is in accordance with the Municipality's ability to provide and maintain necessary services such as streets, water, sewer, schools, police, and fire protection, through the implementation of local land use controls.	**Federal** None **State** ACMP Standards 6 AAC 80 **Local** Zoning and Subdivision Regulations as contained in Title 21 of the Anchorage Municipal Code Anchorage Bowl Comprehensive Development Plan Eagle River/Chugiak/ Eklutna Comprehensive Plan Turnagain Arm Comprehensive Plan

Conservation/Utilization Environment Maps

Anchorage Bowl
Eagle River to Eklutna
Turnagain Arm

0 1 MILE

0 1 KILOMETER

Coastal Zone Management Program
Anchorage, Alaska

CONSERVATION / UTILIZATION ENVIRONMENTS

Conservation

- Conservation freshwater wetlands
- River floodplain
- Marginal lands (includes moderate ground failure susceptibility)
- Class II waters
- Park/open space/recreation area
- Scenic vista

Utilization

- Development freshwater wetlands
- Urban residential
- Urban waterfront
- Class IV waters indicated by note

Coastal zone management boundary

Note: Map may not contain all policy units represented in legend. For definition of policy units, see accompanying text.

Source: Municipality of Anchorage Planning Department, Anchorage Coastal Management Plan, 1981.

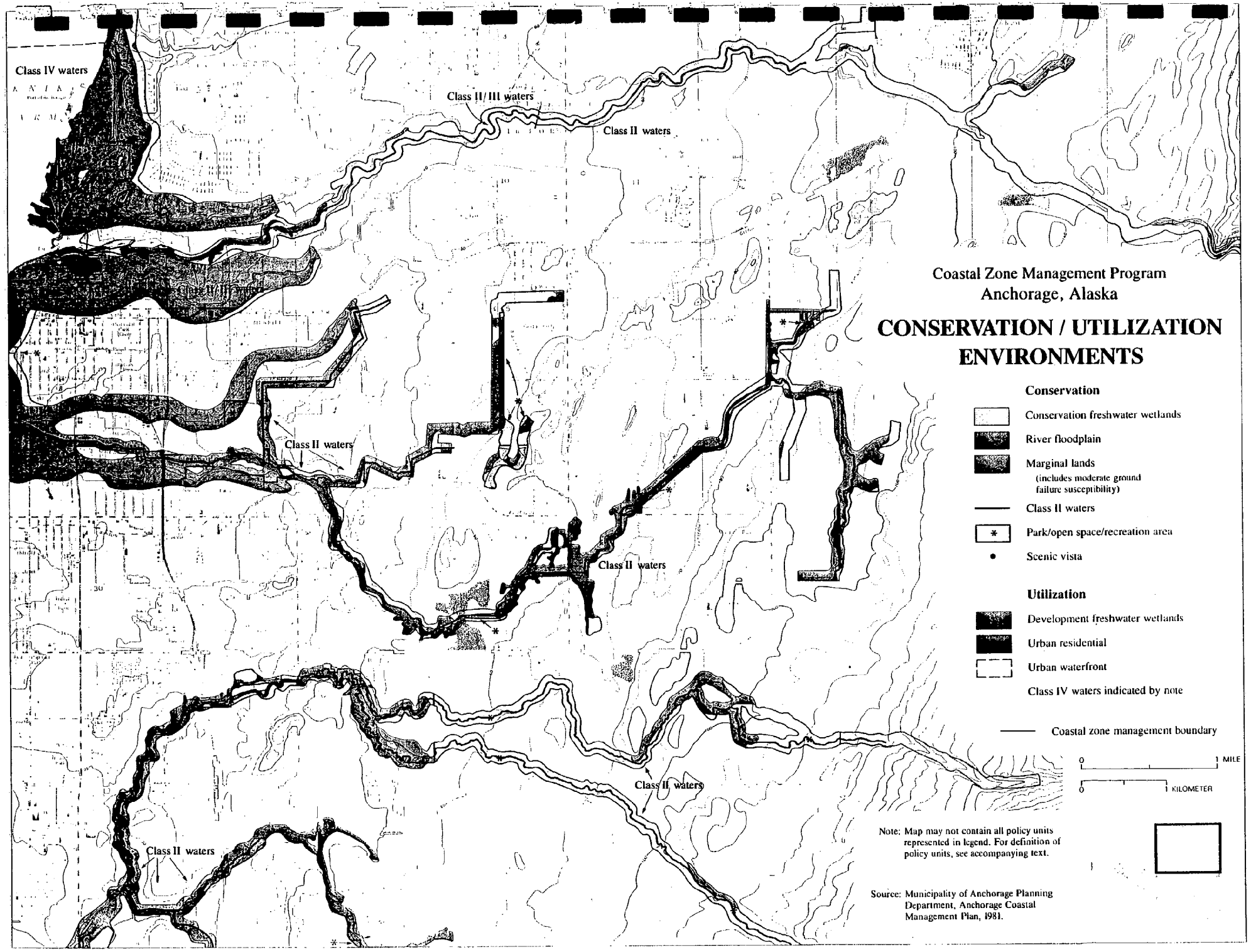
Class IV waters

Class IV waters

Class IV waters

Class II waters

Class II waters


Class IV waters
Class II/III waters
Class II waters
Class II waters
Class II waters
Class II waters
Class II waters
Coastal Zone Management Program
Anchorage, Alaska
CONSERVATION / UTILIZATION ENVIRONMENTS
Conservation
Conservation freshwater wetlands
River floodplain
Marginal lands
(includes moderate ground failure susceptibility)
Class II waters
Park/open space/recreation area
Scenic vista
Utilization
Development freshwater wetlands
Urban residential
Urban waterfront
Class IV waters indicated by note
Coastal zone management boundary
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Note: Map may not contain all policy units represented in legend. For definition of policy units, see accompanying text.
Source: Municipality of Anchorage Planning Department, Anchorage Coastal Management Plan, 1981.

Class IV waters

Coastal Zone Management Program
Anchorage, Alaska

CONSERVATION / UTILIZATION ENVIRONMENTS

Conservation

- Conservation freshwater wetlands
- River floodplain
- *Marginal lands* (includes moderate ground failure susceptibility)
- Class II waters
- Park/open space/recreation area
- Scenic vista

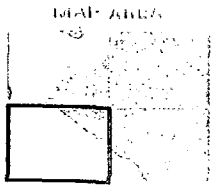
Utilization

- Development freshwater wetlands
- Urban residential
- Urban waterfront

Class IV waters indicated by note

Coastal zone management boundary

Note: Map may not contain all policy units represented in legend. For definition of policy units, see accompanying text.



Source: Municipality of Anchorage Planning Department, Anchorage Coastal Management Plan, 1981.

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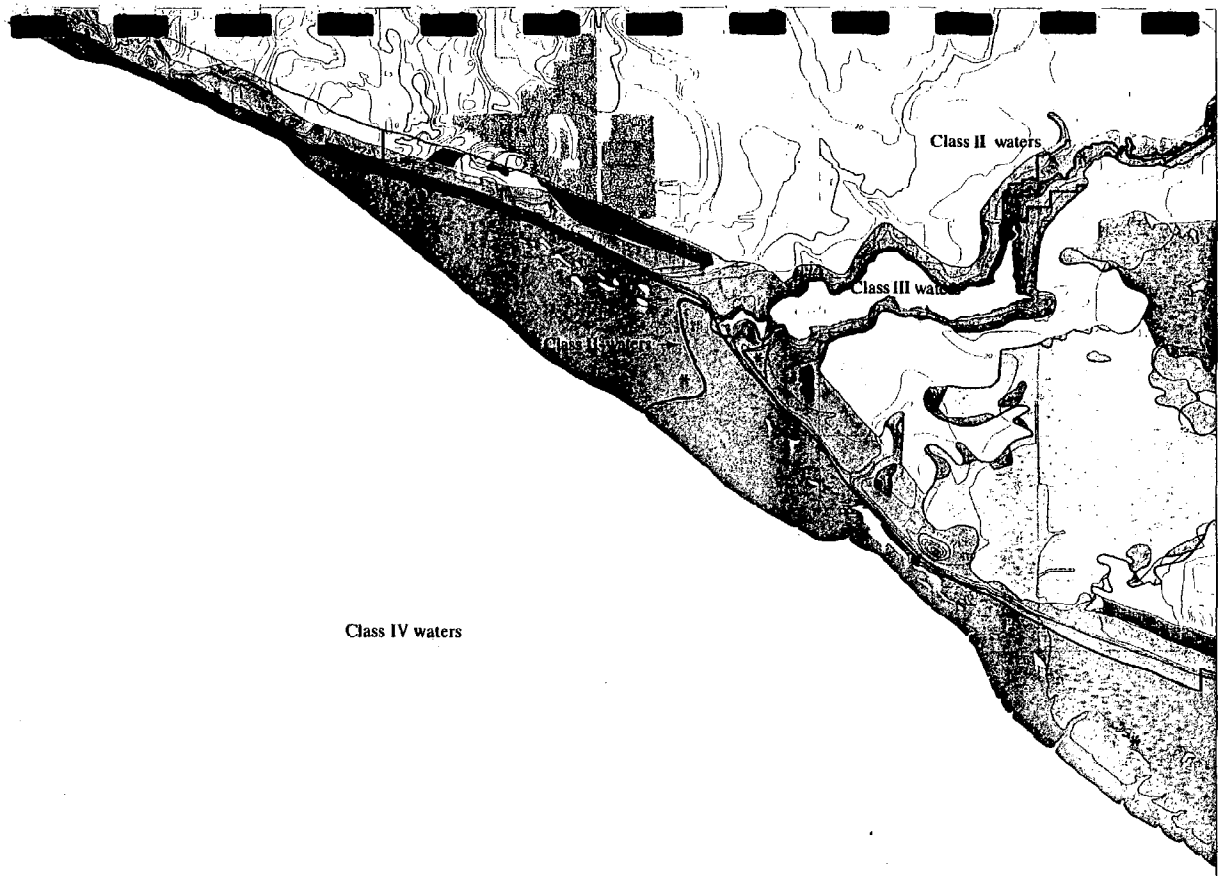
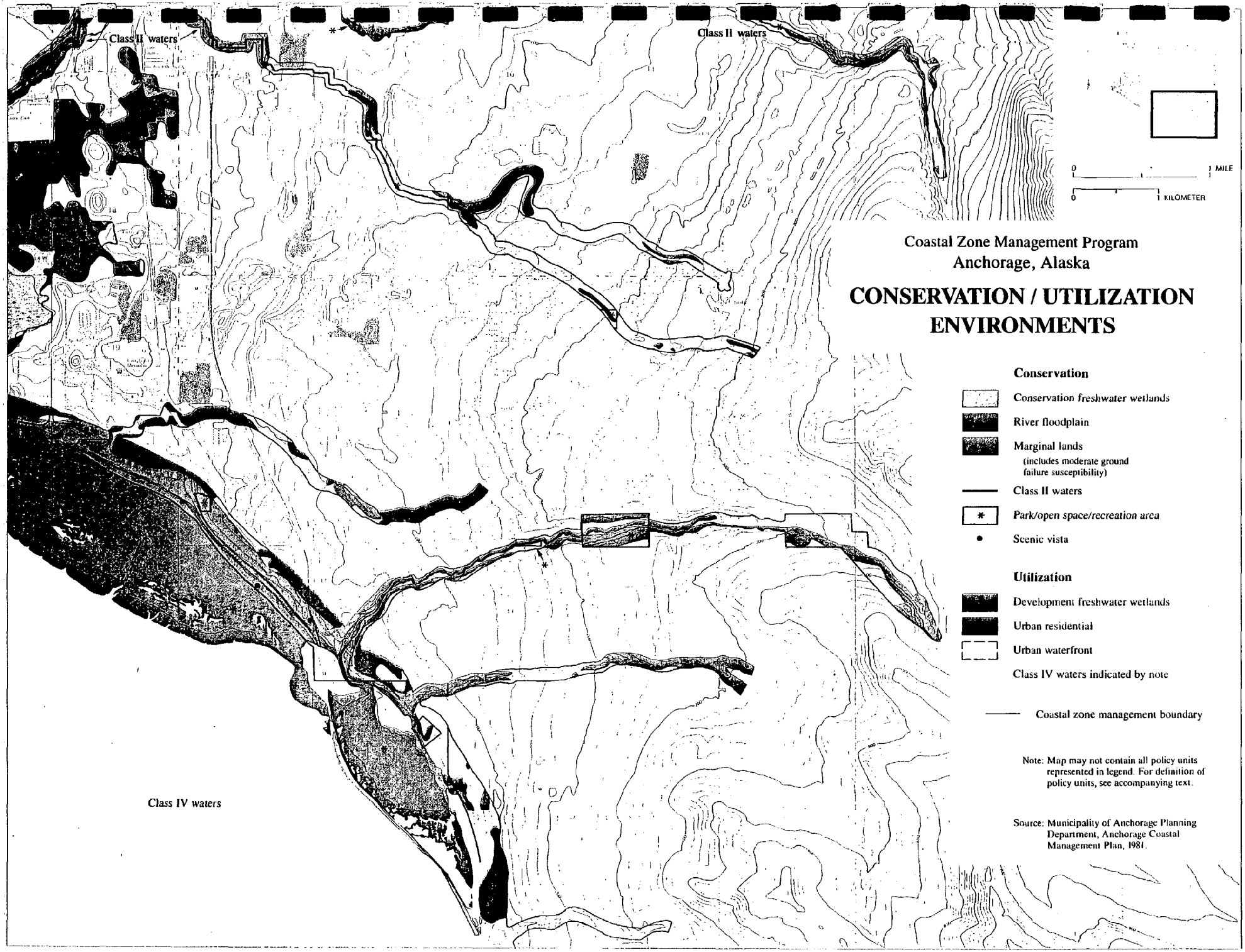


Class IV waters

Class IV waters


Class II waters
Class II waters
Class IV waters
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Coastal Zone Management Program
Anchorage, Alaska
CONSERVATION / UTILIZATION ENVIRONMENTS
Conservation
Conservation freshwater wetlands
River floodplain
Marginal lands
(includes moderate ground failure susceptibility)
Class II waters
Park/open space/recreation area
Scenic vista
Utilization
Development freshwater wetlands
Urban residential
Urban waterfront
Class IV waters indicated by note
Coastal zone management boundary
Note: Map may not contain all policy units represented in legend. For definition of policy units, see accompanying text.
Source: Municipality of Anchorage Planning Department, Anchorage Coastal Management Plan, 1981.

Coastal Zone Management Program

Eagle River to Eklutna

CONSERVATION/UTILIZATION ENVIRONMENTS[1,2]

0 1 MILE

0 1 KILOMETER

Conservation

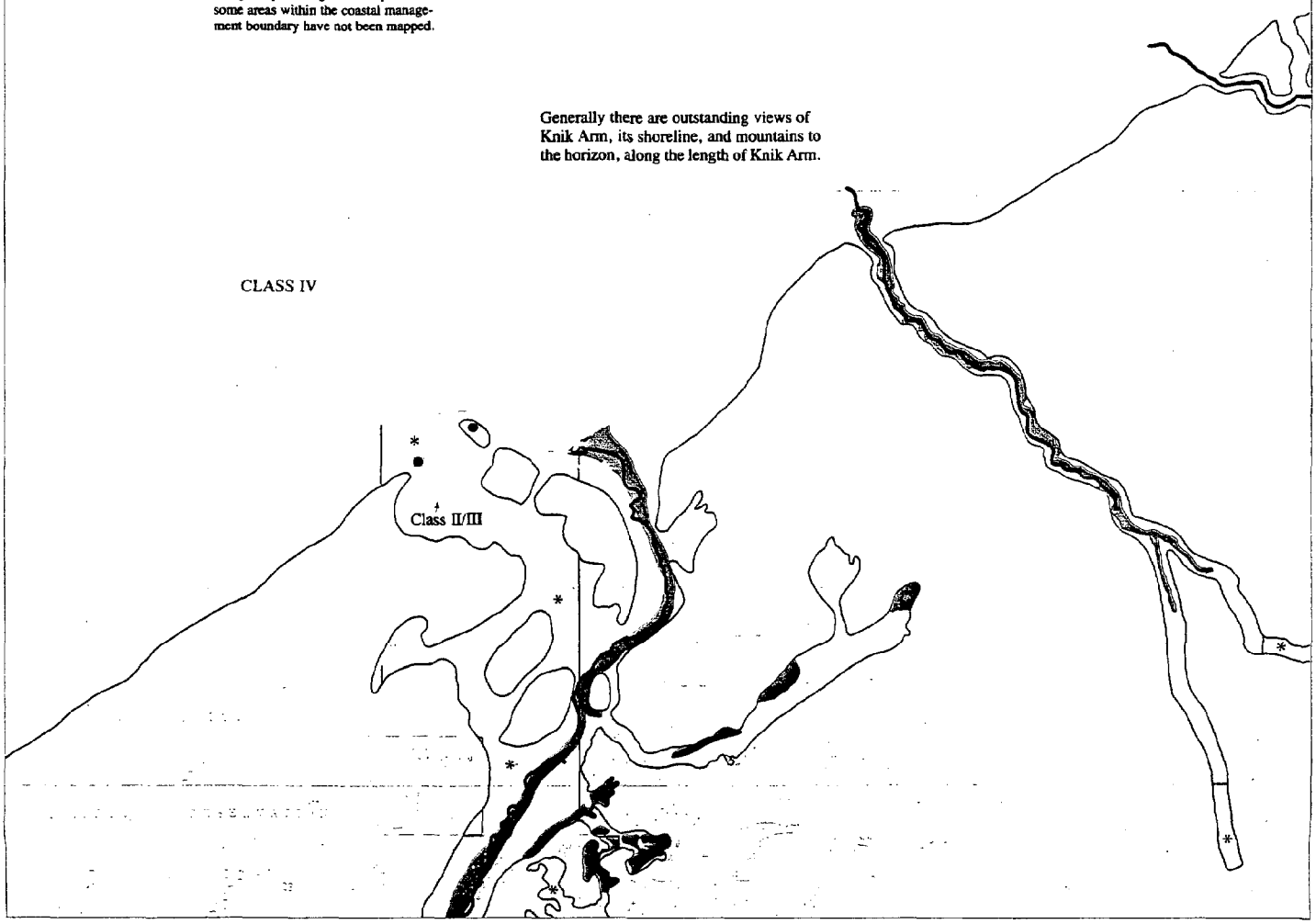
- Conservation-freshwater wetlands
- River floodplain[3]
- Class II/III waters
- * Park/open space/recreation area
- ● Scenic vista

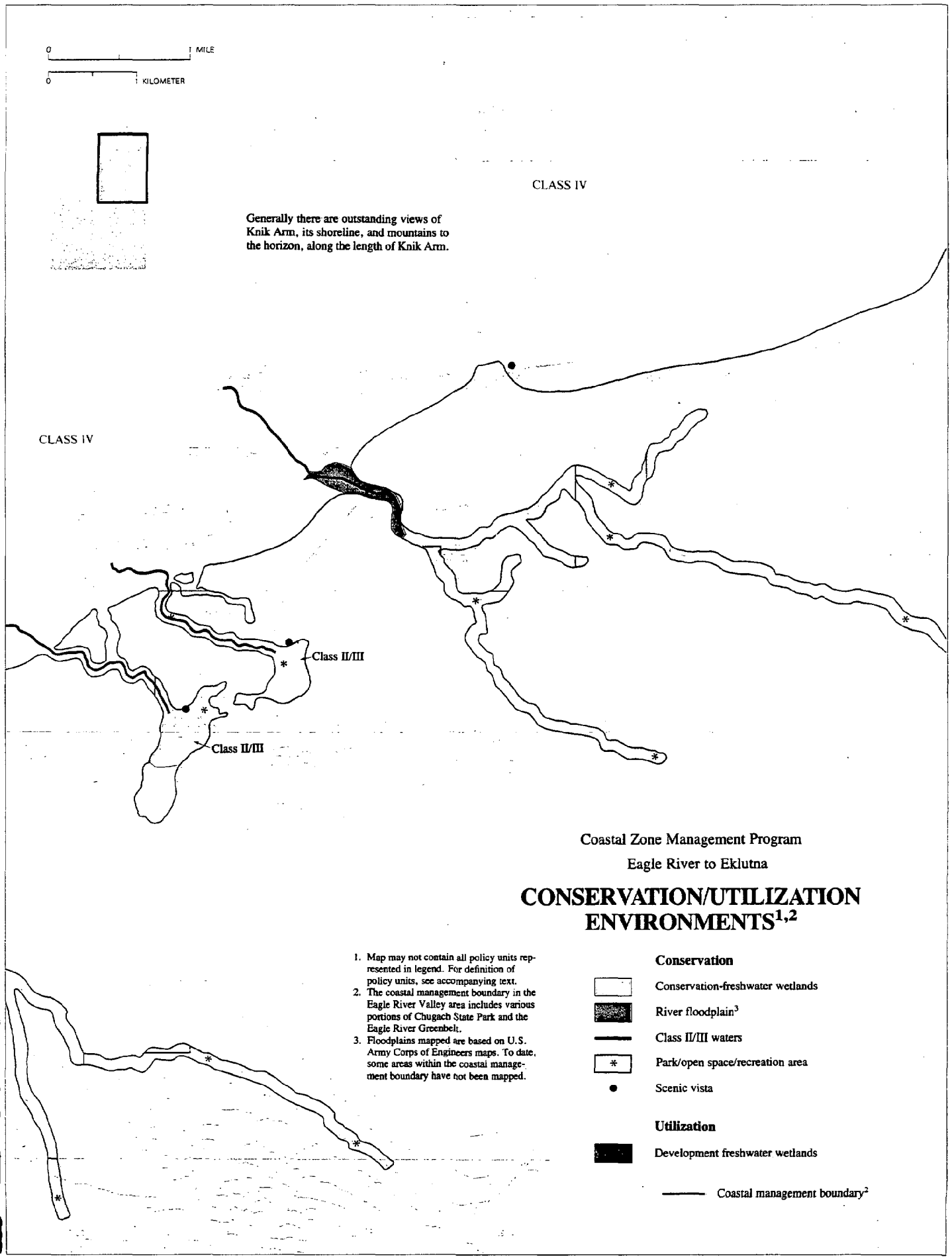
Utilization

- Development freshwater wetlands

Coastal management boundary[2]

1. Map may not contain all policy units represented in legend. For definition of policy units, see accompanying text.
2. The coastal management boundary in the Eagle River Valley area includes various portions of Chugach State Park and the Eagle River Greenbelt.
3. Floodplains mapped are based on U.S. Army Corps of Engineers maps. To date, some areas within the coastal management boundary have not been mapped.

