

UPPER CAMPBELL CREEK AREA  
LAND USE PLAN  
ANCHORAGE, ALASKA

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Anchorage, Alaska

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Greater Anchorage Area Borough Planning Commission

March, 1971

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ERRATA

Page 20 - Map 7 - Wintr months should read Winter months.

Page 24 - Map 9 - Indicates the ski area at Abbott Road and Hillside Drive as the Lions' Club Ski Area. This should read Hilltop Youth Center Ski Area.

## PREFACE

The upper Campbell Creek area of the Greater Anchorage Area Borough, Alaska, comprises twenty-four square miles of land near the geographic center of the Anchorage metropolitan area. Much of it is vacant and undeveloped; eight square miles is presently part of the Fort Richardson Army reservation. Some of it is developed with a variety of suburban-oriented land uses. The area, however, is significant in that it is, by comparison with the rest of the so-called Anchorage "bowl", relatively "untouched" by man, except for the open space and military uses to which it is currently being put and the small gravel-based landing strip used by the military and the Bureau of Land Management. Unquestionably, the upper Campbell Creek area will play a major role in the development of the Anchorage community during the next twenty years.

This part of the Anchorage area has been the subject of much and varied study by several governmental and planning-oriented agencies. Over a period of the last few years, much discussion has centered around the prospects for release of the military holdings. Many people have speculated as to the uses to which the area should be put once it is released. Considerable formal study has been accomplished in this area.

In 1960, the Anchorage, Alaska Metropolitan Area General Plan - 1980 was published. Prepared by a planning consultant from "Outside", the plan has been and remains today, an accurate prediction of the Anchorage area's growth potential and a sound and reliable guide to the future development of the Anchorage area. With respect to the Campbell area, the plan envisions this part of the community developing as an extremely low-density residential suburb, but does not anticipate that Campbell Airstrip will or should develop as a new secondary general aviation airport for Anchorage as has been recently proposed.

In June, 1961, the Anchorage City Planning Commission published a report entitled Airports and Urban Planning in the Greater Anchorage Area - A Basic Study for Planning. Among its numerous recommendations are two which are addressed to the subject of developing Campbell Airfield into a general aviation facility for the Anchorage area. The study is comprehensive in scope and considers all factors related to community development, aviation needs, land use, etc. It does not, however, recommend development of Campbell Airfield as a general aviation facility.

In early 1968, the Federal Aviation Administration initiated a study of aviation needs in the Anchorage area. In September of that year, the study was completed and the F.A.A. recommended to the Anchorage City Manager in a letter dated September 30, 1968, that the Campbell Field be developed as a general aviation airport. This report was based entirely upon the trends of the burgeoning aviation industry in Alaska, and specifically in Anchorage, but does not delve into the comprehensive community-wide and land use planning aspects related to the question of airports in the Anchorage area.

For the past four years the Anchorage Borough and the City of Anchorage have been jointly contracting with the United States Department of Interior, Geological Survey, to do a comprehensive analysis of water resources and water needs for the Anchorage area. Portions of this study have centered around the Campbell area due to the existence of a known source of potable water there and due to the existence of certain geologic features in this area. One of the results of this work is the availability of a wealth of physical data and knowledge about the upper Campbell Creek area.

For the past several years the Anchorage Borough Planning Department, as a part of its comprehensive planning program, has been working towards the revision of the community's land use plan originally completed as a part of the 1980 General Plan, and towards the development of the various supplementary community facility, street and highway, etc., plans and the regulatory and land use control measures vital to implementation of a comprehensive plan. During these studies and plan preparations, a continual source of concern has been a series of unanswered questions relative to the type and timing of development in the Campbell area.

In early 1969, the Greater Anchorage Area Borough Planning Commission decided to undertake a comprehensive study of the upper Campbell Creek area. Rumors persisted and in fact reliable sources indicated that the time when the military would release the area it holds around Campbell Airfield was drawing near. The purpose of the Commission's effort was to ascertain the uses to which the undeveloped portions of the twenty-four square miles should be put, and to develop a land use plan which would insure that overall community needs would receive consideration prior to construction of a general aviation facility in the area. Accordingly, federal planning funds were successfully sought to aid in this project and the necessary technical assistance and expertise from the appropriate Federal, State and local agencies, private citizens' groups and others was solicited.

The Upper Campbell Creek Area Land Use Plan is the product of over one year of work by the Planning Commission, its professional staff, contributing agencies, and private persons. Recognizing that planning, to be responsive to community needs, must be "people" oriented, the Planning Commission and its staff, have taken numerous measures to involve people in this project. It now proposes to submit this report and its recommendations to the people of the Anchorage area in hopes that further insight can be gained and that the recommendations from the Planning Commission, when forwarded to the Borough Assembly, will be responsive to people and the community's needs, as well as responsible in content.