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1 MILE
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CLASS IV
Generally there are outstanding views of Knik Arm, its shoreline, and mountains to the horizon, along the length of Knik Arm.
CLASS IV
Class II/III
Class II/III
Coastal Zone Management Program
Eagle River to Eklutna
CONSERVATION/UTILIZATION ENVIRONMENTS[1,2]
1. Map may not contain all policy units represented in legend. For definition of policy units, see accompanying text.
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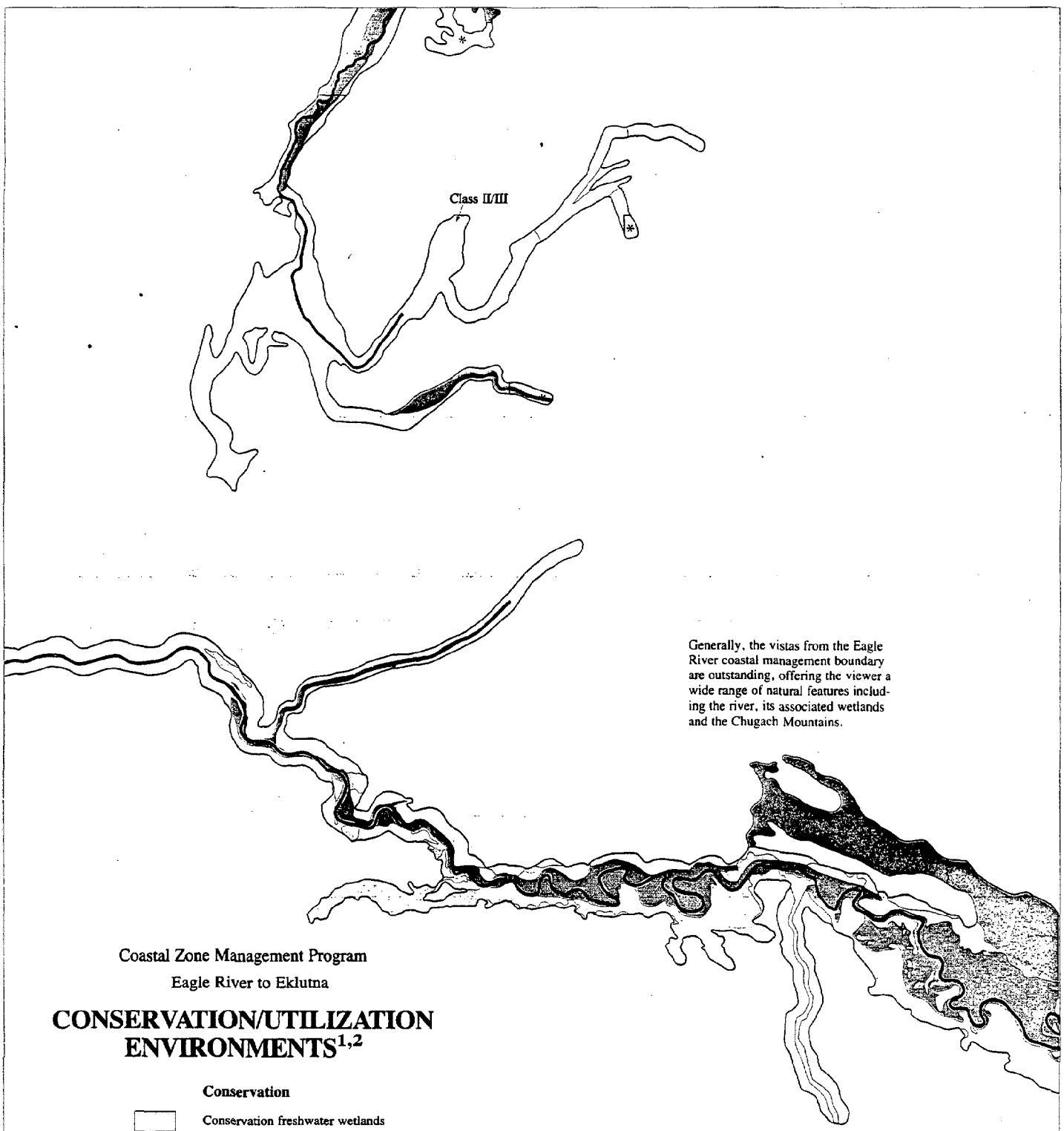
Conservation
Conservation-freshwater wetlands
River floodplain[3]
Class II/III waters
Park/open space/recreation area
Scenic vista
Utilization
Development freshwater wetlands
Coastal management boundary[2]



Coastal Zone Management Program

Eagle River to Eklutna

CONSERVATION/UTILIZATION ENVIRONMENTS[1,2]

Conservation

- Conservation freshwater wetlands
- River floodplain[3]
- Class II/III waters
- Park/open space/recreation area
- Scenic vista

Utilization

- Development freshwater wetlands

Coastal management boundary[2]

0 — 1 MILE

0 — 1 KILOMETER

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Coastal Zone Management Program

Eagle River to Eklutna

CONSERVATION/UTILIZATION ENVIRONMENTS[1,2]

Conservation

- Conservation-freshwater wetlands
- River floodplain[3]
- Class II/III waters
- * Park/open space/recreation area
- Scenic vista

Utilization

- Development freshwater wetlands

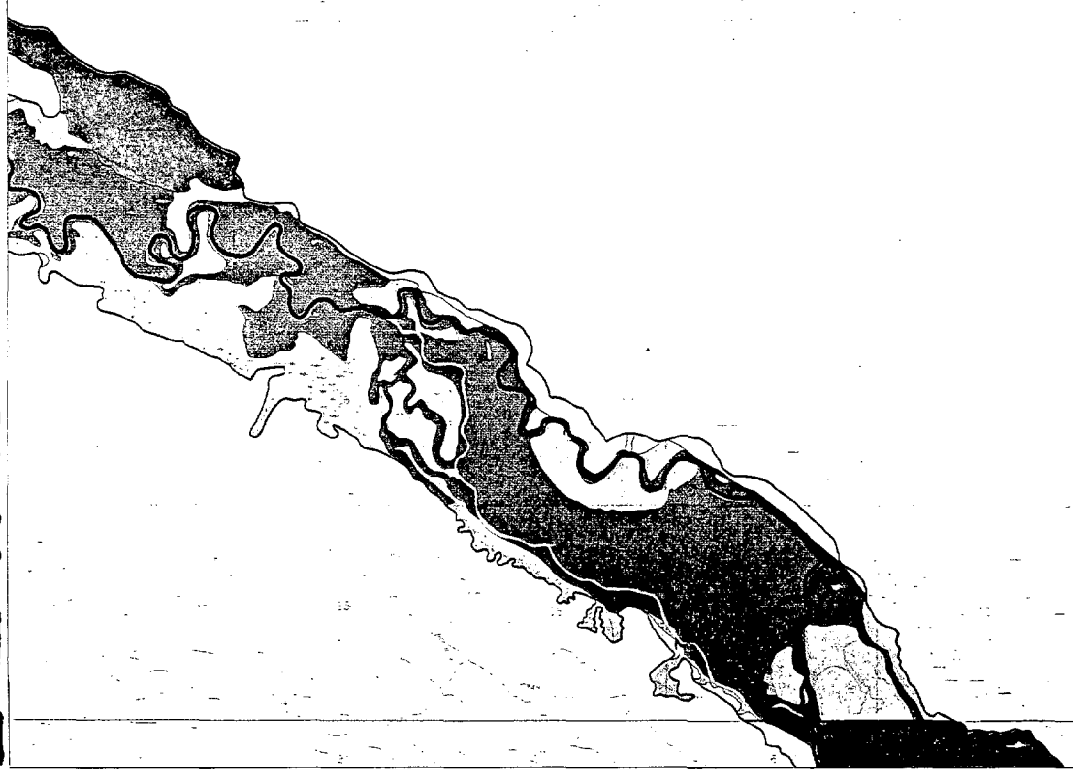
Coastal management boundary[2]

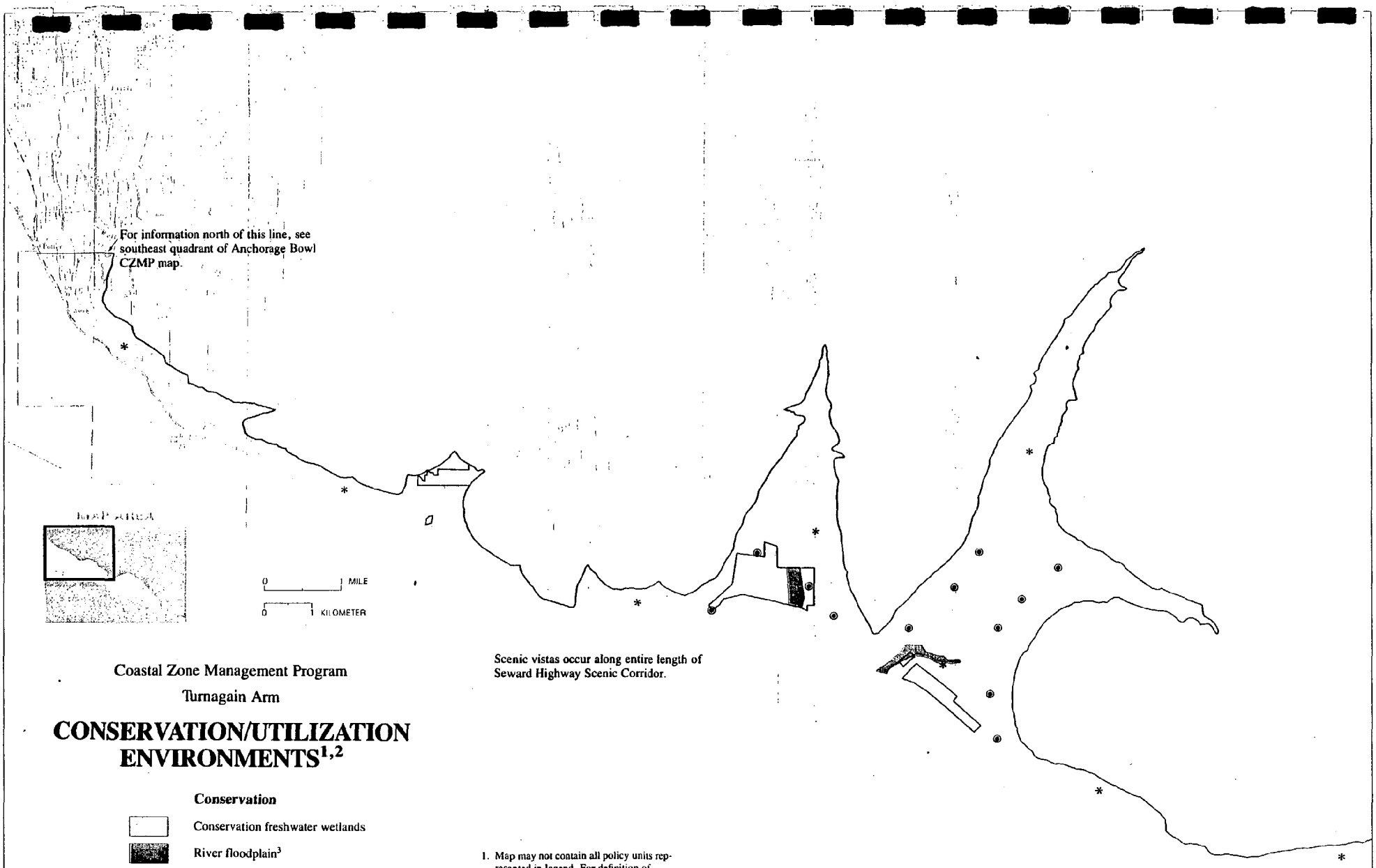
1. Map may not contain all policy units represented in legend. For definition of policy units, see accompanying text.
2. The coastal management boundary in the Eagle River Valley area includes various portions of Chugach State Park and the Eagle River Greenbelt.
3. Floodplains mapped are based on U.S. Army Corps of Engineers maps. To date, some areas within the coastal management boundary have not been mapped.

0 1 MILE

0 1 KILOMETER

Generally, the vistas from the Eagle River coastal management boundary are outstanding, offering the viewer a wide range of natural features including the river, its associated wetlands and the Chugach Mountains.





Coastal Zone Management Program

Turnagain Arm

CONSERVATION/UTILIZATION ENVIRONMENTS[1,2]

Conservation

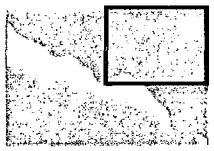
- Conservation freshwater wetlands
- River floodplain[3]
- * Park/open space/recreation area
- Moderate avalanche risk[4]

Utilization

- Development freshwater wetlands

——— Planning area boundary[2]

1. Map may not contain all policy units represented in legend. For definition of policy units, see accompanying text.
2. Due to the scale of mapping in Turnagain Arm, the information which is depicted has been mapped to the *planning area boundary*. The *coastal management boundary* remains, however, as it is defined in Chapter 3.
3. Floodplains mapped are based on U.S. Army Corps of Engineers maps. To date, some areas within the planning area boundary have not been mapped.
4. Moderate avalanche risk areas are identified in "Anchorage Snow Avalanche Zoning Analysis" (1982).



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Coastal Zone Management Program

Turnagain Arm

CONSERVATION/UTILIZATION ENVIRONMENTS[1,2]

Conservation

- Conservation freshwater wetlands
- River floodplain[3]
- Park/open space/recreation area
- Moderate avalanche risk[4]

Utilization

- *Development freshwater wetlands*

Planning area boundary[2]

1. Map may not contain all policy units represented in legend. For definition of policy units, see accompanying text.
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4. Moderate avalanche risk areas are identified in "Anchorage Snow Avalanche Zoning Analysis" (1982).

Scenic vistas occur along entire length of Seward Highway Scenic Corridor.

0 1 MILE

0 1 KILOMETER

Scenic vistas occur along entire length of Seward Highway Scenic Corridor.

Coastal Zone Management Program

Turnagain Arm

CONSERVATION/UTILIZATION ENVIRONMENTS[1,2]

Conservation

- Conservation freshwater wetlands
- River floodplain[3]
- Park/open space/recreation area
- Moderate avalanche risk[4]

Utilization

- Development freshwater wetlands

——— Planning area boundary[2]

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4. Moderate avalanche risk areas are identified in "Anchorage Snow Avalanche Zoning Analysis" (1982).

Chapter 5

Areas Meriting Special Attention

CHAPTER 5

AREAS MERITING SPECIAL ATTENTION

As required by the Alaska Coastal Management Act and the Alaska Coastal Management Program regulations, coastal districts shall designate specific areas which merit special attention (AMSA). An area meriting special attention is defined as a "delineated geographic area within the coastal area which is sensitive to change or alteration and which, because of plans or commitments or because a claim on the resources within the area delineated would preclude subsequent use of the resources to a conflicting or incompatible use, warrants special management attention, or which, because of its value to the general public, should be identified for current or future planning, protection, or acquisition."

The types of areas to be considered for designation as an AMSA are detailed in AS 46.40.210 and 6 AAC 80.158.

Ten areas within the Anchorage Coastal Boundary have been designated as AMSA's because of their unique values or lack of adequate protection. These areas are listed below.

1. Andesitic Dike at Potter Marsh on the Old Seward Highway
2. Bird Creek Regional Park
3. Eagle River Valley Lowlands
4. Fish Creek Estuary
5. Old Girdwood Townsite South of Seward Highway
6. Point Campbell Dunes and Delta
7. Point Campbell-Point Woronzof Coastal Wetlands
8. Point Woronzof Bluffs
9. Port of Anchorage Area
10. Seward Highway and Turnagain Arm Scenic Corridor

Each of these AMSA's is presented in more detail later in this chapter. Following each AMSA description is a map showing the location and extent of the AMSA within the Municipality.

No specific standards are prescribed for areas meriting special attention, but the policies which will be applied to these areas must preserve, protect or restore the value for which the area was designated. A management scheme is required for these areas

ANDESITIC DIKE AT POTTER MARSH ON THE OLD SEWARD HIGHWAY

1. Value Classification:

   Primary: Scientific, educational

   Associated: Scenic drive along Old Seward Highway, transportation route adjacent to site

2. Location:

   Region/Subregion: Southcentral, Potter Marsh

   Community/Orientation/Distance: Area is within the Municipality of Anchorage, located on the Old Seward Highway adjacent to Potter Marsh.

   Topographic Quad/1:25,000: Anchorage Bowl

3. Upland Acres (Hectares): Less than one

4. Seaward Distance for Protection: None

5. Existing Ownership: State of Alaska

6. Existing Management: None

7. Adjoining Ownership/Management: The site is a road cut along the cliff and is part of the Seward Highway right-of-way. Adjacent ownership includes the State of Alaska, for Potter Marsh, and private property owners for the upland areas surrounding the site.

8. Area Description:

   Dominant Physical/Biological Features: This site is the only known igneous exposure in the Anchorage area. It is a good bedrock exposure showing an andesitic lithology, weathering, and joint patterns. The dike is located in a bedrock exposure just east of Potter Marsh along the Old Seward Highway.

9. Proposed Management: The Municipality would, upon approval of this nomination, prepare a letter of agreement with the state indicating to the Department of Transportation that this site be preserved and not altered during future road work. The site should have an interpretive sign posted identifying the geologic structure and its relationship to the geologic history of Anchorage. This would be in accordance with the concept of scenic design standards for the Seward Highway as proposed in the Anchorage CZM Plan.

10. Allowable Uses: Scientific and educational study, public viewing. Rock climbing in this specific site should be prohibited.

11. AMSA Categorical Classification:

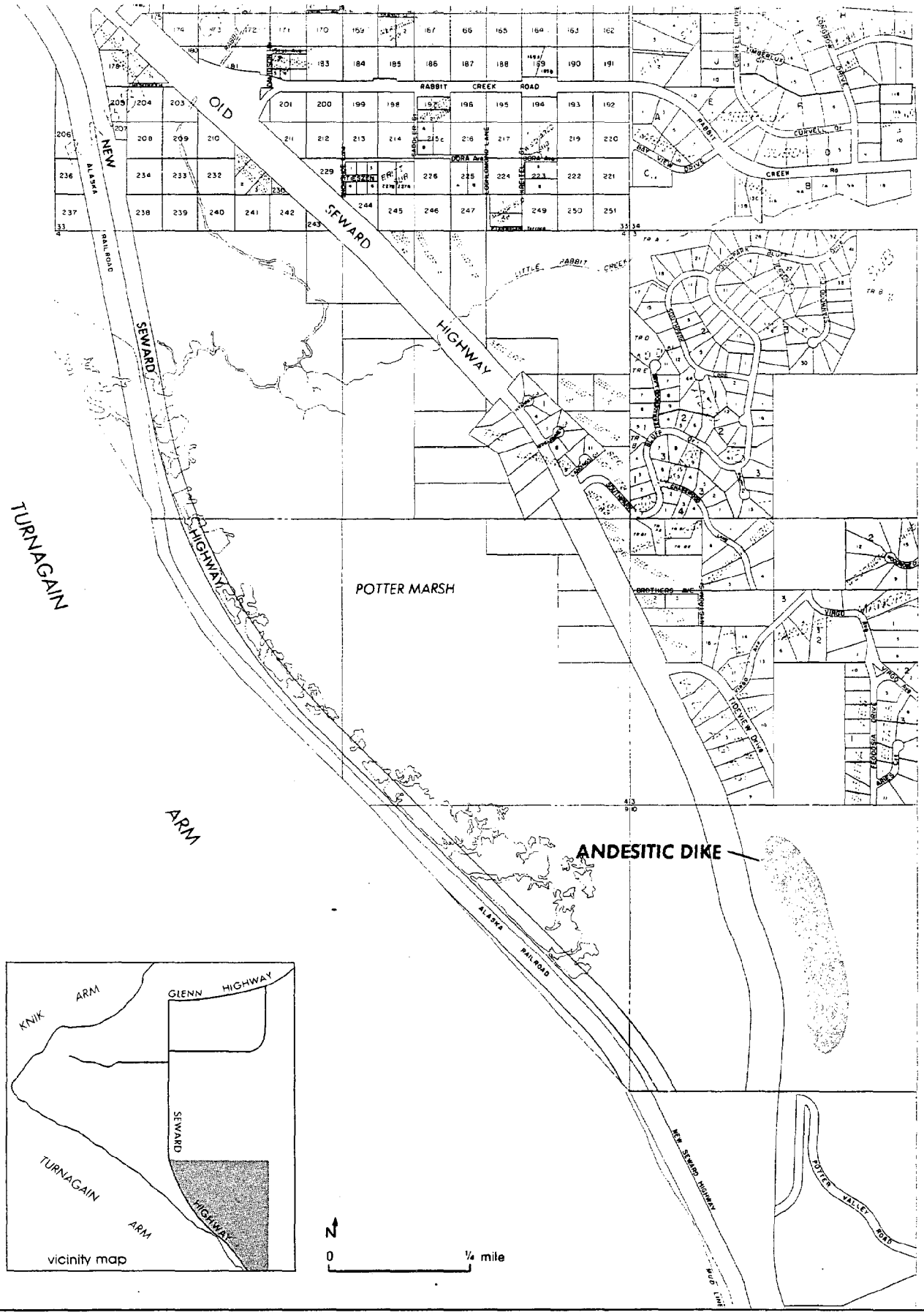
    a. Area of unique, scarce, fragile or vulnerable natural habitat, physical features, historical significance, cultural value and scenic importance.

    b. Area of unique geologic or topographic significance which is susceptible to industrial or commercial development.

    c. Area with special scientific values or opportunities, including those where ongoing research projects could be jeopardized by development or conflicting uses and activities.

12. Present and Anticipated Conflicts: No immediate conflict exists at the site. However, future planning for highway maintenance and road widening should give consideration to the andesitic dike as a significant geological feature and avoid damaging it.

Andesitic Dike at Potter Marsh



BIRD CREEK REGIONAL PARK

1. Value Classification:

   Primary: The conservation of the park's natural characteristics: to protect habitat and to provide passive recreation opportunities such as nature study and enjoyment of the area's scenic qualities.

   Associated: Extremely limited use to enable hiking, cross-country skiing, wildlife observation and related passive recreation activities which are consistent with the park's master plan and the Turnagain Arm section of the Anchorage Park, Greenbelt and Recreation Facility Plan.

2. Location:

   Region/Subregion: Southcentral, Turnagain Arm

   Community/Orientation/Distance: Area is within the Municipality of Anchorage, located to the north of the Bird community and largely surrounded by Chugach State Park.

   Topographic Quad/1:63,360: Turnagain Arm.

3. Upland Acres: Approximately 2,265 acres

4. Seaward Distance for Protection: Bird Creek drainage should be protected to and where it enters Turnagain Arm.

5. Existing Ownership: Municipality of Anchorage

6. Existing Management: Managed by the Alaska Department of Natural Resources, Division of Parks, as part of Chugach State Park via an agreement with the Municipality.

7. Adjoining Ownership/Management: The land to the north, east and west is State land within Chugach State Park. The land to the south is primarily private land of multiple use, both residential and commercial.

8. Area Description:

   Dominant Physical/Biological Features: The majority of the land is located on the valley floor of Bird and Penguin Creeks. The valley is heavily

wooded primarily with Sitka spruce and mountain hemlock, birch, poplar and alder. Mountains tower over the park on three sides and are the most dramatic features in addition to the water courses. Bird Creek is a spawning ground for anadromous fish. Because of the location of the park adjoining the State Park and the fact that it encompasses such a large healthy valley, the wildlife within the park is a major feature and includes moose, brown and black bear, lynx, wolverine, hare, grouse, Dall sheep and birds.

Recreation, Scenic, Heritage, or Wilderness Significance: The former Greater Anchorage Area Borough Assembly recognized the public value of this area for recreation and scenic use when they adopted the Master Park Plan for Bird Creek Regional Park in 1973. There is a need to update that master plan. The draft of the Turnagain Arm section of the Anchorage Park, Greenbelt and Recreation Facility Plan stresses the need to retain the natural features of the park and provide for limited passive recreation opportunities.

9. Proposed Management: The management agreement for the regional park should be continued. The emphasis should be on the maintenance of the status quo, that is, the conservation of its natural features. Given budgetary limitations as of this writing (1986), there is no valid need to pursue a change in management. Although there is a need for an updated master plan, the cost of preparing such a plan and any changes to the park which might be recommended over time are not feasible from a current (1986) fiscal standpoint.

10. Allowable Uses: Recreation activities consistent with the Turnagain Arm section of the Anchorage Park, Greenbelt and Recreation Facility Plan and the Anchorage Trails Plan.

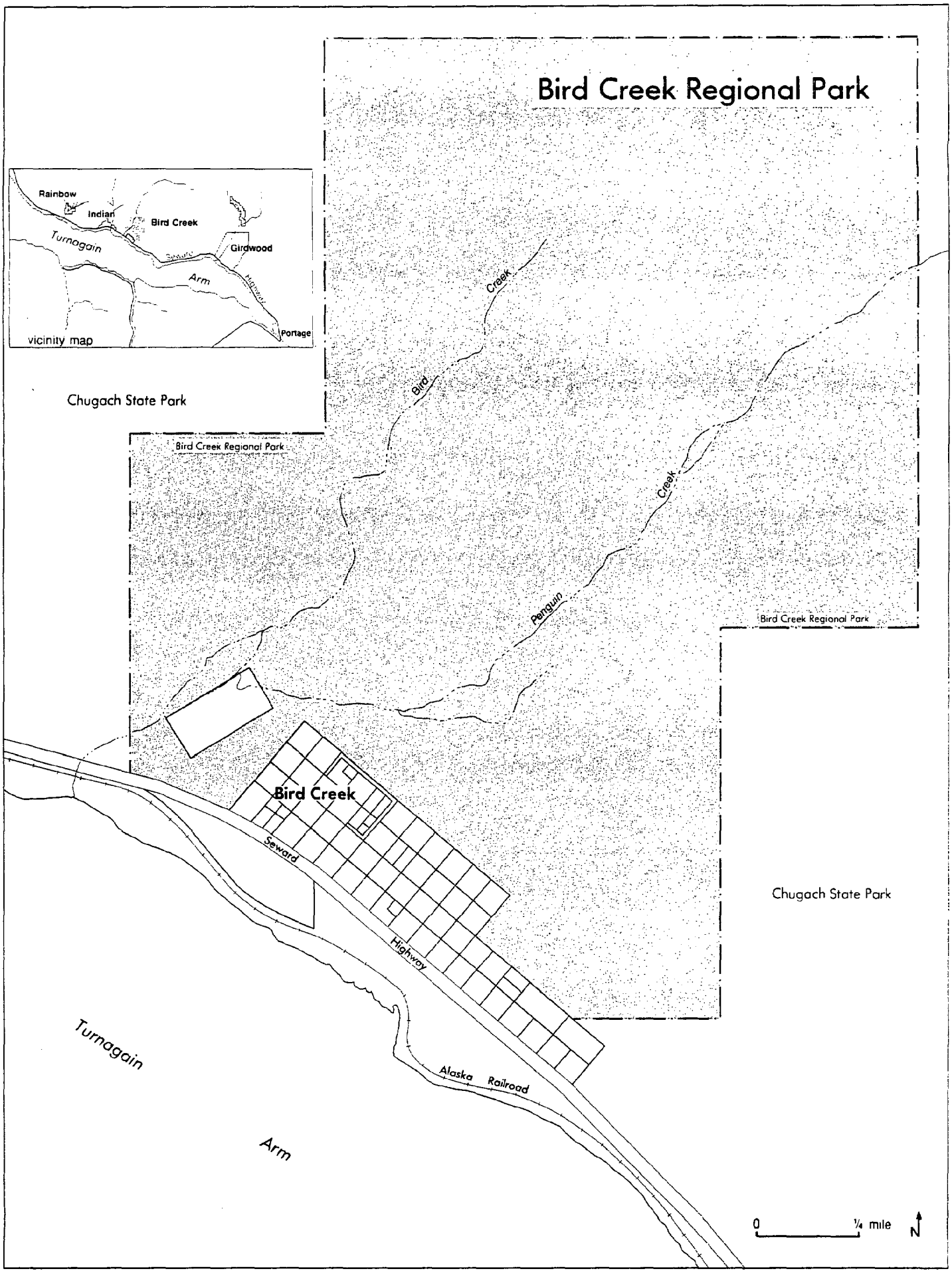
11. AMSA Categorical Classification:

    a. Area of unique, scarce, fragile or vulnerable natural habitat, physical features, historical significance, cultural value and scenic importance.

    b. Areas of natural productivity or essential habitat for living resources, including fish, wildlife and the various components of the food web critical to their well-being.

c. Area of substantial recreational value and/or opportunity.

12. Present and Anticipated Conflicts: The current need is to protect the natural characteristics of the regional park. An assessment of potential spruce bark beetle damage and potential fire hazard is warranted. Although a new master plan will eventually be needed, timing of such an effort needs to be carefully considered. Even the most rudimentary improvements such as better access, a park road and trails would entail extensive expenditures beyond short term fiscal capability. Current conflicts include indiscriminate use of firearms and high speed snowmobile use. A long term management strategy should be undertaken at the time of new master planning. There eventually should be more clearly defined access to the park; the State gravel extraction area should be reclaimed to the west of the Bird community and considered as an alternative access point to this regional park.


Bird Creek Regional Park
Rainbow
Indian
Bird Creek
Turnagain
Girdwood
Arm
Portage
vicinity map
Chugach State Park
Bird Creek Regional Park
Bird
Creek
Penguin
Creek
Bird Creek Regional Park
Bird Creek
Seward
Highway
Chugach State Park
Turnagain
Arm
Alaska Railroad
0
¼ mile
N

EAGLE RIVER VALLEY LOWLANDS

1. Value Classification:

   Primary: Recreation, flood control, open space.

   Associated: Wildlife habitat, scenic

2. Location:

   Region/Subregion: Southcentral, Eagle River

   Community/Orientation/Distance: Eagle River is located north/northeast of the metropolitan Anchorage area.

   Topographic Quad/1:25,000: Eagle River

3. Upland Acres: Within the valley lowlands, over 3,000 acres of wetlands have been identified with some 1,050 acres of uplands within the boundaries of the Eagle River Greenbelt.

4. Existing Ownership: State of Alaska, Municipality of Anchorage, Eklutna Inc., Fort Richardson Military Reservation

5. Existing Management: The Municipality of Anchorage regulates land use within the area under the provisions of Title 21. The Alaska Division of Parks manages portions of the drainage within Chugach State Park and some lands adjacent to Eagle River on the south side of the valley.

6. Adjoining Ownership/Management: The majority of the ownership adjacent to Eagle River is in private holdings east of Glenn Highway; west of Glenn Highway the ownership is Federal. The State of Alaska and the Municipality of Anchorage have small holdings adjacent to Eagle River.

7. Area Description:

   Eagle River is the Municipality's largest river running approximately 41 miles from its source at Eagle Glacier in a northwesterly direction to its mouth on Knik Arm. Within the 18 mile middle segment of the river, the lowlands reflect the physical form of a recently carved glacial landscape.

   Glaciers have advanced and retreated within the valley several times during the last million years, carving the

exposed, metamorphic bedrock of the valley walls and depositing unconsolidated materials such as sand, gravel and till over lowland sedimentary rocks. As the valley glacier withdrew, meltwater streams deposited sands and gravels while silts and clays were carried in suspension to be deposited in slackwater areas as sloughs. The creation of oxbow lakes, natural levees and other features of a low-gradient, high-sediment load stream valley point to a continuing process of erosion, deposition and reworking of these deposits by Eagle River and its tributaries. Thus, today the upstream portion of the study area is characterized by a braided channel, riverine terrace wetlands, and an extensive, broad floodplain. From the South Fork confluence to the Eagle River State Campground, the river enters a more confined channel, marked by steeper slopes which rise on the north to residential development.

The soils of Eagle River valley are formed by a variety of processes; the erosive effects of glacial ice and stream waters; through deposition as sediments are carried by glacial ice and meltwater to settle in lakes, ponds and streams; by accumulation of downslope slumping or creep, landslides, rockslides and avalanches and by weatherization processes such as freeze-thaw, ice-wedging, minor oxidation and hydration. Through these processes, a complex assemblage of soils comprised of 14 soils series and 34 soils types is found in the valley.

Silt and sandy loams comprise the majority of the valley bottom, interspersed with riverwash and areas of poorly drained peats. At the river's edge, mineral soils are derived from repeated flooding which deposits silt. Often, organic layers from streamside vegetation are repeatedly buried. At a later date, with stream channel relocation, the flooding frequency is reduced, allowing for uninterrupted soils development and accompanying changes in the associated plant life.

Six vegetation types have been mapped in Eagle River valley; coniferous, deciduous, mixed, forested bog, brush and open bog. Vegetative patterns largely reflect the amount of moisture in the soil. The first three categories, coniferous, deciduous and mixed, are generally found on well drained soils, whereas the remaining three are associated with poorly drained soils and high water tables.

The Eagle River valley provides important wildlife habitat as a largely untouched corridor from the alpine meadows within Chugach State Park to the tidal flats of Knik Arm. This valley is significant to the larger mam-

mals (such as moose, brown and black bear, and wolves) as well as populations of smaller mammals (such as beaver, muskrat, lynx, marten, mink, weasel, red fox, coyote, snowshoe hare, arctic ground squirrel, porcupine, hoary marmot, red squirrel, and possibly land otter). Red, silver, chum, pink and king salmon spawn in Eagle River. Rainbow and Dolly Varden trout are also present. Additionally, a variety of birds have been observed in the Eagle River region.

While moose roam the entire valley throughout the year, in winter they are more likely encountered where abundant food, such as willow, is found. In the upper valley "channel island" area adjacent to Chugach State Park, several preferred moose habitat areas are found. In this same area, wolves, bear, and migrating sandhill cranes, among other species, appear to be more abundant. The presence of top-of-the-food-chain predators (e.g., bear and wolves), as well as the diversity of plant and animal wildlife, attest to the richness and vitality of this river valley ecosystem.

9. Proposed Management: The Eagle River Valley is a resource of enormous value. Virtually the entire valley bottomland from the Eagle River State Campground to Chugach State Park is undeveloped and used extensively for recreation, particularly for canoeing, kayaking and rafting. Moreover, this land harbors large concentrations of moose, bears, wolves, bald eagles, salmon and trout, all within a valley of scenic grandeur minutes from a population of over 244,000 people. Given these characteristics, it is proposed that the majority of these valley lowlands be preserved as a river corridor park (an Eagle River Greenbelt), both for its recreational values and to protect its habitat values. This proposal was made at length in the Eagle River Greenbelt Plan and adopted by the Municipal Assembly in May, 1985 (AR 85-88).

10. Allowable Uses: Open space, recreational, wildlife habitat.

11. AMSA Categorical Classification:

    a. Area of unique, scarce, fragile or vulnerable natural habitat, physical features, and scenic importance.

    b. Area of substantial recreational value or opportunity.

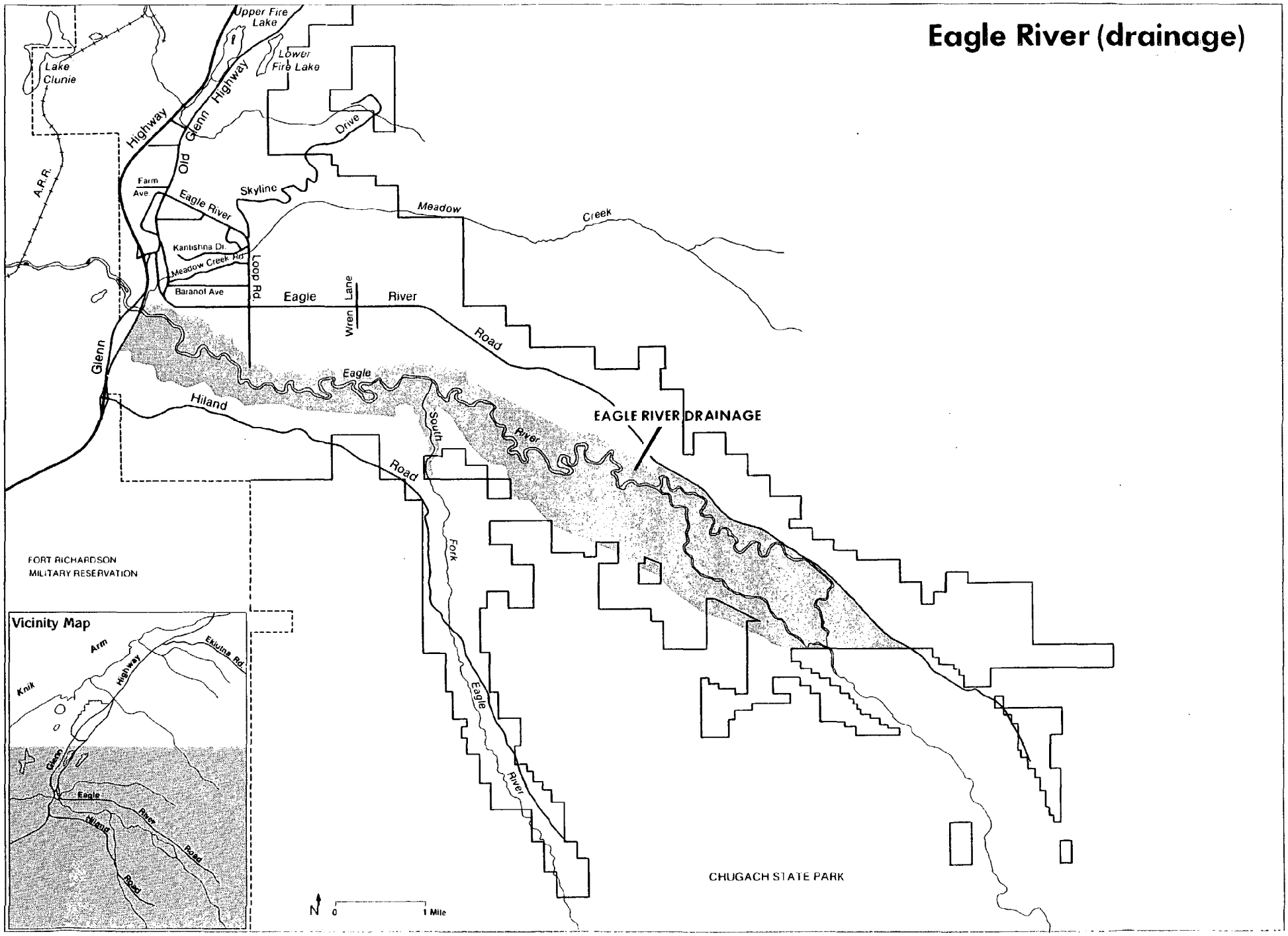
    c. Area of unique geologic or topographic significance which is susceptible to industrial or commercial development.

d. Area of significant hazard due to storms, slides, floods, erosion or settlement.

12. Present and Anticipated Conflicts:

Present conflicts involve water quality violations and trespass situations where people seeking recreation gain access to the lowlands without the private property owner's permission. As mentioned above in Section 9, it is believed that the acquisition and later development of the lowlands as a river corridor park (as specified in the Eagle River Greenbelt Plan) offers the best opportunity to reduce and manage these conflicts.

Eagle River (drainage)



FISH CREEK ESTUARY

1. Value Classification

Primary: Coastal wetland, scenic view, nature study, open space

Associated: Wetlands, marsh, unique physical feature in an urban environment, aesthetics, recreation

2. Location:

Region/Subregion: Southcentral, Anchorage

Community/Orientation/Distance: Area is within the metropolitan Anchorage area and drains into the Knik Arm of upper Cook Inlet.

Topographic Quad/1:25,000: Anchorage Bowl

3. Upland Acres: None

4. Seaward Distance for Protection: To mean low tide line of Knik Arm

5. Existing Ownership: The original City of Anchorage was given patent to the tidelands within the old city limits. Other owners include (1) Alaska Railroad (right-of-way), and (2) private ownership by adjacent property owners.

6. Existing Management: Municipality of Anchorage

7. Adjoining Ownership/Management: Upland ownership consists of the Alaska Railroad and private residential owners.

8. Area Description:

Dominant Physical/Biological Features: Fish Creek, particularly near its mouth, represents a unique coastal marsh system in an area surrounded by residential uses.

Fish Creek winds its way through the Municipality of Anchorage for six miles and drains an area of approximately 5.6 square miles. Much of this drainage area has been developed for residential and other urban uses. As a result, the creek is segmented by vehicular and rail traffic routes. In some areas, vegetation has been removed, creek banks have been modified, and the creek has been placed in culverts. Despite these changes, the creek remains a natural linear element traversing its

way through the Spenard area of Anchorage. With continued higher density development occurring in areas adjacent to the creek, Fish Creek will become even more valuable as a visual and recreational open space resource.

The AMSA area is a portion of Fish Creek representing approximately 1.25 miles located between Northern Lights Boulevard and Knik Arm. Adjacent land uses are primarily residential.

9. Proposed Management: The upstream wetland areas have been selected for increased protection through the Anchorage Wetlands Management Plan.

10. Allowable Uses: Scenic, recreational, open space, nature study

11. AMSA Categorical Classification:

    a. Area of unique, scarce, fragile or vulnerable natural habitat, physical features, and scenic importance.

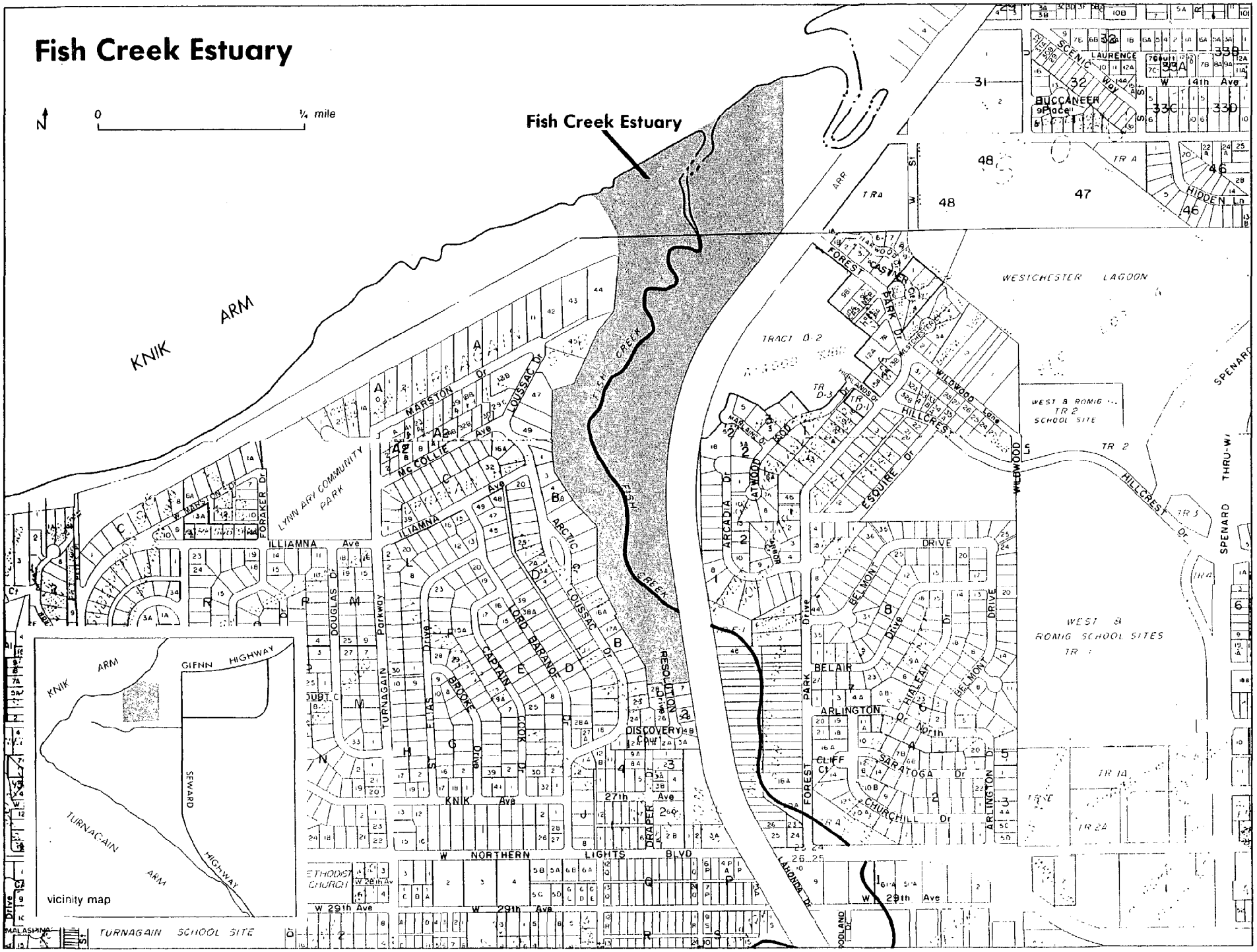
    b. Area of natural productivity or essential habitat for living resources, including fish, wildlife, and the various trophic levels in the food web critical to their well-being.

    c. Area needed to protect, maintain, or replenish coastal land or resources, including coastal floodplains.