## ACKNOWLEDGEMENTS

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Public Works Department, Greater Anchorage Area Borough  
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Water Utility, City of Anchorage

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# I. INTRODUCTION

## A. LAND USE PLANS DEFINED

Land use plans are intended to serve as guides leading to rational use of the most critical of resources - the land upon which a community is situated. As such, a land use plan constitutes a major portion of the comprehensive plan for any community. It recommends a pattern of land utilization which takes cognizance of existing uses, the physical setting, and the nature of each type of use and assures that incompatible uses are properly separated. The recommended pattern of land use serves as a general guide in delineating zoning districts. A land use plan provides vital background material for those responsible for providing community services such as sanitary sewers, additions to the potable water system, to the electric distribution and telephone systems and locating new school facilities by defining recommended limits of development densities and types of land use.

Substantial savings of public funds can be realized by effectively using land use planning. For example, lacking proper background information lateral sewer lines adequate only to serve a low-density residential neighborhood could conceivably be installed in an area which is presently vacant, but which is quite likely to be developed with high residential densities and/or extensive commercial uses. Needless community expense would be incurred in the process of replacing these inadequately sized sewer lines with one of a capacity suitable for such densities as will develop.

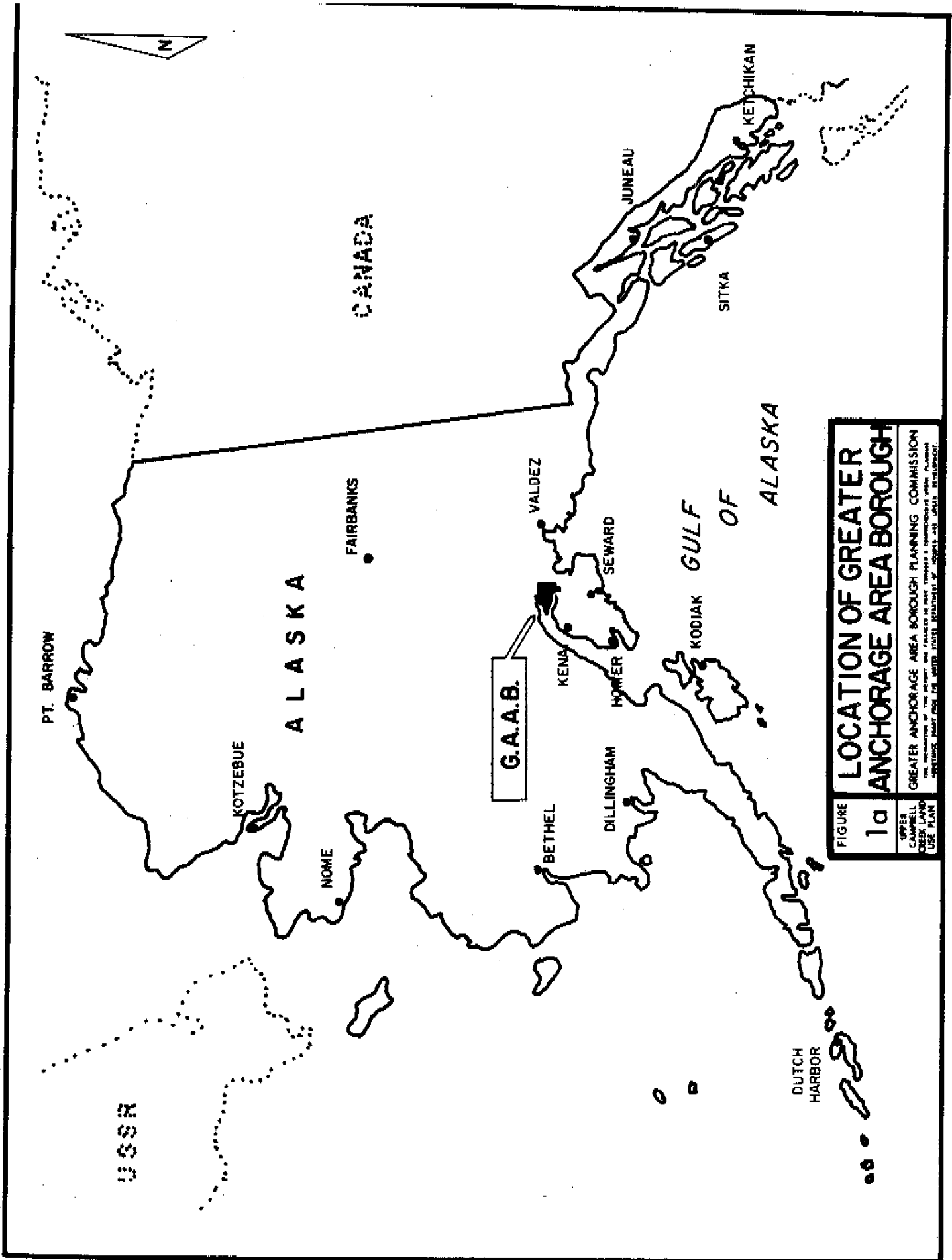
The private sector can also utilize a land use plan to advantage. An individual seeking a location for a new business or home would be assured that harmful effects of conflicting adjoining uses would be minimized or eliminated if he selects a site in general accord with the community's land use plan.

## B. PLANNING DISTRICT DEFINED

The land use plan presented herein deals with that portion of the Anchorage metropolitan area known as the upper Campbell Creek area (see Figures 1A, 1B and 1C). The area comprises some twenty-four square miles of land which represents approximately one-quarter of the civilian metropolitan community today. Since only a portion of the total metropolitan area is being considered in this plan, it should be pointed out that the dotted line on Figure 1C exists only for the convenience of conducting this study; it represents no real barrier or natural dividing feature. It certainly has no significance as a political boundary. The dotted line does, however, enclose an area readily identifiable by name - the Upper Campbell Creek Area.

This land use plan is intended to serve as a supplement and further detailing of the Land Use Plan of the Anchorage Metropolitan Area adopted by the Planning Commission in January of 1969. As a supplement, the plan should be compatible with the larger plan. However, detailed study of the type here performed will produce answers and facts about the area being considered which were possibly unknown at the time the more broad-brush and generalized community-wide land use plan was prepared. Consequently, departure from the more generalized version may be, and should if warranted, departed from. Throughout this plan document, a twenty year planning period has been utilized. A shorter time period would unnecessarily restrict the useful life of the plan while a longer time frame tends to make construction of a realistic plan more difficult if not impossible. This planning district is adjacent to the geographic center of the Anchorage metropolitan area and will, therefore, play a major role in the pattern of development in the Anchorage area. In 1960, the population of the planning district was approximately 1,100 people. By late 1968, it had grown to approximately 5,110 persons illustrating its rapidly growing characteristic.

The Planning Commission, cognizant of these factors has determined that a land use plan for this area should be prepared now, before undesirable patterns of development in the entire twenty-four square miles of land become established by mere chance.



**FIGURE 1a**

**LOCATION OF GREATER ANCHORAGE AREA BOROUGH**

UPPER CAMPBELL CREEK LAND USE PLAN

GREATER ANCHORAGE AREA BOROUGH PLANNING COMMISSION

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**GREATER ANCHORAGE  
AREA BOROUGH**

**FIGURE  
1b.**

GREATER ANCHORAGE AREA BOROUGH PLANNING COMMISSION  
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 CONSULTANTS: HOKU ENGINEERING ARCHITECTURE AND PLANNING, INC. (HOKU)