12. Present and Anticipated Conflicts:

Fish Creek is presently held in private, Municipal and Federal ownership. The site is an excellent example of a coastal wetlands and estuary system; however, field visits to the site have revealed trash, car tires, and poor drainage due to blockages of Fish Creek. The site should be restored and cleaned up to protect the hydrologic flow of water into the wetland area; to enhance the aesthetic appeal of the area; and to protect the natural productivity and essential habitat for living resources. The Railroad should provide annual maintenance and cleanup on its property.

Fish Creek Estuary



OLD GIRDWOOD TOWNSITE SOUTH OF SEWARD HIGHWAY

1. Value Classification:

Primary: Wildlife habitat, scenic, passive recreation

Associated: Historic site, wetlands, other uses compatible with the Turnagain Arm Comprehensive Land Use Plan

2. Location:

Region/Subregion: Southcentral, Turnagain Arm

Community/Orientation/Distance: Area is within the Municipality of Anchorage/Old Girdwood Townsite, approximately 45 miles south from downtown Anchorage.

Topographic Quad/1:63,360: Turnagain Arm

3. Upland Acres: Approximately 217.60 Acres (land area only)

4. Seaward Distance for Protection: To the center of Turnagain Arm

5. Existing Ownership: The parcels within the Old Girdwood Townsite are in private ownership with a few in State ownership. The lands immediately adjacent to the Townsite are state-owned lands.

6. Existing Management: The area is currently managed by the state and the Corps of Engineers Wetlands Fill (404) Program.

7. Area Description:

Dominant Physical/Biological Features: The original Girdwood Townsite was built on the shores of Turnagain Arm. Subsidence following the Good Friday Earthquake of March, 1964, inundated the original townsite. Much of the original vegetation was killed by seawater. Today, 16 years after the earthquake, the vegetation has changed to a more saltwater tolerant plant community.

The site is flat, boggy and vegetated with grasses and sedges. The area has been identified by the State Department of Fish and Game as a resting and habitat area for migratory waterfowl and other birds.

Recreation, Scenic, Heritage or Wilderness Significance: The site offers scenic views of the entire Turnagain Arm, and offers a site for nature trails, passive recreation activities, picnicking, photography, and hiking.

Other Significant Resource/Land Use Values: The area is unsuitable for development; however, a few buildings exist from pre-earthquake days, but have subsided. The area is now a significant wetland area and Glacier Creek enters the Turnagain Arm through this wetland tract.

8. Proposed Management: The site should be designated as a State Game Refuge administered by the State Department of Fish & Game. In addition, nature trails or other appropriate visitor facilities should be developed in accordance with the Girdwood Coastal Wetland Master Plan Report. Any development of this area for passive recreational purposes should be closely coordinated with the State Department of Fish and Game.

9. Allowable Uses: Scenic, passive recreation, wildlife habitat area, nature study, hiking

10. AMSA Categorical Classification:

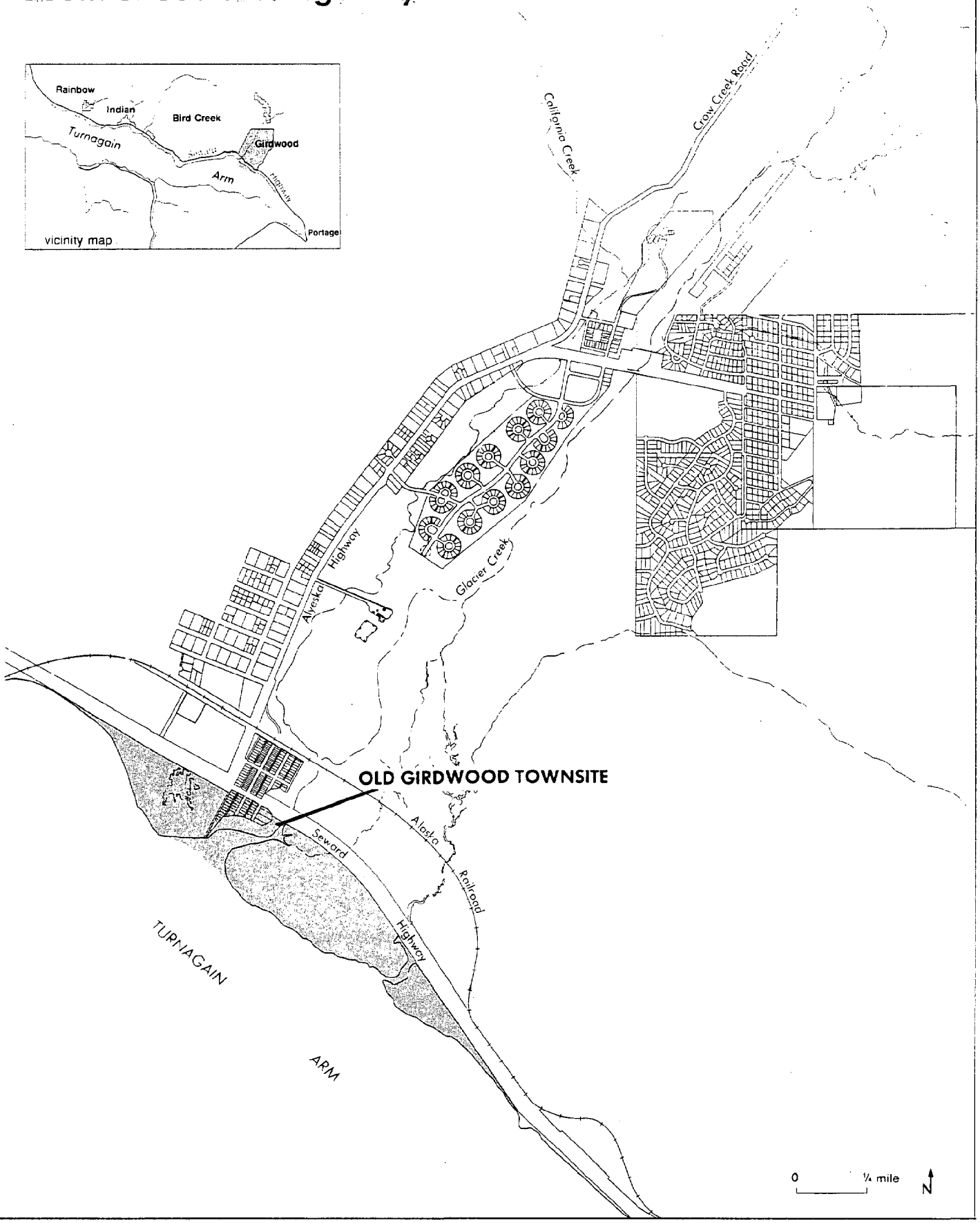
    a. Area of unique, scarce, fragile or vulnerable natural habitat, physical features, and scenic importance.

    b. Area of natural productivity or essential habitat for living resources including fish, wildlife, and the various trophic levels in the food web critical to their well-being.

    c. Area of significant hazard if developed, because of storms, slides, floods, erosion, settlement, etc.

11. Present and Anticipated Conflicts: The site presently contains parcels of privately owned land, the use of which could cause direct and significant impacts to the coastal marsh ecosystem. The site has been identified as having important habitat for migratory waterbirds. The area is used as a resting and feeding area. Future uses not conducive to the needs of migratory waterbirds could result in damage to the marsh and its use for waterfowl. The site is also entirely within the coastal floodplain and subject to future subsidence from seismic events.

Old Girdwood Townsite
South of Seward Highway



POINT CAMPBELL DUNES AND DELTA

1. Value Classification:

   Primary: Scientific, educational

   Associated: Scenic, recreation (dirt bikes, hang gliding)

2. Location:

   Region/Subregion: Southcentral, Turnagain Arm

   Community/Orientation/Distance: The site is within the Municipality of Anchorage located on Point Campbell facing Turnagain Arm.

   Topographic Quad/1:25,000: Anchorage Bowl

3. Upland Acres (Hectares): Not available

4. Seaward Distance for Protection: From mean high tide

5. Existing Ownership: Municipality of Anchorage

6. Existing Management: The site is the old Borough car dump and is presently used for motorcycle racing and hang gliding. The site is located within Kincaid Park.

7. Adjoining Ownership/Management: The site is located at the extreme southern boundary of Kincaid Park, adjacent to Potter Marsh State Game Refuge. Lands to the west are in Federal ownership and used for military purposes. Lands to the east are in private ownership and contain single-family residential homes.

8. Area Description:

   Dominant Physical/Biological Features: The site offers the highest topographic vantage point in the Anchorage lowland.

   A. One can see the physiographic "setting" of the entire upper Cook Inlet along 360° including the Alaska Range, Talkeetna Mountains and Chugach-Kenai Range. This is an excellent place to describe the glacial history of Anchorage because all four possible source areas of ice can be viewed. Evidence for each of the four glacial periods can be seen as follows:

a. Mt. Susitna Glaciation - the glacial profile of Mt. Susitna

b. Caribou Hills Glaciation - truncated spurs of the Chugach Mountains

c. Eklutna Glaciation - high level moraines on the Chugach Mountains

d. Knik Glaciation - the deposits on which most of Anchorage is built, including the lateral moraine along the Chugach Mountain front and all the gravel deposits at Point Campbell

B. The gravel deposits at Point Campbell are part of a unique feature--a delta which was formed in a proglacial lake. The gravel shows excellent bedding, channel filling, and collapse features. While gravel extraction was still in progress, exposures in this gravel were excellent. Most of them have been covered, but some are still visible along the access road. However, these exposures are very fragile and unless some effort is made to protect them, continued motorcycle use will probably deteriorate them.

C. The original topographic surface just to the north of the gravel pit area shows cliff head sand dunes. It is believed this is the only Anchorage locality where active sand dune migration can be observed. The dune on top has probably been activated by gravel extraction. Extraction disturbed the protective vegetation cover exposing sand to the prevailing wind.

The dune is spectacular because it is in the process of burying trees on the leeward or east side. The surface shows beautiful wind ripple marks. The cut edges show classic dune bedding deposits and buried soil horizons. This is an extremely fragile feature and is being damaged by dirt bikes in the area.

D. The deltaic features are unique. The gravels are part of a large feature which extends east toward Sand Lake Road and north toward Point Woronzof. The delta is fascinating because it faces "the wrong direction." The geological history is difficult to reconstruct as the geometry of the beds indicates that the melt

water flowed east toward the mountains. One would have expected it to flow west toward Cook Inlet.

The pebbles in the delta demonstrate rock types of all possible source areas including coal fragments from the Matanuska Valley.

9. Proposed Management: Recreational uses occurring at present are in conflict with the designation of this site as an AMSA. A management plan should be developed to accommodate all appropriate uses.

10. Allowable Uses: Recreational uses (dirt bikes, hang gliding), public access, educational and scientific study. Due to heavy public use, shooting should not be allowed in the immediate area.

11. AMSA Categorical Classification:

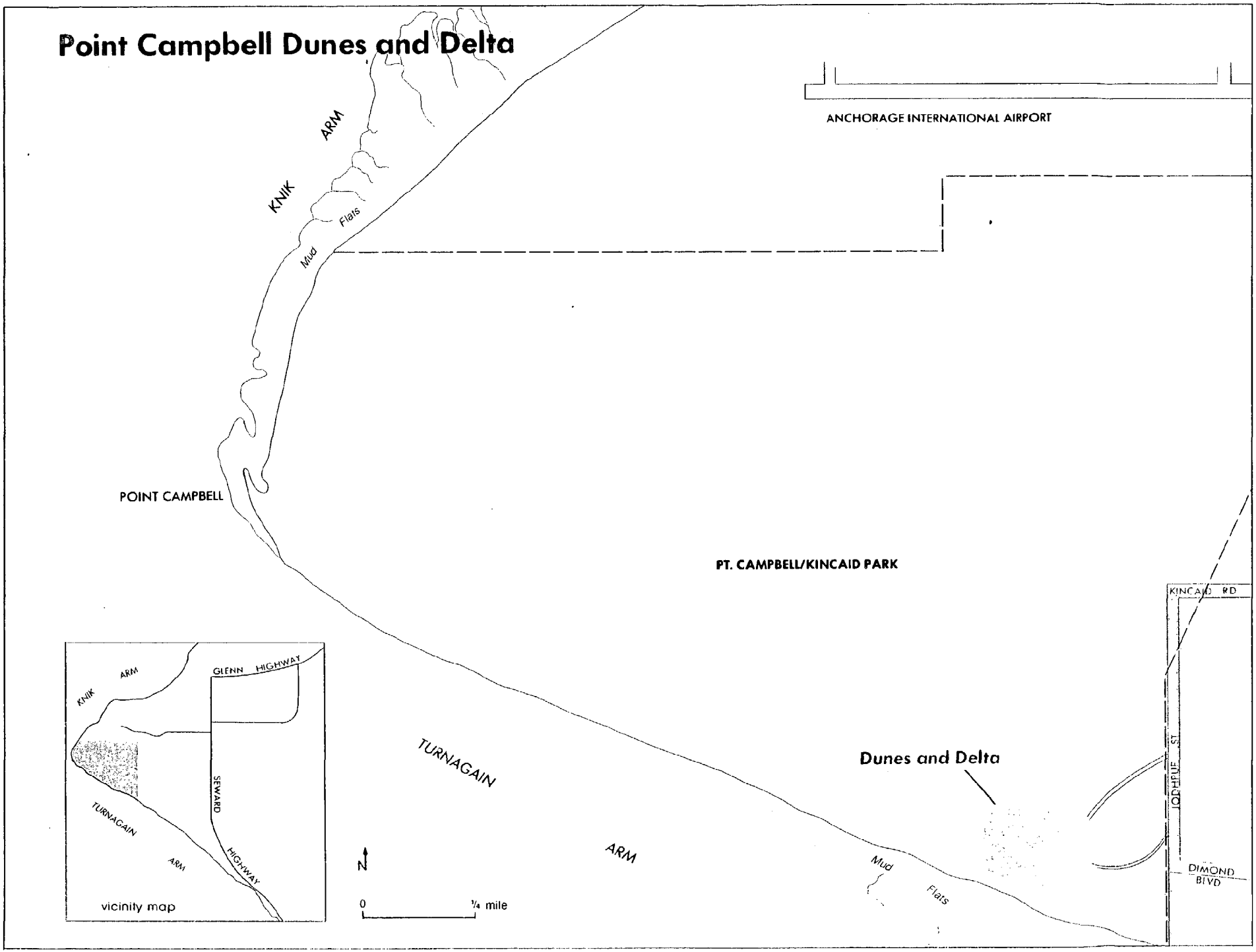
    a. Area of unique, scarce, fragile or vulnerable natural habitat, physical features, and scenic importance.

    b. Area with special scientific values or opportunities, including those where ongoing research projects could be jeopardized by development of conflicting uses and activities.

12. Present and Anticipated Conflicts:

The site is presently used by dirt bikes for races, by hang-gliders, and by hikers. The motorcycles have gone beyond their designated track, which creates a potential hazard to those individuals hiking or utilizing the adjacent sand dunes for other purposes. Since the area has identified educational and scientific values, a plan should be prepared which will accommodate not only motorcyclists, but all other users, too.

Point Campbell Dunes and Delta



POINT CAMPBELL-POINT WORONZOF COASTAL WETLANDS

1. Value Classification:

   Primary: Habitat, scenic, recreation

   Associated: Wetlands, salt water marsh, coastal flood zone

2. Location:

   Region/Subregion: Southcentral, Anchorage

   Community/Orientation/Distance: Area is within the Municipality of Anchorage.

   Topographic Quad/1:25,000: Anchorage Bowl

3. Upland Acres: None

4. Seaward Distance for Protection: To the Municipal political boundary in the Knik Arm of upper Cook Inlet

5. Existing Ownership: State tidelands

6. Existing Management: No present management except that which resides with appropriate State and Federal agencies having jurisdiction in tidelands. (An expansion to the Potter Point State Game Refuge to include these wetlands has been introduced before the State Legislature for consideration in their 1986 legislative session. This legislation is still pending as of October, 1986.)

7. Adjoining Ownership Management: Upland ownership is comprised of the Municipality of Anchorage and the State of Alaska.

8. Area Description:

   Dominant Physical/Biological Features: Several reports have identified this coastal marsh vegetation which supports numerous species of migratory waterbirds. The site is generally flat, boggy and vegetated with coastal marsh type grasses and is within the coastal floodplain.

   Recreation, Scenic, Heritage or Wilderness Significance: The site offers scenic views across Cook Inlet and excellent views of Fire Island. The area is highly scenic and offers an opportunity for nature viewing, photography, hiking and picnicking. The site is located close to the Anchorage metropolitan area yet

provides opportunities for viewing wildlife in a natural setting.

Other Significant Resource/Land Values: The area is unsuitable for development. The area is a significant wetland that could accommodate recreational use for a growing urban area as well as provide nature viewing opportunities.

9. Proposed Management: The site should be designated as a State Game Refuge, administered by the State Department of Fish and Game and included and made part of Potter Point State Game Refuge. A Point Woronzof-Point Campbell Wetlands Master Plan was developed to guide management of this area. This management plan should be implemented jointly by the Municipality of Anchorage, the State Division of Parks and the State Department of Fish and Game.

10. Allowable Uses: Coastal wildlife habitat area, scenic, passive recreation, nature study, hiking, picnicking

11. AMSA Categorical Classification:

    a. Areas of unique, scarce, fragile or vulnerable natural habitat, physical features, and scenic importance.

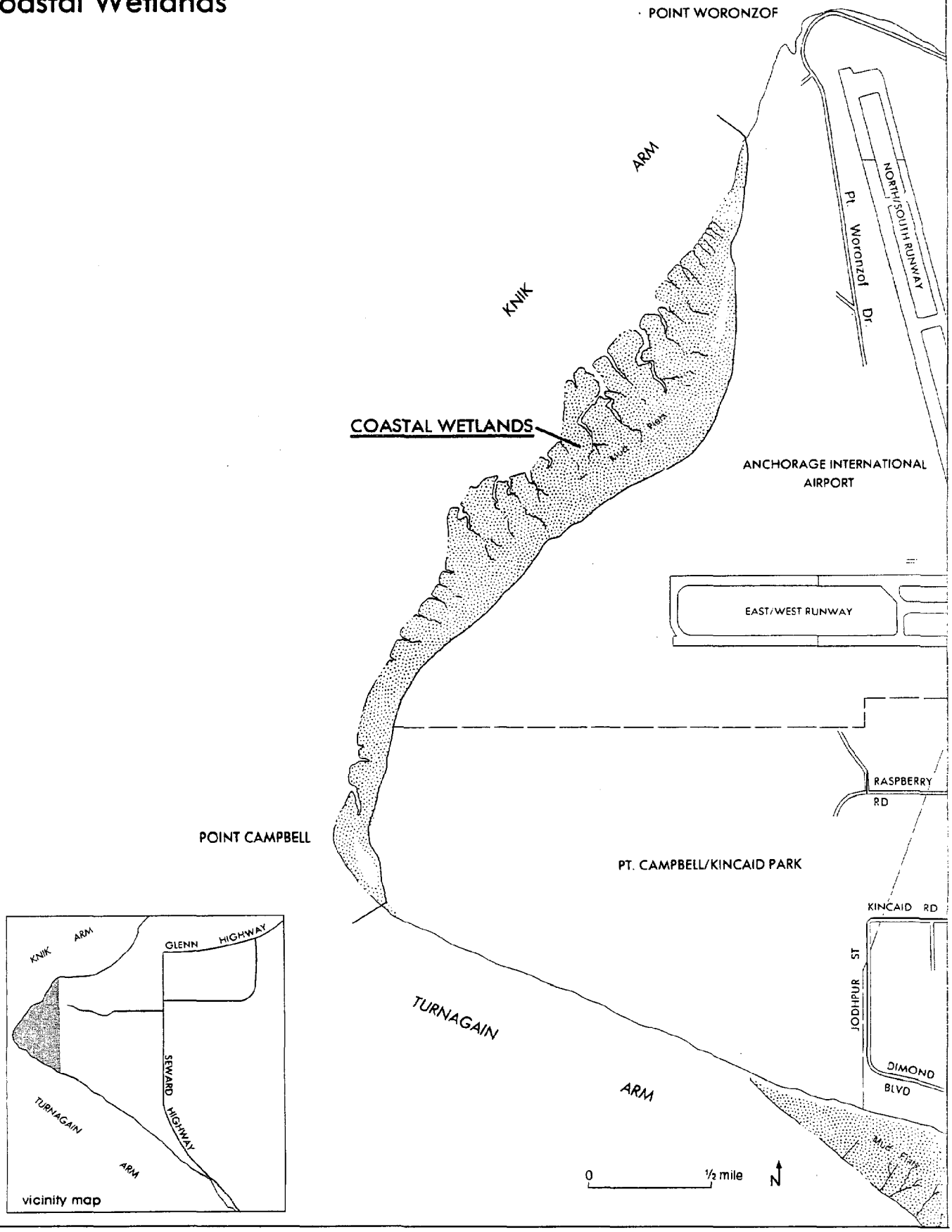
    b. Areas of natural productivity or essential habitat for living resources, including fish, wildlife, and the various trophic levels in the food web critical to their well-being.

    c. Areas of significant hazard if developed, because of storms, slides, floods, erosion, settlement, etc.

    d. Areas needed to protect, maintain, or replenish coastal land or resources, including coastal flood plains, beaches and offshore sand deposits.