URBAN  
 CAMPBELL  
 CHERRY LANE  
 USE PLAN

FIGURE

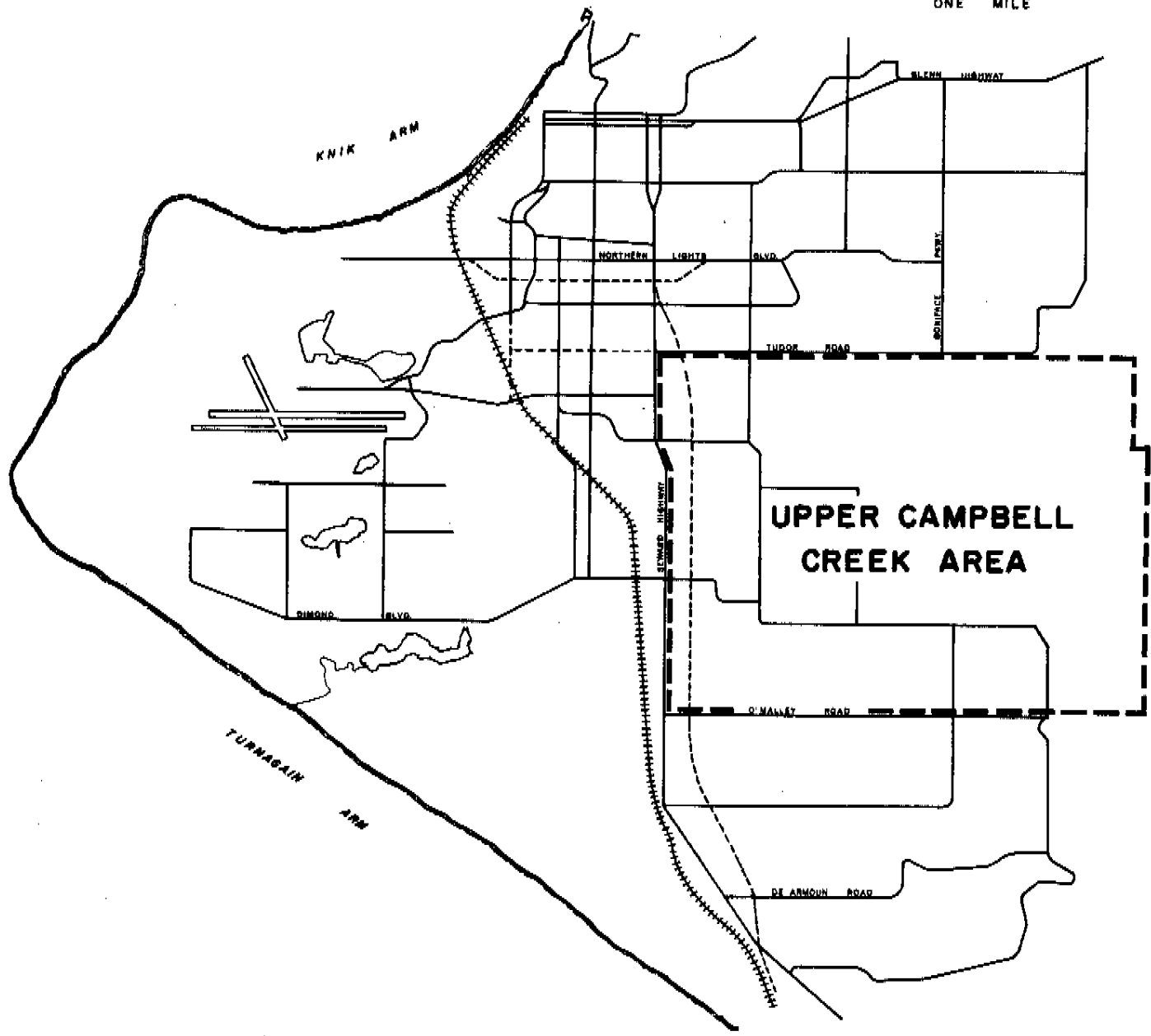
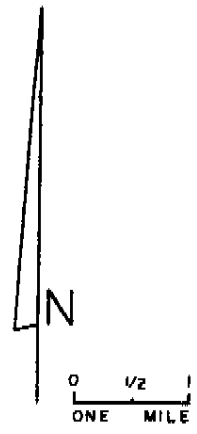
1c

# LOCATION OF UPPER CAMPBELL CREEK AREA

UPPER CAMPBELL CREEK LAND USE PLAN

GREATER ANCHORAGE AREA BOROUGH PLANNING COMMISSION

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## C. BASIC ASSUMPTIONS

A number of basic assumptions were made at the beginning of this study as points of departure. Some of these assumptions were borne out by the extensive research conducted in the course of this study, while others did not withstand careful scrutiny and were proven to be invalid.

These original assumptions are as follows:

### POPULATION GROWTH

The population of the Greater Anchorage Area Borough will continue to increase at approximately 4.25 percent per year through the twenty-year planning period. The population of the planning area will continue to increase at a substantially higher rate through the planning period. The rate of increase in the planning area was 15 percent per year between 1960 and 1968.<sup>1</sup>

### CAMPBELL AIRSTRIP

Campbell Airstrip should be developed as a general aviation facility relieving presently overcrowded Merrill Field.

### LAND USE PATTERN

The predominant pattern of land use is already set in a substantial portion of the planning area.

### ZONING

The majority of the planning area will be appropriately districted under the Greater Anchorage Area Borough Zoning Ordinance by mid-1971.

### RELEASE BY MILITARY

Although it was difficult to set a specific date for release, the assumption was made that the portion of the planning area lying within the military reservation would be released by 1975. This area will be appropriately districted at the time of (or prior to) release.

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<sup>1</sup>U.S. Department of Commerce, Bureau of the Census, Special Census of Greater Anchorage Area Borough, Alaska: October 11, 1968.