12. Present and Anticipated Conflicts: No apparent conflicts exist at the site with the possible exception of occasional odors emitted from the wastewater treatment facility. The area has been identified by the State Department of Fish and Game as having a unique vegetative community that attracts a variety of birds and waterbirds.

Point Campbell-Point Woronzof Coastal Wetlands



POINT WORONZOF BLUFFS

1. Value Classification:

   Primary: Scientific, educational

   Associated: Scenic, open space

2. Location:

   Region/Subregion: Southcentral, Knik Arm of Cook Inlet

   Community/Orientation/Distance: Area is within the Municipality of Anchorage.

   Topographic Quad/1:25,000: Anchorage Bowl

3. Upland Acres (Hectares): Not available

4. Seaward Distance for Protection: From mean high tide line to top of bluff

5. Existing Ownership: State of Alaska in part and Municipal Land Selection

6. Existing Management: The area will be subject to use regulations for the new North/South Runway at the International Airport.

7. Adjoining Ownership/Management: The site is located between Earthquake Park and the Municipal Point Woronzof sewage treatment plant. The site will be subject to FAA regulations regarding approach zones for aircraft.

8. Area Description:

   Dominant Physical/Biological Features: The site is located on a north facing bluff on Point Woronzof. Slopes are generally in excess of 25 percent and classified as unstable. The site is that portion of the bluff situated between the tidal flat and the access road to the wastewater treatment plant. The area was nominated as an AMSA to protect an important strategic area and because it contains the only known fossil beds in the Anchorage area. The site also offers excellent views across Knik Arm toward Mt. McKinley and the skyline of Anchorage.

9. Proposed Management: The Anchorage Coastal Management Plan recommends that this area be designated as open space in order to facilitate the development of a coastal trail connecting Earthquake Park with other

areas along the bluff. (See Coastal Trails Plan.) This trail provides access to the site for educational and scientific purposes. It is recommended that the location not be posted as a scientific area in an attempt to avoid fossil excavation by non-professionals. The intent is to recognize the scientific value of the bluff and limit its use to this primary activity.

10. Allowable Uses: Educational and scientific study, public access via a bike trail along the top of the bluff, scenic viewing opportunities, and those uses compatible with the designation as open space.

11. AMSA Categorical Classification:

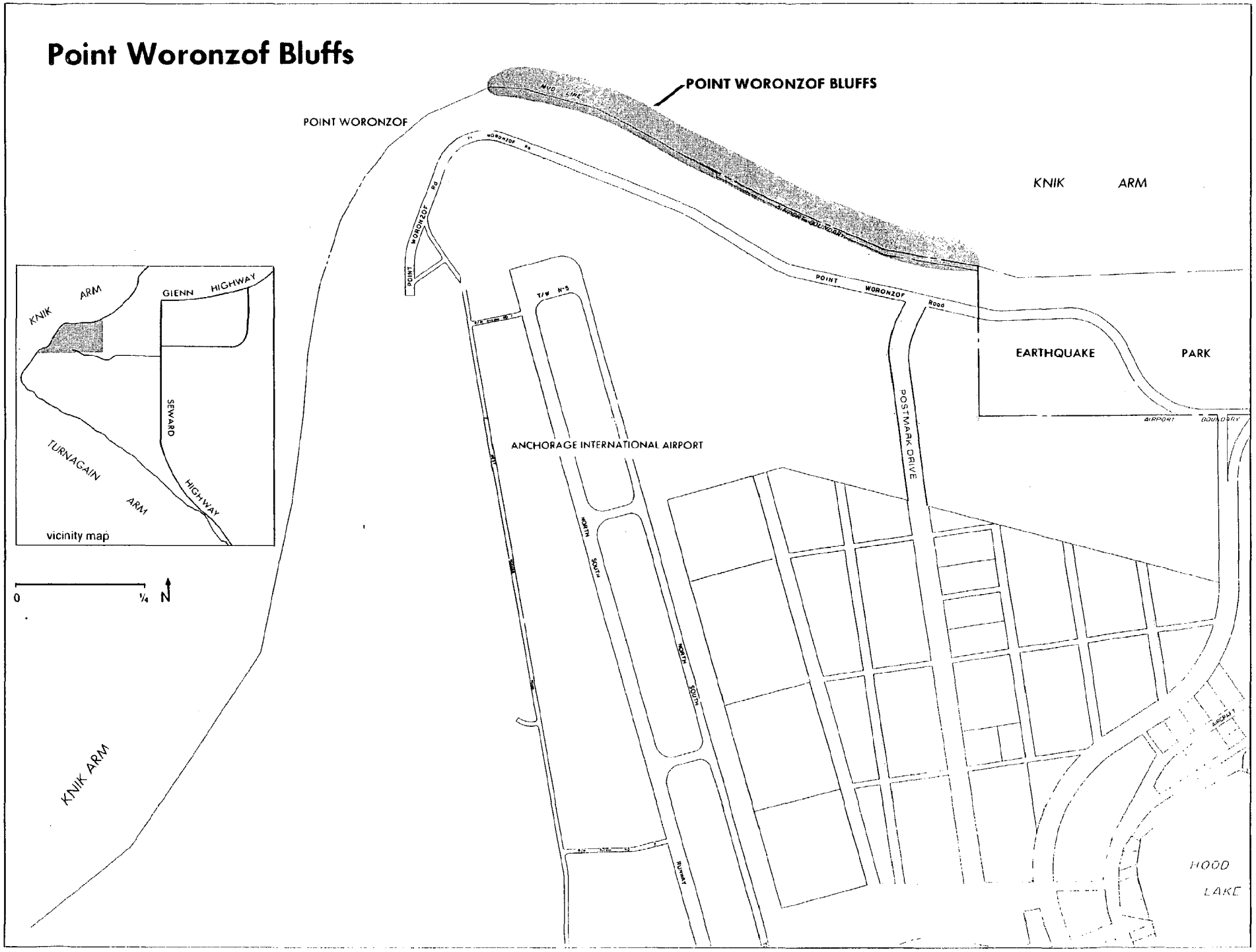
    a. Area of unique, scarce, fragile or vulnerable natural habitat, physical features, and scenic importance.

    b. Area of unique geologic or topographic significance which is susceptible to industrial or commercial development.

    c. Area with special scientific values or opportunities, including those where ongoing research projects could be jeopardized by development or conflicting uses and activities.

12. Present and Anticipated Conflicts: The site is located adjacent to and immediately north of the International Airport North-South Runway. Since this area is within the approach zone for arriving and departing aircraft, access to the site for educational and scientific purposes must be controlled. The Municipality has constructed a coastal trail through this area which provides access to the site.

Point Woronzof Bluffs



PORT OF ANCHORAGE AREA

1. Value Classification:

   Primary: Water-dependent and related uses, port facilities

   Associated: Support activities and water-related uses

2. Location:

   Region/Subregion: Southcentral, Anchorage

   Community/Orientation/Distance: Area is within the metropolitan Anchorage area

   Topographic Quad/1:25,000: Anchorage Bowl

3. Upland Acres: Not available

4. Seaward Distance for Protection: To the Municipal political boundary in the Knik Arm of upper Cook Inlet

5. Existing Ownership: Municipality of Anchorage, Alaska Railroad

6. Existing Management: Department of Transportation, Municipality of Anchorage. Lands within Ship Creek are owned and managed by the Alaska Railroad and leased for industrial purposes. A comprehensive port development plan has been prepared.

7. Adjoining Ownership/Management: Upland ownership is U.S. military and private land ownership.

8. Area Description:

   Dominant Physical/Biological Features: The Port of Anchorage is located at the mouth of Ship Creek on the tidal flats. The general site is the primary location within the Municipality that is capable of supporting a port facility and the required support services. The site is within the coastal floodplain, is subject to subsidence, mass wasting and other hazards. Only a small portion of this area remains vacant for future development and expansion.

9. Proposed Management: The present Port is managed by the Municipality of Anchorage. Lands immediately adjacent to the port, but within the AMSA designation, are owned and leased to private businesses by the Alaska Railroad. The mixed ownership pattern has resulted in the lack of

a comprehensive waterfront development plan. Due to limited space available for expansion, it is proposed that an urban waterfront zone be created. The comprehensive port development plan should be updated and revised when necessary.

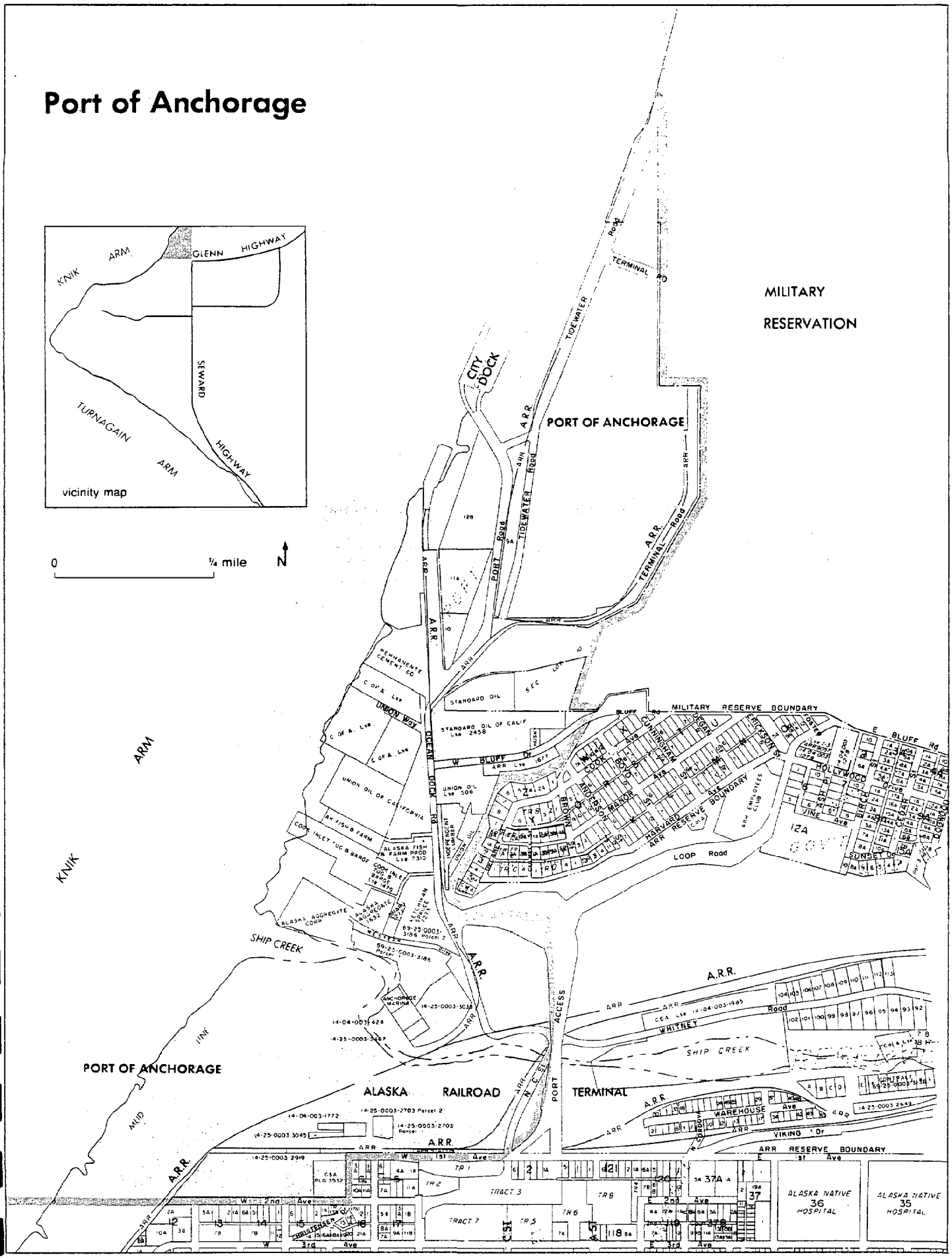
10. Allowable Uses: Water-dependent uses

11. AMSA Categorical Classification:

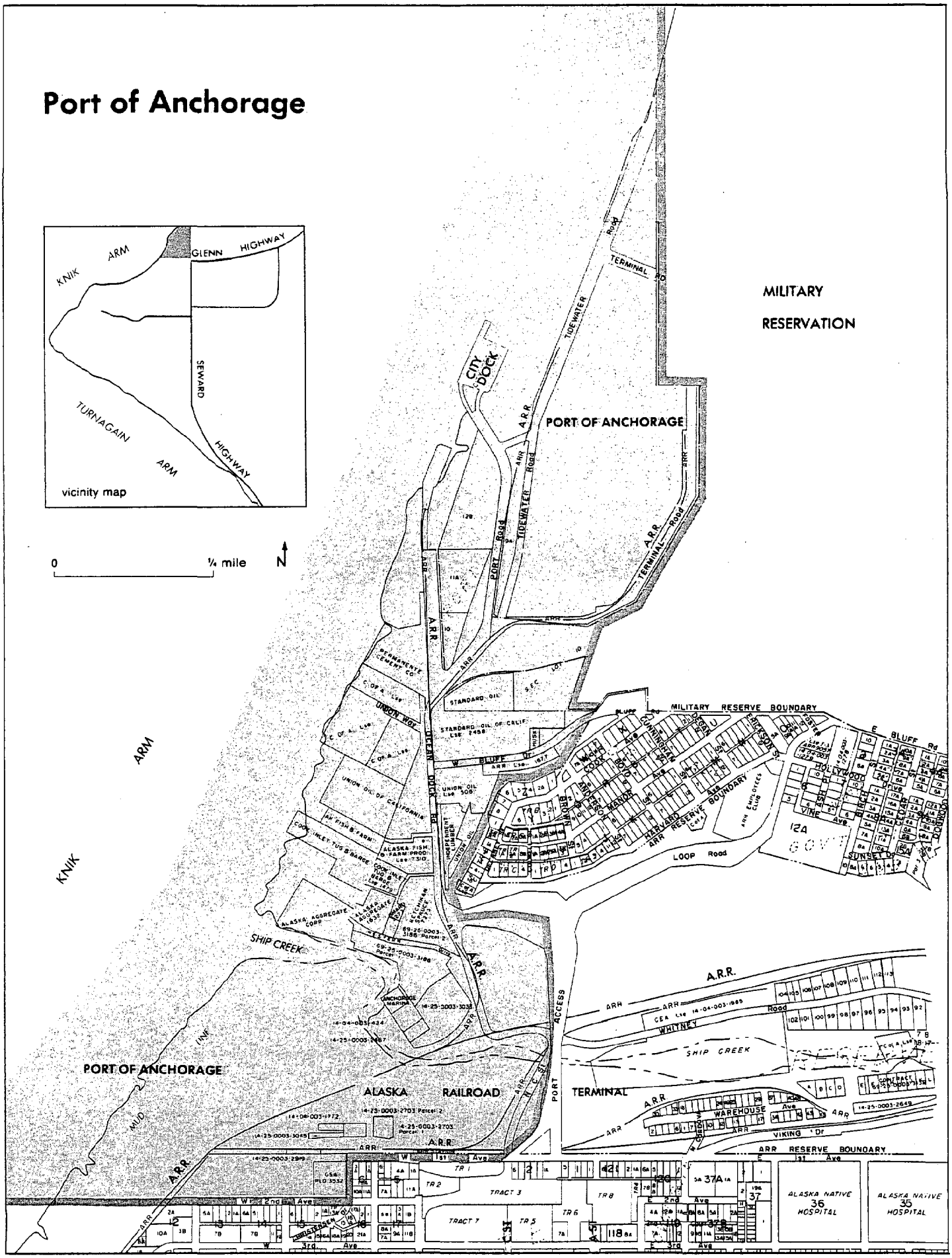
    a. Areas where development of facilities is dependent upon the utilization of, or access to, coastal waters.

12. Present and Anticipated Conflicts: Geographically, the Port of Anchorage is confined to a small area. The entire waterfront area is held in ownership by the Municipality and the Alaska Railroad. Since the Alaska Coastal Management Program requires consideration be given to water-related and water-dependent use over those uses not meeting the above requirements, a comprehensive plan is required to guide future growth and to have the Alaska Railroad meet consistency requirements necessary for such a plan to be implemented. The comprehensive planning process has not yet been completed. Present use of portions of the waterfront area do not utilize this area to the maximum extent possible and waste valuable waterfront areas.

Port of Anchorage



Port of Anchorage



SEWARD HIGHWAY/TURNAGAIN ARM SCENIC CORRIDOR

1. Value Classification:

   Primary: Scenic, recreation, transportation

   Associated: Major transportation route connecting Anchorage to the Kenai Peninsula. The Seward Highway along the Turnagain Arm is also part of the Alaska Railroad corridor.

2. Location:

   Region/Subregion: Southcentral, Turnagain Arm

   Community/Orientation/Distance: Area is within the Municipality of Anchorage.

3. Upland Acres (Hectares): Approximately 1,394 acres from Potter Station to the Kenai Borough border

4. Seaward Distance for Protection: Existing width of state right-of-way

5. Existing Ownership: State

6. Existing Management: The area is managed by the State Department of Transportation.

7. Adjoining Ownership/Management: The Alaska Railroad has withdrawals of land (right-of-way) adjacent to the Seward Highway. Other adjacent ownerships include Chugach State Park, private lands, and other Federal lands (Chugach National Forest and BLM in the Portage Area).

8. Area Description:

   Dominant Physical/Biological Features: The Seward Highway serves those portions of population concentrated south of the Anchorage Bowl generally along the Seward Highway and extending to Portage at the southern boundary of the Municipality. The Seward Highway parallels the Chugach Mountains where the mountainous terrain drops sharply and abruptly into Turnagain Arm. Scenic vistas offered along the highway corridor in-clude: glacial valleys, glaciers, a variety of vegetation types and a change in ecosystems; and a variety of wildlife species. Several streams cross the highway. These streams have several species of fish and offer fishing opportunities.

Recreation, Scenic, Heritage or Wilderness Significance: The public value of the area was first formally recognized in 1958 when the Secretary of the Interior withdrew certain lands in the Turnagain Arm for "protection of scenic values and public service sites." The Seward Highway offers access to recreation sites, wilderness areas and offers scenic significance worthy of protection.

Other Significant Resource/Land Use Values: Many historical and archaeological sites are found adjacent to the Seward Highway.

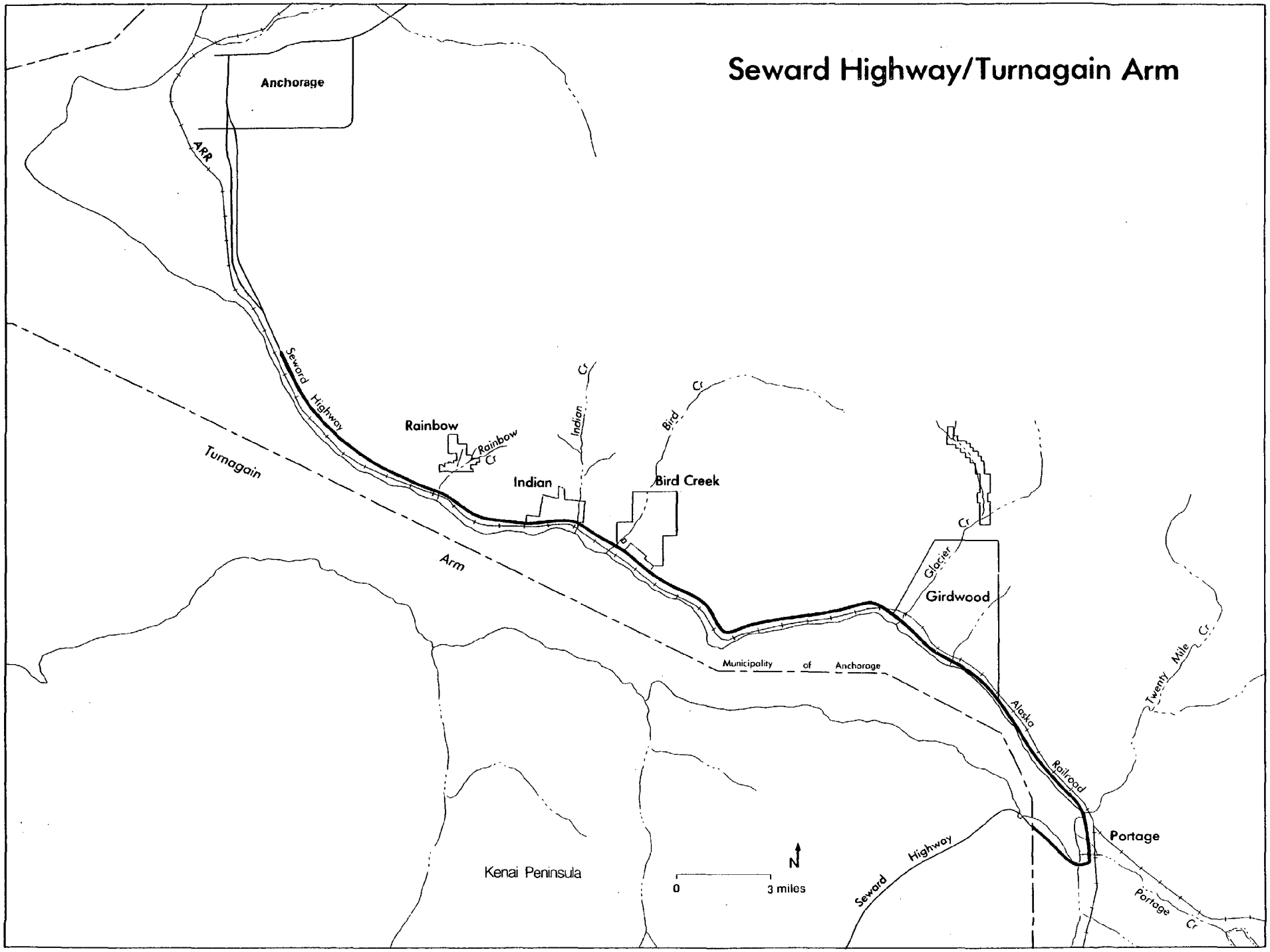
9. Proposed Management: The Seward Highway has been designated as a scenic corridor. As improvements are made to the highway, new highway markings should identify specific points of interest and pullouts should accommodate vehicular traffic at scenic vistas. The State of Alaska should prepare pamphlets describing the points of interest. In addition, highway improvements should be designed in a manner which would allow for maximum viewing from the roadway. Design and construction of improvements should also be done in a manner which would not unnecessarily detract from the surrounding natural setting.

10. Allowable Uses: All vehicular traffic, recreational activities and picnicking at pullout sites, and private development in areas already designated as development areas (Indian, Bird Creek, Rainbow and Girdwood).

11. AMSA Categorical Classification:

    a. Area of unique, scarce, fragile or vulnerable natural habitat, physical features, historical significance, cultural value, and scenic importance.

12. Present and Anticipated Conflicts: Conflicts that may arise in this area have been addressed in the Seward Highway Scenic Corridor Plan. The plan provides a management framework for preservation of the resources within the Seward Highway/Turnagain Arm AMSA.


Seward Highway/Turnagain Arm
Anchorage
ARR
Seward Highway
Rainbow
Rainbow Cr
Indian
Indian Cr
Bird Cr
Bird Creek
Turnagain
Arm
Glacier Cr
Girdwood
Municipality of Anchorage
Alaska Railroad
Twenty Mile Cr
Portage
Portage Cr
Seward Highway
Kenai Peninsula
N
0
3 miles

Chapter 6

Plan Implementation

CHAPTER 6

PLAN IMPLEMENTATION

The intent of the Anchorage Coastal Management Plan is to benefit the general community of the Municipality of Anchorage by guiding the development and protection of areas within the Anchorage Coastal Boundary. The effectiveness of the plan relies to a large extent on the mutual concern and respect for the various users and groups with an interest in this area. It is in this spirit of cooperation that the plan is to be implemented.

Introduction

The Anchorage Coastal Management Plan (CMP) addresses the various issues that concern land use suitability within the coastal boundary of Alaska's largest urban center. The Anchorage CMP has been incorporated as a functional element of the Comprehensive Development Plan (CDP), adopted September 28, 1982. The functional elements of the CDP include:

- Environment
- Transportation
- Parks and Open Space
- Energy

The purpose of including these various systems as functional elements of the CDP is to provide an integration between land use patterns and these components, as well as between the different systems themselves. The relationships between the functional plans and the CDP is depicted in Figure 6.1.

The focus of the Anchorage CMP, detailed in earlier chapters, is on the identification of specific resource areas within the Anchorage Coastal Boundary. The goals and policies developed for each Resource Policy Unit (RPU) are the enforceable components of the plan and determine which uses and activities are appropriate in each area. Actual implementation of the Anchorage CMP, however, relies on a variety of local, state and federal regulations and permitting processes that serve to further the goals and policies described in Chapter 4. These regulations, which are listed for each RPU in the "Controls" sections of Chapter 4, are the tools to implement the Anchorage CMP goals and policies. At the Municipal level, the Land Use Regulations contained in Title 21 of the Anchorage Municipal Code are the most important local implementing authority.

RELATIONSHIP BETWEEN FUNCTIONAL PLANS AND COMPREHENSIVE PLAN

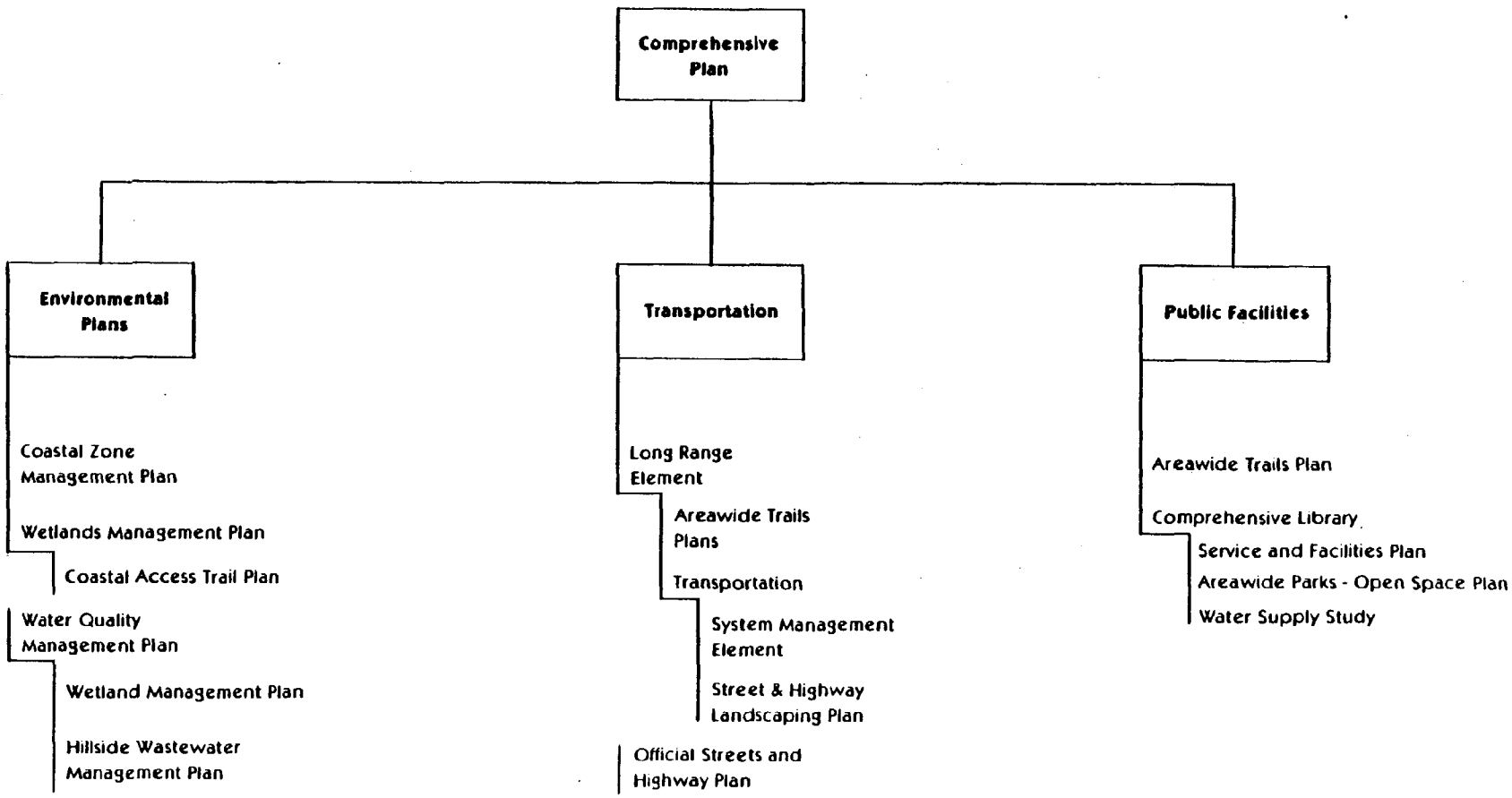


Figure 6.1

These local, state and federal regulations and permitting processes are implemented through the "consistency review process" described in this chapter. When a development proposal within the Anchorage Coastal Boundary is submitted that requires government permits or approvals, it is reviewed for "consistency" with the goals and policies of the Anchorage CMP. This is the consistency review process and is outlined below.

It should be noted that the consistency review process applies only to those projects occurring within the Anchorage Coastal Boundary. In order to determine whether a project will be subject to this review by falling within the boundary, the applicant should consult the Preservation, Conservation and Utilization Environment maps included in Chapter 4 or contact the Municipal Community Planning Department or the State of Alaska Office of Management and Budget, Division of Governmental Coordination.

If only Municipal permits or approvals are required (for example, building permits, excavation permits, rezonings, subdivision plats), the Municipality reviews the project for consistency with the goals and policies in Chapter 4. Based on the Anchorage CMP, a permit or other request may be approved, denied, or approved with certain conditions that mitigate for impacts to coastal resources. This Anchorage CMP review is incorporated into the Municipal review process which would normally accompany the request for a permit or approval.

If a project requires one state agency permit (whether or not a Municipal permit is required), a review is conducted by the State agency issuing the permit. The State agency is responsible to assure consistency with the Anchorage Coastal Management Plan, and to involve the Municipal staff in the review. If a Municipal approval is required, it is often issued contingent on receipt of the needed State permit.

If a project requires a Federal permit, or more than one State permit (whether or not a Municipal permit is required), a review for consistency with the Anchorage Coastal Management Plan is coordinated by the State Division of Governmental Coordination (DGC), within the Office of Management and Budget. Most projects have a 30-50 day review period for making consistency determinations. Mitigation measures may be required to assure a project's consistency with the goals and policies of the Anchorage CMP. Following the review, State and/or Federal permits are issued. Municipal permits are usually issued after the State review process has been completed; however, a preliminary Municipal approval may be granted, with final approval contingent on receipt of the State's consistency review and/or federal permit authorization.

The purpose of this chapter is to present a discussion of the important aspects of implementation of the Anchorage CMP, starting with the Anchorage Coastal Management Program consistency review

process in its various forms. Coupled with this section is a summary of the Municipal officials, agencies and legislative and advisory bodies involved in coastal management as the local implementing authorities which further the goals and policies of the Anchorage CMP. The following section of this chapter consists of a description of mitigation and a listing of potential mitigation measures based on the Anchorage Wetlands Management Plan. The aspects of monitoring and compliance as they affect both the Anchorage Coastal Management Plan and the Anchorage Wetlands Management Plan are presented at the end of this chapter. Finally, a brief section outlines the accomplishments made since the adoption of the original plan.

Consistency Review for Proposals Requiring Only Municipal Approval

If only Municipal permits or approvals are needed for a proposal within the Coastal Management Boundary, the Municipality of Anchorage conducts a consistency review. The review is coordinated by the Zoning and Platting Division of the Municipal Community Planning Department. Comments are sought from other Municipal agencies, including the Comprehensive Planning Division, Parks and Recreation, Public Works, Health and Human Services, and utility agencies. The Zoning and Platting Division consolidates a response, indicating whether the proposal is consistent with the goals and policies of the Anchorage Coastal Management Plan. A copy of the "Planning Criteria Performance Checklist," which formalizes the local Anchorage CMP review, is included in Appendix C. This finding is then included in the permit or approval review process. The permit or authorization review processes are governed by Title 21 (Land Use Regulations) of the Anchorage Municipal Code. Generally, a permit or authorization is not issued if a project is inconsistent with the Anchorage Coastal Management Plan. In many cases, a project is altered slightly to make it consistent with the plan through the use of mitigation techniques described later in this chapter.

The Municipality also reviews wetland development proposals for consistency with the Anchorage Wetlands Management Plan, an element of the Anchorage Coastal Management Plan. This review takes place in the Comprehensive Planning Division, Community Planning Department. Permits are issued for development projects located in wetlands classified as Developable by the Anchorage Wetlands Management Plan. These permits are issued administratively by the Comprehensive Planning Division under the delegated authority of the U.S. Army Corps of Engineers General Permits 83-1 and 83-2, for projects which are consistent with the standard conditions developed for these permits. These standard conditions are based on the management recommendations of the Anchorage Wetlands Management Plan and the related goals and policies of the Anchorage CMP. Copies of the General Permits and related conditions are included in Appendix C.

Permits for development within wetlands classified for Preservation, Conservation, Special Study, or Developable wetlands within 65' of a stream or lake, must be obtained from the U.S. Army Corps of Engineers. The Corps of Engineers' review process includes an analysis of a project's consistency with the Anchorage Wetlands Management Plan, as a primary element of the local public interest review.

Consistency Review for Proposals Needing One State Approval

Activities requiring only one State permit are reviewed for consistency with the Anchorage Coastal Management Plan by the agency issuing the permit. The agency normally contacts the Coastal Program Coordinator in the Community Planning Department for comments regarding a project's consistency with the Anchorage CMP. If necessary, stipulations are suggested to bring a project into consistency with the Anchorage CMP and carried on the State permit. If Municipal permits are also required, they are generally issued subject to receipt of the needed State permit.

Consistency Review for Proposals Needing a Federal Permit or Two or More State Approvals

The Division of Governmental Coordination (DGC) within the Governor's Office of Management and Budget conducts consistency reviews for projects requiring a Federal permit or two or more state permits; DGC obtains comments from several state agencies, and requests a formal consistency review by the Municipality in these cases. The Municipal review is conducted by the Coastal Program Coordinator within the Comprehensive Planning Division of the Community Planning Department. If necessary, stipulations are suggested to bring a project into consistency with the Anchorage CMP and carried on the state and/or Federal permit.

Any applicant for a required Federal license or permit to conduct an activity affecting land or water uses within the Anchorage Coastal Boundary must provide a certification that the proposed activity complies with the state's approved program and that such activity will be conducted in a manner consistent with that program. No license or permit may be granted by the Federal agency until the State's designated agency has concurred with the applicant's certification. If the state fails to act, concurrence is presumed.

The twenty-two specific federal permits and licenses which will automatically be reviewed at the State level for consistency with the Anchorage Coastal Management Plan are:

Department of Agriculture, U.S. Forest Service (USFS)

1. permits for water easement on USFS land.
2. Permits for construction on USFS land.
3. Special use permits where the activity would significantly affect the coastal zone.

Department of Defense, Army Corps of Engineers

1. Permits under Section 9 and 10 of the Rivers and Harbors Act.
2. Permits under Section 4(f) of the OCS Lands Act, authorizing artificial or fixed structures on the

OCS.
3. Permits for ocean dumping.
4. Permits for discharge of dredged or fill material into navigable waters, pursuant to Section 404 of the Clean Water Act.

Department of Energy, Federal Energy Regulatory Commission

1. Licenses for construction and operation of nonfederal hydroelectric plants and associated transmission lines.
2. Orders for interconnection of electric transmission facilities.
3. Certificate of public convenience and necessity for the construction and operation of natural gas pipeline facilities.
4. Permission and approval for abandonment of natural gas pipeline facilities.

Environmental Protection Agency

1. Permits for discharge of pollutants into navigable waters.
2. Permits for disposal of sewage sludge.
3. Permits for new sources or modification of existing sources and waiver of compliance of time to meet air quality standards.
4. Exemptions from clean air standards for stationary sources.

Department of the Interior

1. Permits and licenses for drilling and mining and related facilities on public lands.
2. Permits for pipeline right-of-way on public lands and the OCS.
3. Permits and licenses for rights-of-way on public lands.
4. Permits and licenses for drilling and mining on OCS lands.

Nuclear Regulatory Commission

1. Permits and licenses for the siting, construction, and operation of nuclear facilities.

Department of Transportation, U.S. Coast Guard

1. Permits for construction or modification of bridge structures and causeways across navigable water.

2. Permits for siting, construction and operation of deep water ports.

Approvals or permits required from various state agencies are categorized in three ways (see 6 AAC 50.050). Category A involves those activities which do not have a significant impact in the coastal zone and are categorically consistent with the Alaska Coastal Management Program (ACMP). Category B includes projects that can be made consistent with the ACMP by imposing standard stipulations on the applicable permits. The third category or classification of permits, Category C, involves those activities requiring individual project review for consistency with the ACMP and Anchorage Coastal Management Plan policies.

Contained within Category B are the General Permits issued to the Municipality of Anchorage by the U.S. Army Corps of Engineers for placement of fill material within "Developable wetlands", designated in the Anchorage Wetlands Management Plan. Other activities contained within the general concurrence category which could impact activities within the Municipality of Anchorage include:

- recreational placer mining,
- temporary loading and unloading,
- temporary navigational sites,
- stream gauges,
- equipment crossing of streams,
- instream activity for habitat improvement,
- surface oiling of roads,
- non-psd air quality emissions, and
- pesticide applications.

Many of these activities occur predominantly on state land and thus the impact within the Municipality is generally small. All other state-authorized uses or activities within the Anchorage Coastal Boundary require an individual coastal management consistency review. The specific guidelines for state consistency determinations are contained within 6 AAC 50, "Project Consistency with the Alaska Coastal Management Program."

Elevation Rights During a Consistency Review

One of the benefits of having an approved coastal management plan is that the Municipality of Anchorage or the project applicant have the right to "elevate" a consistency determination if there is disagreement on its conditions. State regulations 6 AAC 50.070 (j-k) state that if there is not concurrence on a proposed consistency determination it may be elevated to the resource agency

division directors, and as necessary, to the commissioners, for their review to form a mutually acceptable consistency determination. Each level of elevation must occur within 15 days, starting with date of the original DGC finding. The coordinating agency during the consistency review will arrange meetings and act as mediator. If no consensus is reached, the governor is the final arbitrator.

Requirement for Municipal and State Compliance with District CMPs

Municipalities and state agencies must administer land and water use regulations in conformity with district coastal management programs. The statutes of the Alaska Coastal Policy Council and the Alaska Coastal Management Program both state this requirement for consistency with local CMPs (AS 46.40.100).

If a coastal district, a citizen of the district, or a state agency shows that a district program is not being implemented, enforced, or complied with, the Alaska Coastal Policy Council will convene a public hearing to consider the matter. This appeal procedure is significant because it provides an avenue for interested third parties not directly involved in a consistency review to raise an issue if they feel their concerns have not been incorporated into the consistency determination. A hearing initiated under authority of this subsection is held in accordance with the Administrative Procedure Act (AS 44.62). After the hearing, the council may order the coastal district or state agency to take any action which the council considers necessary to implement, enforce, or comply with the district coastal management program.

In determining whether an approved district coastal management plan is being implemented, enforced or complied with by a coastal district which exercises zoning authority or controls on the use of resources within the coastal boundary, the Alaska Coastal Policy Council will support the district if:

1. zoning or other regulations have been adopted and are being enforced;

2. variances are being granted according to procedures and criteria which are elements of the district coastal management program, or the variance is otherwise approved by the council; and

3. procedures and standards adopted by the coastal resource district as required by this chapter or by the guidelines and standards adopted by the council and subsequently approved by the legislature have been followed and considered.

In determining whether a state agency is complying with a district coastal management program with respect to its

regulation of resources within the Anchorage Coastal Boundary, the council suports the agency's action if:

1. the use or activity for which the permit, license or approval is granted is consistent with the coastal management program and regulations adopted under it; and

2. the use or activity for which the permit, license or approval is granted is consistent with requirements imposed by state statute, regulation, or local ordinance applicable to the use or activity.

Consistency Review of Direct Federal Actions

The State DGC routinely requests the Municipal Department of Community Planning, Comprehensive Planning Division, to review all direct Federal actions that occur within the Anchorage Coastal Boundary. The Coastal Program Coordinator or his designee conducts a consolidated Municipal review, as discussed in the previous section on Municipal reviews. With input from the Municipality and state resource agencies, DGC then notifies the federal agency that the state concurs or objects to the direct federal action. The state may identify alternative measures which, if adopted by the sponsoring federal agency, would make the project consistent with the Anchorage Coastal Management Program.

Direct Federal activities include development projects within the coastal zone and activities within or outside the coastal zone which significantly affect the coastal zone.

A federal development project is a federal activity involving the planning, construction, modification, or removal of public works, facilities, or other structures, and the acquisition, utilization, or disposal of land and water resources. Any federal agency which undertakes any federally sponsored development project in the coastal zone must ensure that the project is, to the maximum extent practical, consistent with the approved state management programs. This applies to activities which cause:

1. changes in the manner in which land, water, or coastal zone natural resources are used;

2. limitations on the range of uses of coastal zone natural resources; or

3. changes in the quality of coastal zone natural resources.

Who Implements the Anchorage Coastal Management Plan?

Several Municipal officials, agencies, legislative bodies and advisory groups are involved in the Anchorage Coastal Management Program. Those listed below may directly implement the Anchorage Coastal Management Plan by applying policies to development proposals, or by affecting the policies themselves.

Mayor. The executive and administrative power of the Municipality of Anchorage is vested in the Mayor. The Mayor may decide controversial issues regarding coastal management. The Mayor's decisions can be overturned by the Assembly.

Department of Community Planning. The Department of Community Planning, Division of Comprehensive Planning, is responsible for conducting reviews of proposed activities in the coastal zone or wetlands. Community Planning also conducts planning activities which concern portions of these areas.

Assembly. The legislative power of Anchorage is vested in an Assembly of 11 members. All policy changes in the Anchorage Coastal Management Plan must be approved by the Assembly. The Assembly reviews coastal zone development proposals in its role as the Board of Adjustment, hearing appeals concerning applications for conditional use permits or plat approval; or as part of requests for rezonings, which require Assembly approval.

Planning and Zoning Commission. The Planning and Zoning Commission consists of nine members appointed by the Mayor. It is charged with advising the Assembly through the preparation of appropriate plans, policies and ordinances for implementing the Municipal planning and zoning function. Technical support is provided to the Commission by the Community Planning Department and other Municipal departments.

Platting Board. The Platting Board has jurisdiction over the platting (subdivision) of lands.

Zoning Board of Examiners and Appeals. This Board decides requests for variances from the zoning regulations and also rules on appeals of administrative action concerning zoning regulations, floodplain regulations, mobile home park regulations, or the denial of permits.

Geotechnical Advisory Commission. The Geotechnical Advisory Commission is an appointed board of nine members. The Commission is an advisory body making recommendations regarding facility design and siting considerations for development proposed in seismic risk and other geotechnically hazardous areas. Recommendations are incorporated into analyses conducted by the Building Official within the Department of Public Works and reviewed by the Platting Board.

Mitigation

Development within the Anchorage Coastal Boundary should be consistent with the policies for each particular Resource Policy Unit contained in Chapter 4. In order to be consistent with these policies, a development proposal may need certain mitigating measures that avoid, reduce or eliminate the anticipated impacts to coastal resources identified in the Anchorage Coastal Management Plan and the Anchorage Wetlands Management Plan (WMP). The concept of mitigation has been developed primarily as an adjunct to the National Environmental Policy Act, including Section 404 of the Clean Water Act, as a means to minimize the potential adverse impacts that can result from various development activities, though most often dealing with dredging and filling activity. As such, mitigation has come to be narrowly defined as compensation for adverse environmental impacts to wetlands resources, and it includes important considerations such as seeking project alternatives that avoid all adverse environmental impacts and altering project timing to reduce immediate project-related impacts. In the mitigation chapter (Chapter 9) of the Anchorage Wetlands Management Plan, mitigation is defined to include the following elements:

1. avoiding the adverse impacts altogether by not taking a certain action;
2. minimizing impacts by limiting the degree or magnitude of the action;
3. rectifying the impact by repairing, rehabilitating or restoring the affected environment;
4. reducing or eliminating the impacts over time by preservation and maintenance operations during the life of the action; or
5. compensating for the impact by replacing or providing substitute resources or environments.

The discussion of mitigation that follows is based on the more recently adopted Anchorage WMP which includes a variety of suggested mitigation techniques that have been employed by the Municipality of Anchorage. As such, the mitigation strategies described relate primarily to wetlands impacts, but these same techniques can serve as mitigation measures for development proposals in other Resource Policy Units within the Anchorage Coastal Boundary.

The objective of using mitigation techniques is to retain the balance built into the Anchorage WMP by allowing development of less critical areas while protecting the functions and values provided by these areas.

In order to determine the type and degree of mitigation that will be most effective and economical in any particular situation, the type and extent of project related impacts must be clearly understood. For unavoidable impacts resulting from a project that is

found to be otherwise consistent with the Anchorage Wetlands Management Plan and the Anchorage Coastal Management Plan, measures shall be taken to minimize the impact to the extent practical or offset the impact by repairing, rehabilitating or restoring degraded wetlands, preferably on-site or possibly off-site. The proposed development should incorporate mitigating measures to the maximum extent practical.

The techniques commonly employed by the Municipality of Anchorage as mitigation, based on the Anchorage WMP, are discussed in detail below. These are suggested techniques to mitigate impacts and therefore enable a project to be consistent with the policies of the Anchorage CMP. It should be noted that mitigation is implemented on a case by case basis, but the techniques listed below are commonly employed by the Municipality of Anchorage. Mitigation is generally defined to include:

Description of Potential Mitigation Measures. In order to determine which mitigating measures are likely to be most effective and economical, the type and extent of impacts must be anticipated. Although each development proposal must be examined in relation to the coastal resources potentially affected, it is useful to consider potential mitigation measures for impacts which are typically associated with the more common development activities.

It is possible to define certain general classes of mitigation techniques according to the three primary phases of development; planning and design, construction, and operation.

Actual onsite or offsite mitigation measures may include certain of the following descriptive mitigation methods or some combination of these and other methods. Table 6.1 should be referred to for a more definitive listing of mitigation techniques relative to activities in wetlands and RPU's within the Anchorage Coastal Boundary, although this list is not exhaustive.

Planning and Design. The best time--and essentially the only time--to develop effective and economical mitigation measures is during initial project planning and conceptual design. The effectiveness of the mitigation techniques will depend upon an adequate development review process and the ability to include mitigation measures in project development plans. Revising a development plan after it has been finalized is not only costly, but it is less likely to be effective in protecting the resource values of the area to be affected.

Select an Acceptable Development Site. In the past, development sites have often been selected without regard for the resource values which may be impacted. With growing awareness of the significance of certain coastal resources and knowledge of the costs of construction and facility installation in these areas,

TABLE 6.1

MITIGATION MEASURES

Environments	PLANNING							DESIGN																CONSTRUCTION											
MITIGATION MEASURES	Roads, Utility Lines			Housing		Land Exchange	Restoration	Site Design			Facility Design													Surcharging											
	Delete from long range plan	Restrict hook-ups	Use common corridors	Trade density for open space	Retain wetlands as drainage ways	Encourage land trades	Restore valuable areas	Cluster building	Creek, lake, and wetland setbacks	Minimize paved areas	Pilings for foundations	Minimize structure pad size	Impervious barriers in trenches	Avoid perforated storm drains	Decrease road right-of-way	Use thin road pads	Use filter fabric, porous pad material	Consider elevated causeways	Use multiple culverts	Replace lost wetland functions	Avoid stream rechannelization	Avoid critical wildlife cycles	Consider winter construction	Control siltation	Silt curtains	Dikes around spoil areas	Trench plugs	Slope protection and revegetation	Sediment basins	Don't use polluted fill	Proper disposal of debris	Minimize ground cover disturbance	Avoid fill in creeks and lakes
Preservation	A					A	A																												
Conservation	A	A	A	A	A	B	B	A	A	A	B	B	A	A	A	B	B	A	A	A	A	B	A	A	A	A	A	A	A	A	A	A	B	A
Utilization	B	B	A	A	A	A	B	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A

A = Primary mitigation measure

B = Secondary mitigation measure

Interpretation: The mitigation measures recommended in this Table are to be used as guidelines, not as requirements. The table is to be viewed as a checklist of techniques which reduce the impacts of development. It can be used as an aid in evaluating future site specific proposals.

development in these areas is expected to become much more selective. Increasingly, development should occur in less critical areas, with the most important resource attributes being protected (e.g. the hydraulic and habitat functions of a wetland).

Limit the Size of Development. All other considerations being equal, development impacts to coastal resources are a direct function of the size of development. Critical areas are identified in the Resource Policy Units section of this plan and placed in the Preservation Environment where development is discouraged. Also, in areas identified as Conservation and Utilization, there may be pockets of important resources that should, to the extent practical, be avoided in the construction of the project. A major incentive for locating a development in the more environmentally acceptable Conservation and Utilization sites is that the regulatory agencies will probably require costly mitigation measures in the less acceptable Preservation sites.

Provide Buffer Zone. The interface between coastal resources and the surrounding lands is the most critical impact zone. If these interface areas can be protected from significant disturbance, then the impacts associated with the development proposal can be minimized. One means of achieving this protection is by providing a buffer zone--such as a greenbelt or vegetative screen--between the coastal resource and the development. By clustering development and providing a community greenbelt or open space, land use intensity can be maximized with minimum impacts to coastal resources.

Minimize Excavation, Dredging, and Filling. The most serious impacts to many of the coastal resource areas, such as wetlands, tidal flats, hazardous lands or floodplains are caused by excavation and filling. Excavation of these areas may change water flow or circulation patterns as well as impact slope stability. The release of sediments into the water column during dredging may also cause physical and chemical changes, such as reduced light transmission, smothering of bottom organisms and alteration of substrate composition. Pollutants associated with sediments may be released by excavation, and pH and dissolved oxygen levels may be adversely affected.

Placement of fill into a wetland, for example, not only destroys the existing resource in the area filled, but it may also have far reaching effects on adjacent areas. Placement of fill may impair natural circulation and flow patterns and cause sedimentation problems described above. If the fill is dredge spoil or industrial waste, fine particle size or its high organic or toxic content may create additional water quality problems. Alternatives to filling wetlands, such as the use of pilings, should be considered before final development plans are prepared especially for those areas within the conservation environment.

If dredging is necessary, sediments suspended by dredging should be contained to maximum extent possible to prevent water quality impacts. This can be accomplished by surrounding dredge locations with a silt curtain or similar device. Another effective method is "dry" dredging--that is, leaving a dike or earth plug between open water and the excavation area.

If filling is necessary, fill should not be placed in near waterbodies but only in areas of future development. Fill should be contained to prevent sediment erosion and transport back to the waterbodies. This can be accomplished by surrounding the fill area with a filter fabric or similar device. If the filled area is large or if it may alter surface water flow, the provision of open channels, culverts, or permeable areas to allow for water circulation can mitigate these effects. In all cases, fill areas subject to erosion should be protected by planting vegetation, applying filter fabric, or both.

Minimize Drainage. Drainage and water diversion can alter the composition of vegetation and wildlife communities in a coastal resource area. These activities result in lowered water tables that may affect adjacent areas. In certain instances, wetlands have been shown to purify incoming water by removing sediments and nutrients. Thus, diversion of water may result in water quality problems (potentially eutrophication) for lakes or streams.

As a general policy, drainage and water diversion should be avoided. Drainage of an area that is hydrologically linked with, or in close proximity to other significant resource areas should be avoided unless the entire area is permitted to be developed. Diverted water should, in general, not be directed into receiving waters unless retention structures and water quality control devices are used prior to discharge.

Minimize Channelization. Channelization is potentially very damaging to several resource areas, particularly wetlands, floodplains and wildlife habitat. It may result in increased erosion, the lowering of local water tables, and increased peak runoff flows, as well as direct land loss. Channelization also results in the production of dredge spoil which may lead to local disposal problems.

As a general policy, channelization should only be considered if all alternative practices have been rejected. Channelization should be restricted to existing stream channels or to existing drainage ditches. Construction of blind channels and fingerfill development which often cause adverse circulation and water quality impacts should be avoided. If an existing channel is to be widened, only one side should be enlarged. Vegetation should be retained that shades the stream. Culverts should be installed in such a way as not to create a barrier to aquatic life.

Under the Stream Protection Ordinance (AO 85-57), upland riparian vegetation is protected within 25 feet of either bank of a creek or stream, making it difficult for a channelization project to occur. See Anchorage Municipal Code 21.45.210 and 21.80.040. In addition, specific waterbody setbacks are defined in the management strategies section (Table 6.3) of the Anchorage WMP that expand the setback to 65 feet and more where appropriate.

Minimize Site Clearing and Grading. Clearing and grading will not only degrade habitat value, but may also have adverse affects on surrounding areas through erosion and sedimentation and destruction of drainage and flow patterns. The time and extent of exposed soil should be minimized and existing drainage patterns should be retained. Dirt should not be pushed onto stream banks or into areas where it will be transported into the watercourse. Where feasible, crawlers should be used rather than wheeled vehicles to reduce the impact upon soils. Runoff should be diverted around the exposed area until the area is stabilized. Temporary sediment barriers should be utilized to reduce runoff velocities and entrap suspended sediments.

Construction Scheduling. Although construction impacts are generally short-term, they are often very intense and, consequently, may produce lasting changes to the environment. A few measures that could mitigate for anticipated project impacts through a change in the scheduling of construction activities are described below.

1. Avoid critical periods for fish and wildlife populations:

   Critical periods for fish and wildlife populations include reproduction and rearing periods. These activities will vary in kind and intensity from area to area. For this reason, site specific information is necessary to assure that construction related activities do not adversely impact the chronology of reproduction and rearing.

2. Schedule project activities to reduce hydrologic impacts:

   In certain instances, scheduling construction activities during low flows or when the ground is frozen can avoid significant erosion and sedimentation impacts to wetlands and waterbodies.

Post-Construction Activities. The longest-term effects of developments in wetlands, in particular, will result from the use or operation of the facility after construction. It is important that developments not merely be built and then forgotten. Some of the means to mitigate the long-term operational impacts of these developments are presented below.

1. Maintain all mitigative design measures:

   If culverts are included in a fill design, it is necessary that they be inspected routinely to prevent clogging and retardation of flow. If greenbelts or vegetative screens are dedicated, they must be maintained so that heavy use does not result in water quality impacts. In general, a developer must demonstrate a commitment to protecting wetland values even after the facility is built and in operation.

2. Restore or rehabilitate lost resources:

   In certain cases, loss of wetland value may be an inevitable result of development. however, such a loss may be acceptable as long as the value is restored either after construction or at some other location. Because the possibilities for wetland restoration and rehabilitation are numerous--depending on the functions and values lost and the approach taken--these should be discussed between the Municpiality and the developer on a case-by-case basis.

The Anchorage Wetlands Management Plan does not specifically address mitigation for impacts to preservation wetlands because of the assumption that preservation wetlands would not be developed. While this assumption is generally accurate, limited construction in preservation wetlands has been necessary for public interest projects such as roads, trails and utility lines. The practice of the Municipality of Anchorage has been to require mitigation for these projects based on an assessment of the impacted functions and values. This mitigation is developed on a case-by-case basis.

Monitoring and Enforcement

After the various local, state and federal approvals and permits have been issued in conformance with the Anchorage CMP, monitoring and enforcement becomes the critical next step in the coastal management implementation process. Monitoring and enforcement actions can be initiated at the Federal, state or local level depending on the circumstances. In addition, a high percentage of monitoring and enforcement actions are initiated based on input from members of the local community. This local input factor is an essential component of an effective monitoring and compliance program.

At the state and Federal levels, monitoring and enforcement activity is directly associated with the permit or authorization granted for any particular project. If it is determined that the terms and conditions of the state and/or federal permits have not been complied with, and the project becomes inconsistent with the Anchorage Coastal Management Plan, an enforcement action is then initiated. The forms of this enforcement work vary depending on the type of permits or approvals that are not being complied with by the permittee. As an example, a noncompliance situation involving the placement of fill into an anadromous stream will involve individuals from the State Department of Fish and Game and Department of Environmental Conservation, as well as the U.S. Army Corps of Engineers and Municipality of Anchorage. Depending on the perceived severity of the situation, representatives of some or all of these agencies may become involved in the compliance effort. In this instance, the Department of Fish and Game may take the lead in the action by issuing a notice of violation of the terms and conditions of the Title 16 authorization (assuming one was issued). In many instances, this action is supported, either directly or indirectly, by the efforts of other agencies including the Municipality of Anchorage.

If the project that is in noncompliance also happens to be a violation of the Anchorage Municipal Code, then an enforcement action will be initiated at the local level. For instance, a violation of any of the conditions or requirements of Title 21, Land Use Regulations, are enforceable by the Municipality. This includes any notes recorded on subdivision plats regarding setbacks, nondisturbance areas and dedication of open space, to name a few. The following actions constitute violations of Title 21 as it pertains to the types of uses or activities that may be expected to occur within the Anchorage Coastal Boundary (AMC 21.25.010):

1. A structure, alteration of a structure, or use of land or a structure that conflicts with the provisions of Title 21 or a term or condition of an entitlement issued under this Title.

2. To use or occupy a structure, land, or water other than as permitted by Title 21, regulation promulgated under Title 21, and terms and conditions or entitlements issued under Title 21.

3. To erect, construct, re-construct, move, repair or alter a structure or part thereof other than as permitted by Title 21, regulations promulgated under Title 21, and terms and conditions or entitlements issued under Title 21.

The Municipality considers each act or condition in violation of Title 21, and every day upon which the act or condition occurs as a separate violation of the code. The violator is a person who occupies, maintains, alters, constructs or establishes a structure or use of land or structure in violation of the code; or a person who owns, controls, or who has the right to control land or a structure where a use of land or structure is in violation of the code.

The Municipality of Anchorage enforces violations of those sections of Title 21 which relate to the Anchorage Coastal Management Plan through enforcement orders issued by an administrative official. An administrative official, designated under Section 21.10.005, may order:

1. The discontinuation of a use of land or a structure,

2. The abatement or removal of a structure or part of a structure that is in violation,

3. The discontinuation of construction or other activity preparatory to a structure or use of land or a structure that is in violation,

4. The suspension or revocation of an entitlement issued under Municipal code under the authority (or purported authority) of which a violation is occupied, maintained, constructed or established,

5. The restoration of any structure, vegetation, land, water body or other thing upon the land which is destroyed, damaged, altered or removed in violation of the code,

6. Any other action necessary to prevent, abate or discontinue a violation.

The Municipality also may bring a civil action to:

1. Enjoin or abate the violation,

2. Require the restoration of any structure, vegetation, land, water body or other thing upon the land which is destroyed, damaged, altered or removed,

3. Recover damages suffered because of the violation,

4. In addition to injunctive or compensatory relief, recover a civil penalty not exceeding a thousand dollars for each violation.

The local enforcement action may be initiated by the Zoning Enforcement Officers and Building Inspectors from the Building Safety Division of the Department of Public Works, other municipal staff from the Parks and Recreation Department or from the Department of Health and Human Services.

To assure adequate enforcement of the Anchorage Coastal Management Plan and the implementing authorities contained in Title 21, the Municipality has formalized the monitoring and compliance program through the establishment of a environmental monitoring officer position. While this position is not empowered with citation capabilities, the position is the critical link in an active monitoring program which includes the review of all permit activities within the Anchorage coastal Boundary, with particular attention to state and federal permits affecting the coastal zone or significant local actions where the use of the resources could create substantial conflicts adjacent to the Anchorage Coastal Boundary, particularly in wetlands identified in the Anchorage Wetlands Management Plan. The monitoring program relies on the assistance of the Municipal departments mentioned above, which cooperate in the review of local permitting actions and support local compliance efforts.

A critical part of this monitoring and compliance program is the development of a strong network of state and federal resource agency contacts to facilitate enforcement of the Anchorage CMP and the Anchorage Wetlands Management Plan. Enhanced cooperation in monitoring projects within the Anchorage Coastal Boundary has made a significant difference in the degree of permit compliance. An important benefit of this intensified effort is the heightened public awareness and understanding of local environmental issues and the steps that can be taken to address permit noncompliance.

Recommendations of Original Anchorage CMP Document

In the original Anchorage Coastal Management Plan document, the implementation chapter listed a series of recommendations to facilitate the actual implementation of the Anchorage Coastal Management Program. These recommendations are detailed below, followed by a comment on the actions taken by the Municipality to implement them.

1. The Anchorage Coastal Management Program should be adopted as part of the Municipal Comprehensive Plan, including the Eagle River and Turnagain Arm Land Use Plans.

   Response: As discussed on page 6.1, the Anchorage Coastal Management Plan has been adopted as a functional element of the Comprehensive Development Plan.

2. The Municipality should undertake the continuing review of Federal agency actions affecting the coastal zone for consistency with the Anchorage Program, including the following:

   a. NPDES Permits (EPA)
   b. Permits for the discharge of dredged or fill material (Corps of Engineers)
   c. Permits for work or structures (Corps of Engineers)
   d. Federal agency compliance with Municipal land classification
   e. Federal agency compliance with Executive Order 11990, Protection of Wetlands
   f. Federal agency compliance with Executive Order 11988, Floodplain Management

   Formal adoption of the Coastal Management Plan by ordinance will then require both Federal and State agencies to comply (under the consistency requirements of the Coastal Management Act) with the requirements of the Anchorage Plan.

   Response: In cooperation with other Municipal departments, the Department of Community Planning conducts a review of Federal and State agency actions within or adjacent to the Anchorage Coastal Boundary.

3. The Municipality should undertake the continuing review of State agency actions affecting the coastal zone for consistency with the Anchorage Program including the following:

   a. Wastewater disposal permits (DEC)
   b. Water classification and reclassification (DEC)
   c. Water appropriation permits (DNR)

d. Tidelands leasing, permitting, and disposal (DNR)
e. Classification and disposal of State lands (DNR)
f. Oil and gas and mineral leasing (DNR)
g. State agency compliance with Federal and local historic preservation designations
h. Solid waste disposal (DEC)

Response: Same as 2 above.

4. The Municipality should designate and adopt management plans for the Areas Which Merit Special Attention (AMSA) contained in Chapter VIII. Several planning activities are now being carried out with regard to AMSA's.

Response: As detailed in Chapter 5, Areas Meriting Special Attention within the Municipality of Anchorage have been designated. Although plans for some AMSA designations have been developed, no AMSA designations have been adopted as AMSA's through the Alaska Coastal Policy Council amendment process. Plans have been developed for the Point Campbell-Point Woronzof Coastal Wetlands (Point-Woronzof-Point Campbell Wetlands Master Plan, March, 1982), for the Seward Highway/Turnagain Arm AMSA (Seward Highway Scenic Corridor Plan, July, 1981) and for the Old Girdwood Townsite AMSA (Girdwood Coastal Wetland Master Plan, September, 1981). Planning is currently underway for a Port of Anchorage AMSA Plan.

5. The Municipality should adopt the recommendations of the 208 Areawide Water Quality Management Plan and continue work on the Metropolitan Area Urban Study. The Municipal Assembly did approve the 208 Plan on July 31, 1979, and implementation measures are now being carried out.

Response: This recommendation has been accomplished with the adoption of the 208 Water Quality Plan. The recommendations detailed in this plan are being implemented, with the most recent accomplishments being the creation of an inter-departmental Water Quality Council and the adoption of a new wastewater ordinance (AO 86-215).

6. The Planning Department and the Department of Cultural and Recreational Services should jointly prepare scenic protection and coastal access elements to the Municipal Parks and Trails Plans.

Response: This recommendation has been implemented through the development of the Coastal Scenic Resources and Public Access Plan (1980) and the Seward Highway Scenic Corridor Plan (1981).

Appendix A

April 14, 1980

The Honorable George M. Sullivan
Mayor
Municipality of Anchorage
Pouch 6-650
Anchorage, Alaska 99502

Dear Mayor Sullivan:

It is my privilege to officially notify you that the Municipality of Anchorage Coastal Management Program has been approved by both the Alaska Coastal Policy Council and the Alaska State Legislature. Senate Concurrent Resolution No. 51, "Approving the district coastal management program of the Municipality of Anchorage and the findings, conclusions, and stipulations of the Alaska Coastal Policy Council," was passed by a majority of the members of each house. For your reference, please find enclosed copies of the following:

1. Minutes of the January 16, 1980 Alaska Coastal Policy Council Meeting at which the Council adopted the Anchorage Program (see page 3).
2. Two letters dated January 23, 1980, both from Council Co-Chairmen Frances Ulmer and Donald Gilman to Senate President Clem Tillion and House Speaker Terry Gardiner transmitting the "Council Approved" Anchorage Program to the Senate and the House and requesting early consideration and approval of the Anchorage Program.
3. Senate Concurrent Resolution (SCR) No. 51.
4. Pages 523 & 524, *Senate Journal*, March 17, 1980, describing Senate passage of SCR No. 51.
5. Pages 853 & 854, *House Journal*, April 3, 1980, describing House passage of SCR No. 51.

With the acceptance of the Anchorage Program by the State of Alaska, the Office of Coastal Management formally requests that the Municipality of Anchorage adopt the Municipality of Anchorage Coastal Management Program by ordinance as part of the Municipal Comprehensive Plan. Such an action would, in accordance with Recommendation #1, page 113 in the *Municipality of Anchorage Coastal Management Program* document and Anchorage Municipal Assembly Resolution No. AR 79-153.

Congratulations on the successful passage of this important program. If you require any additional information or have any questions, please do not hesitate to call.

Sincerely,

Murray R. Walsh
Coordinator
Office of Coastal Management

Attachments

cc: Tony Burns, MOA
Tom Lawson, OCM
Mark Stephens, DCRA

Introduced: 2/28/80
Referred: Community and
Regional Affairs

BY THE COMMUNITY AND
REGIONAL AFFAIRS COMMITTEE

IN THE SENATE

SENATE CONCURRENT RESOLUTION NO. 51

IN THE LEGISLATURE OF THE STATE OF ALASKA

ELEVENTH LEGISLATURE — SECOND SESSION

Approving the district coastal management program of the Municipality of Anchorage and the findings, conclusions, and stipulations of the Alaska Coastal Policy Council.

BE IT RESOLVED BY THE LEGISLATURE OF THE STATE OF ALASKA:

WHEREAS AS 44.19.891 establishes the Alaska Coastal Policy Council and AS 46.40.010 - 46.40.070 charges the council with the responsibility of reviewing district coastal management programs and approving them if they are substantially consistent with the guidelines and standards of the council and the Alaska coastal management program; and

WHEREAS the Municipality of Anchorage accordingly prepared a district coastal management program, gave conceptual approval to its district coastal management program on August 28, 1979, and submitted the program to the Alaska Coastal Policy Council on October 21, 1979; and

WHEREAS the Alaska Coastal Policy Council conducted its review of the district coastal management program of the Municipality of Anchorage, held a public hearing, gave public notice, provided ample opportunity for review and comment, and, on January 16, 1980, adopted the findings and conclusions of the office of coastal management which recommended approval of the Anchorage district program with certain stipulations; and

WHEREAS, having completed its responsibilities, the Alaska Coastal Policy Council has submitted the Municipality of Anchorage district coastal management program and its official findings and conclusions approving that program to the legislature for its approval; and

WHEREAS AS 46.40.080 requires approval of portions of the state coastal management program either by adoption of concurrent resolution by a majority of the members of each house at the time the houses are convened in joint legislative session to confirm executive appointments submitted by the governor; and

WHEREAS, in accordance with this law, the Alaska Coastal Policy Council has submitted this adopted portion of the Alaska coastal management program for legislative approval;

BE IS RESOLVED that in accordance with AS 46.40.080 the Alaska State Legislature approves the district coastal management program of the Municipality of Anchorage and the findings, conclusions, and stipulations of the Alaska Coastal Policy Council.

Submitted by: Chairman of the Assembly
at the request of the Mayor
Prepared by: Planning Department
For Reading: July 24, 1979

MUNICIPALITY OF ANCHORAGE

ANCHORAGE MUNICIPAL ASSEMBLY
RESOLUTION NO. AR 79-153

A RESOLUTION RECOMMENDING CONCEPTUAL APPROVAL OF THE ANCHORAGE COASTAL MANAGEMENT PLAN — FINAL REPORT, HEARING DRAFT.

BE IT RESOLVED by the Anchorage Municipal Assembly:

WHEREAS, AS 46.40.030 states that coastal resource districts shall develop and adopt district coastal management programs in accordance with the provisions of the Alaska Coastal Management Act and the Alaska Coastal Management Program, Standards and Guidelines, and

WHEREAS, a comprehensive Coastal Management Plan was developed for the Municipality of Anchorage according to AS 46.40 6AAC Chapters 80 and 85, and

WHEREAS, a comprehensive Coastal Management Plan was developed which recognizes: 1) The coastal area of the Municipality of Anchorage as a distinct and valuable natural resource of concern to the people of Anchorage; 2) The demands upon the resources of coastal area are significant and will increase in the future; 3) The protection of the natural, cultural and scenic resources and the fostering of wise development of the coastal area, and

WHEREAS, the Anchorage Coastal Management Plan avoids the creation of new regulatory structures wherever possible, relying instead upon existing federal, state and local authorities to implement the provisions of the Act, and

WHEREAS, the Anchorage Coastal Management Plan sets forth twelve specific recommendations to be carried out upon approval and adoption of the plan. Such recommendations for implementing the plan range from monitoring the issuance of permits, amending existing ordinances, preparing and adopting new ordinances where necessary to meet the requirement of the Act, developing management plans that address the standards and guidelines set forth in 6AAC 85.010-.110 and AS 46.40.030, and including nominations for areas meriting special attention, and incorporating the Anchorage Plan as an element of the comprehensive plan.

NOW, THEREFORE, BE IT RESOLVED by the Anchorage Municipal Assembly that the Anchorage Coastal Management Plan and Resource Policy Maps, including the amendments described in the addendum, be conceptually approved and forwarded to the Alaska Coastal Policy Council and Office of the Coastal Management for adoption by the State of Alaska. Upon acceptance by the State of Alaska, the Municipality intends to adopt the Anchorage Coastal Management Plan by ordinance.

PASSED AND APPROVED by the Anchorage Municipal Assembly this 28th day of August, 1979.

Attested by:
Anchorage Municipal Clerk

Presiding Officer
Anchorage Municipal Assembly

Appendix B

COASTAL MANAGEMENT PROGRAM
CHECKLIST FOR CONSISTENCY RECOMMENDATIONS

1. Who is the applicant for the proposed action?

_____

2. Where is the proposed action located?

_____
(Physical location)

_____
(Legal description)

3. What is the action that is being proposed? (Give a brief description, such as "widening of road" or "construction of hydroelectric facilities.")

4. What uses, activities, resources and habitats may be significantly affected?

5. If wetlands are to be affected, what is their designation?

6. Will the proposed action affect an AMSA?

7. Applicable policies in the Anchorage Coastal Management Plan:

8. Applicable policies in the Anchorage Wetlands Management Plan:

9. Analysis:

(over)

10. The Municipality of Anchorage makes the following consistency determination for the proposed action.

_____ Consistent with Anchorage Coastal Management Program.

_____ Consistent with Anchorage Coastal Management Program, if stipulations are applied.

_____ Inconsistent with Anchorage Coastal Management Program.

11. Based on the evaluation of consistency conducted in Items 9 and 10 the following changes or conditions are recommended to resolve conflicts and/or make the action consistent with the Anchorage Coastal Management Program.

MUNICIPALITY OF ANCHORAGE
WETLANDS CONSISTENCY DETERMINATION

General Permits 83-1, 83-2

Date: _____

1. Applicant (or authorized agent): Name: _____

Address: _____

_____

Telephone: _____

2. Legal Description for project: _____

_____

3. Proposed Activity: Describe the proposed activity. Include location map; the location and amount of fill to be placed; location of open water channels if any; simplified drainage and grading plans; and mitigation measures such as water quality control devices for storm sewer systems, cluster development techniques, buffer zones, etc. (Refer to the Wetlands Management Plan for a discussion of Mitigation Measures.)

_____

_____

_____

_____

_____

_____

Applicant acknowledges receipt of General Permit and understands conditions therein.

_____ _____
Signature Date

FOR MUNICIPAL ONLY
DO NOT WRITE BELOW THIS LINE

☐ CONSISTENT WITH GENERAL PERMIT 83-1

☐ CONSISTENT WITH GENERAL PERMIT 83-2

☐ NOT CONSISTENT - An individual permit from the Corps of Engineers will be required for the above proposed project.

_____
Authorized Municipal Representative

smc8/g5

GENERAL PERMIT 83-1
STRUCTURES

Special Conditions:

Condition met

☐ a. The amount of fill authorized by this general permit shall be the same as that amount authorized by the Municipality in their various permits.

☐ b. There shall be no fill placed nor disturbance of existing vegetation within 65 feet of creeks, rivers, streams or lakes except as recommended in the Anchorage Wetlands Management Plan.

☐ c. The activity shall not take place in or adversely affect a known archeological site.

☐ d. The activity shall not jeopardize the continued existence of any wetlands designated preservation or conservation in the Anchorage Wetlands Management Plan. A 15-foot wide buffer zone, in which no construction shall take place and in which all disturbed areas shall be regraded and reseeded, is required for activities covered under this general permit that are adjacent to preservation wetlands.

☐ e. Methods are implemented to filter or settle suspended sediment from all construction related wastewater prior to its direct or indirect discharge into any natural body of water.

☐ f. Measures are implemented to attenuate flows, remove oil, grease, and other petroleum products and filter suspended sediment from the project stormwater drainage structures (if present) prior to direct discharge into any natural body of water or into a municipal drainage structure which in turn discharges untreated stormwater into a natural body of water. The installation of a treatment facility is not mandatory if the municipal system is scheduled to receive (per the municipal capital improvement budget) such a facility with the next 2 years.

smc8/g3

GENERAL PERMIT 83-2
STRUCTURES

Special Conditions:

Condition met

☐ a. The amount of fill authorized by this general permit shall be the same as that amount authorized by the Municipality in their various permits.

☐ b. There shall be no fill placed nor disturbance of existing vegetation within 65 feet of creeks, rivers, streams or lakes except as recommended in the Anchorage Wetlands Management Plan.

☐ c. Structures shall be installed within the road prism as necessary to adequately preserve and maintain natural drainage patterns including sheet flow of surface or near surface water.

☐ d. Paralleling roads to streams, creeks, or lakes shall be avoided; roads will not parallel a stream, creek or lakeshore for any distance more than is necessary as determined by the Municipality of Anchorage in their various permits.

☐ e. The activity shall not jeopardize the continued existence of any wetlands designated preservation or conservation in the Anchorage Wetlands Management Plan. A 15-foot wide buffer zone, in which no construction shall take place and in which all disturbed areas shall be regraded and reseeded, is required for activities covered under this general permit that are adjacent to preservation wetlands.

☐ f. The activity shall not take place in or adversely affect a known archeological site.

☐ g. Methods are implemented to filter or settle suspended sediment from all construction related wastewater prior to its direct or indirect discharge into any natural body of water.

☐ h. Measures are implemented to attenuate flows, remove oil, grease, and other petroleum products and filter suspended sediment from the project stormwater drainage structures (if present) prior to direct discharge into any natural body of water or into a municipal drainage structure which in turn discharges untreated stormwater into a natural body of water. The installation of a treatment facility is not mandatory if the municipal system is scheduled to receive (per the municipal capital improvement budget) such a facility with the next 2 years.

smc8/g4

US Army Corps of Engineers
Alaska District

Public Notice

Date: April 1, 1983
Identification No.: General Permit 83-1
In reply refer to above Identification Number

General Permit 83-1
Municipality of Anchorage

A General Permit has been issued under authority of Section 404 of the Clean Water Act (33 USC 1344) to authorize the placement of fill into wetlands within the Municipality of Anchorage which have been designated "Development" or "Mixed Development" in the Anchorage Wetlands Management Plan (AWMP) for the purpose of residential, business and industrial development.

In response to the Public Notice dated January 18, 1983, comments have been received from local, State, and Federal agencies, concerned organizations and the general public. Based on a review of all pertinent information, including a prepared Environmental Assessment, I have concluded that the issuance of this permit will not have a significant adverse impact on the environment and is in the general public interest.

All activities will be in accordance with the conditions of the General Permit, a copy of which is attached. Failure to comply with the terms and conditions of the permit may result in suspension of the work, revocation of the permit, and/or imposition of penalties as provided by law.

The attached Special and General Conditions outline the criteria which must be met in order for work to be accomplished under this General Permit. An individual wishing to perform work under the General Permit must review these conditions carefully. If the proposed work does not meet the requirements of the conditions, the General Permit will not apply and an individual Department of the Army permit application must be submitted.

The Municipality of Anchorage has been designated to determine that the work will meet local construction requirements as well as the general permit requirements. Individuals wishing to perform work under the permit will report, in writing, to the Municipality of Anchorage the location and description of the proposed activity, including applicable drawings. If the Municipality of Anchorage determines that the proposed activity meets the criteria of the general permit, a copy of all material submitted will be forwarded by the city to the District Engineer. The city will authorize the individual to proceed under the general permit concurrently with issuance of local authorizations or permits.

The General Permit has been issued for a period of 5 years effective the date of the signature which is shown on the last page of the permit. At the end of the 5-year period, an evaluation of the program will be made and at that time it will be decided whether or not this permit should be renewed. The District Engineer may, at any time during this 5-year period, alter, modify, or revoke this permit, if he deems such action to be in the public interest.

Any questions or requests for additional information should be directed to: Alaska District, Corps of Engineers, ATTN: Regulatory Functions Branch, Pouch 898, Anchorage, Alaska 99506, or phone Mr. Bill Fowler at (907) 552-4942 or 279-4123.

District Engineer
U.S. Army, Corps of Engineers

Attachment

GENERAL PERMIT 83-1

Notice is hereby given that the Alaska District Corps of Engineers, in accordance with Title 33 CFR 325.2(e)(2) as published in the Federal Register, Volume 47, Number 141, now issues a general permit, pursuant to Section 404 of the Clean Water Act (PL 95-217, 33 U.S.C. 1344) for the placement of fill material into wetlands within the Municipality of Anchorage.

ACTIVITY:

This general permit applies to residential, business, and industrial development. It authorizes the placement of fill into wetlands in the Municipality of Anchorage. The wetlands covered by this general permit have been designated "Development" or "Mixed Development" by the Municipality of Anchorage in its April 20, 1982 Wetlands Management Plan. The general permit does not apply to coastal wetlands, in-stream work or any other activity or area that was not dealt with by the Municipality in its Plan. The general permit will not be altered by any change in the Municipality's Plan unless the District Engineer determines that an alteration is in the public's interest following a public interest review of the proposed change or alteration.

PROCEDURE:

The Municipality of Anchorage through ordinance and regulation determines that the work would meet local construction requirements. In addition, the Municipality of Anchorage is designated to ascertain the applicability of this general permit. Final determination of the applicability of this general permit remains with the Alaska District Engineer pursuant to General Condition "j." Individuals wishing to perform work under the permit will report, in writing, to the Municipality of Anchorage the location and description of the proposed activity, including applicable drawings. If the Municipality of Anchorage determines that the proposed activity meets the criteria of the general permit, then the issuance of the necessary Municipal authorization will serve as the authorization to proceed under this general permit; for work to proceed under this general permit all necessary Municipal authorizations must have been obtained. At the time of the issuance of the authorization, the Municipality will give a copy of the conditions for this general permit to the individual.

A copy of all material submitted to the Municipality will be forwarded to the District Engineer quarterly and will be reviewed for compliance with the terms and conditions of the general permit. If during this review it is determined that an activity does not comply with the general permit or that a public interest review is required, then the permittee will be required to halt work and submit an application for individual processing. Such review might be necessary, for example, if the activity is located in known or suspected areas involving archaeological, environmental, or flooding concerns.

CONDITIONS:

All activities covered under this general permit will be subject to the following special and general conditions:

1. Special Conditions:

a. That the amount of fill authorized by this general permit shall be the same as that amount authorized by the Municipality in their various permits.

b. That there shall be no fill placed nor disturbance of existing vegetation within 65 feet of creeks, rivers, streams or lakes except as recommended in the Anchorage Wetlands Management Plan.

c. That the activity shall not take place in or adversely affect a known archaeological site.

d. That the activity shall not jeopardize the continued existence of any wetlands designated preservation or conservation in the Anchorage Wetlands Management Plan. A 15-foot wide buffer zone in which no construction shall take place and in which all disturbed areas shall be regraded and reseeded is required for activities covered under this general permit that are adjacent to preservation wetlands.

e. That methods are implemented to filter or settle suspended sediment from all construction related waste water prior to its direct or indirect discharge into any natural body of water.

f. That measures are implemented to attenuate flows, remove oil, grease, and other petroleum products and filter suspended sediment from the project stormwater drainage structures (if present) prior to direct discharge into any natural body of water or into a municipal drainage structure which in turn discharges untreated stormwater into a natural body of water. The installation of a treatment facility is not mandatory if the municipal system is scheduled to receive (per the municipal capital improvement budget) such a facility within the next 2 years.

2. GENERAL CONDITIONS:

a. That all activities identified and authorized herein shall be consistent with the terms and conditions of the general permit and any activities not specifically identified and authorized herein shall constitute a violation of the terms and conditions of this general permit which may result in the modification, suspension or revocation of any authorization in whole or in part, as set forth more specifically in General Conditions j or k hereto, and in the institution of such legal proceedings as the United States Government may consider appropriate, whether or not this permit has been previously modified, suspended, or revoked in whole or in part.

b. That all activities authorized herein shall, if they involve during their construction or operation, any discharge of pollutants into waters of the United States or ocean waters, be at all times consistent with applicable water quality standards, effluent limitations and standards of performance, prohibitions, pretreatment standards, and management practices established pursuant to the Clean Water Act (PL 95-217 33 U.S.C. 1344), the Marine Protection, Research and Sanctuaries Act of 1972 (PL 92-532; 86 Stat. 1052) and pursuant to applicable State and local law.

c. That when the activity authorized herein involves a discharge during its construction or operation, of any pollutant (including dredged or fill material), into waters of the United States, the authorized activity shall, if applicable water quality standards are revised or modified during the term of this permit, be modified, if necessary, to conform with such revised or modified water quality standards within 6 months of the effective date of any revision or modification of water quality standards, or as directed by an implementation plan contained in such revised or modified standards, or within such longer period of time as the District Engineer, in consultation with the Regional Administrator of the Environmental Protection Agency, may determine to be reasonable under the circumstances.

d. That the activity will not jeopardize the continued existence of a threatened or endangered species as identified under the Endangered Species Act, or endanger the critical habitat of such species.

e. That the permittee agrees to make every reasonable effort to prosecute the construction or operation of the work authorized herein in a manner so as to minimize any adverse impact on fish, wildlife, and natural environmental values.

f. That the permittee agrees that he will prosecute the construction or work authorized herein in a manner so as to minimize any degradation of water quality.

g. That the permittee shall allow the District Engineer or his authorized representative(s) or designee(s) to make periodic inspections at any time deemed necessary in order to assure that the activity being performed is in accordance with the terms and conditions prescribed in the general permit.

h. That the permittee shall maintain the structure or work authorized herein in good condition and in accordance with approved plans and drawings.

i. That this general permit does not convey any property rights, either in real estate or material, or any exclusive privileges; and that it does not authorize any injury to property, or invasion of rights or any infringement of Federal, State, or local laws or regulations nor does the general permit nor any authorization obviate the requirement to obtain State or local assent required by law for the activity authorized herein.

j. That an activity being performed under authorization of this permit may be summarily suspended, in whole or in part, upon a finding by the District Engineer that immediate suspension of the activity authorized herein would be in the general public interest. Such suspension shall be effective upon receipt by the permittee of a written notice thereof which shall indicate (1) the extent of the suspension, (2) the reasons for such action, and (3) any corrective or preventive measures to be taken by the permittee which are deemed necessary by the District Engineer to abate imminent hazards to the general public interest. The permittee shall take immediate action to comply with the provisions of such notice. Within 10 days following receipt of a notice of suspension, the permittee may request a hearing in order to present information relevant to a decision as to whether the authorization should be reinstated, modified or revoked. If a hearing is requested, it shall be conducted pursuant to procedures prescribed by the Chief of Engineers. After completion of the hearing, or within a reasonable time after issuance of the suspension notice to the permittee if no hearing is requested, the authorization will either be reinstated, modified or revoked.

k. That this general permit may be either modified, suspended, or revoked in whole or in part, if the Secretary of the Army or his authorized representative determines that there has been a violation of any of the terms or conditions of this permit or that such action would otherwise be in the public interest. Any such modification, suspension, or revocation shall become effective 30 days after receipt by the permittee of written notice of such action which shall specify the facts or conduct warranting same unless (1) within the 30 day period the permittee is able to demonstrate satisfactorily that (a) the alleged violation of the terms and the conditions of this general permit did not, in fact occur or (b) the alleged violation was accidental, and the

permittee has been operating in compliance with the terms and conditions of the permit and is able to provide satisfactory assurances that future operations shall be in full compliance with the terms and conditions of this general permit or (2) within the aforesaid 30 day period, the permittee requests that a public hearing be held to present oral and written evidence concerning the proposed modification, suspension or revocation. The conduct of this hearing and the procedures for making a final decision either to modify, suspend or revoke this permit in whole or in part shall be pursuant to procedures prescribed by the Chief of Engineers.

l. That any modification, suspension, or revocation of either authorization under this permit or this permit itself shall not be the basis for any claim for damages against the United States.

m. That the general permit does not approve the construction of particular structures, the authorization or approval of which may require authorization by the Congress or other agencies of the Federal Government.

n. That if and when the permittee desires to abandon the activity authorized herein, the permittee must restore the area to a condition satisfactory to the District Engineer.

o. That this permit does not authorize the interference with any existing or proposed Federal project and that the permittee shall not be entitled to compensation for damage or injury to the structures or work authorized herein which may be caused by or result from existing or future operations undertaken by the United States in the public interest.

p. That no attempt shall be made by the permittee to prevent the full and free use by the public of all navigable waters at or adjacent to the activity authorized by this permit.

q. That the permittee, upon receipt of a notice of revocation of authorization under this permit or upon its expiration before completion of the authorized work, shall cease from any discharge of dredged or fill material and desist from future discharges. If the permittee fails to comply with the direction of the Secretary of the Army or his authorized representative, action will be taken leading to the referral of the case to the U.S. Attorney.

This general permit is in effect for a period of 5 years. At the end of the 5-year period, an evaluation of the program will be made and at that time it would be decided whether or not this permit should be renewed. The District Engineer may, at any time during this 5-year period, alter, modify, or revoke this permit, if he deems such action to be in the public interest.

BY AUTHORITY OF THE SECRETARY OF THE ARMY:

David B. Barrows 4/1/83

David B. Barrows
Chief, Regulatory Functions Branch
FOR: District Engineer
U.S. Army, Corps of Engineers

Planning criteria performance checklist

Comprehensive Planning Division
Land Use Section

Case No._____

	Compliance				
	yes	part	no	n/a	comments
1. Comprehensive Plan ☐ Anchorage ☐ Eagle River/Chugiak/Peters Creek ☐ Turnagain Arm A. Land Use Map B. Phasing Map C. Goals/Policies					
2. CBD Development Plan A. Land Use Map B. Goals/Policies					
3. Hillside Wastewater Mgmt Plan					
4. Wetlands Mgmt Plan					
5. Coastal Zone Mgmt Plan					
6. Creek Maint./Stream Protection					
7. Seismic Zone 5 Policy					
8. Avalanche Hazard Area Policy					
9. Park/Greenbelt/Rec-Fac Plan A. Anchorage B. Eagle River C. Turnagain Arm D. Far North Bicentennial Park Plan Update E. Eagle River Greenbelt Plan					
10. Trails Plan					
11. Zoning Dist Intent Statement					
12. Landscaping					
13. Transition/Buffering Requirements					
14. Screening Easements					

Date_____ Reviewer_____

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