



# Salcha-Badger Road Area Plan

*Adopted September 12, 2019 by  
Ordinance No. 2019-37*

*This project is funded through a grant awarded by the Department of Defense Office of Economic Adjustment.*

# Acknowledgements

Thank you to all Salcha-Badger Road area residents, businesses, organizations and other local, regional, state, and federal partners who have contributed to the Salcha-Badger Road Area Plan development process. Key individuals include:

## **Working Group Members**

- Aaron Lojewski, FNSB Assembly Representative
- Tim Biggane, Salcha Fire and Rescue and Area Resident/Salcha
- Todd Boyce, Area Resident
- Eileen Brado, Road Service Area Commissioner and Area Resident
- David Brandt, Former FNSB Planning Commission Member and Area Resident/North Pole
- Steve Crouch, North Star Volunteer Fire Department and Area Resident
- Julie Doll, Area Resident/Moose Creek
- Jackson Fox, Fairbanks Area Surface Transportation (FAST) Planning
- Paula Fry, Area Resident/Salcha
- Nancy Graff, Area Resident
- Heather Heineken, FNSB School District Representative
- Duane Hoskins, Eielson Air Force Base Planner
- Ben Hunt, Eielson Air Force Base Planner
- Merle Jantz, Road Service Area Commissioner and Area Resident
- Patrick Lovely, Local Business Owner and Area Resident
- Liz Lyke, FNSB Assembly Representative
- Kevin McCarthy, Area Resident/North Pole
- Ernie Misewicz, Salcha Fire and Rescue and Area Resident
- Brian Schlumbohm, Area Resident
- Larry Terch, Realtor and Area Resident
- Karen Tilton, Area Resident/Salcha
- FNSB Mayor Bryce Ward
- North Pole Mayor Michael Welch

## **FNSB Assembly**

Matt Cooper  
Leah Berman Williams  
Aaron Lojewski

Liz Lyke  
Mindy O’Neill  
Christopher Quist

Marna Sanford  
Shaun Tacke  
Geoffry B. Wildridge

## **FNSB Planning Commission**

Toni Abbey  
Kerynn Fisher  
Chris Guinn

Gerard Kenna  
Eric Muehling  
John Perreault

Doug Sims  
Charles Whitaker  
Christine Nelson (ex-officio)

## **North Pole City Council**

## **FNSB Community Planning Department Staff**

This plan was produced by Agnew::Beck Consulting with support from Kittelson and Associates and Northern Economics.



# Fairbanks North Star Borough Assembly Ordinance No. 2019-37

1	By:	Planning Commission
2		Bryce J. Ward, Mayor
3		Liz Lyke
4		Marna Sanford
5		Shaun Tacke
6		Christopher Quist
7		Geoffry Wildridge
8		Leah Berman Williams
9		Mindy O’Neill
10		Matt Cooper
11	Introduced:	08/22/2019
12	Advanced:	08/22/2019
13	Attachment 1 Amended:	09/12/2019
14	Adopted:	09/12/2019

## FAIRBANKS NORTH STAR BOROUGH

### ORDINANCE NO. 2019 - 37

#### AN ORDINANCE ADOPTING THE SALCHA-BADGER ROAD AREA PLAN AS AN ELEMENT OF THE FNSB REGIONAL COMPREHENSIVE PLAN

WHEREAS, The Salcha-Badger Road Area Plan is a land use plan for the area from Badger Road to Salcha; and

WHEREAS, There are several communities that are located within this planning area, including Badger Road, the City of North Pole, Eielson Farm Road, Moose Creek, Eielson Air Force Base, and Salcha; and

WHEREAS, Since 2000, the communities in the project area have grown in population faster than the rest of the Fairbanks North Star Borough; and

WHEREAS, Population growth is expected to continue in the next few years due to the anticipated arrival of two squadrons of F-35 fighter jets at Eielson Air Force Base, expected to bring approximately 3,300 new residents to the Fairbanks North Star Borough, most of whom are likely to live in the Salcha-Badger Road Area; and

WHEREAS, The Salcha-Badger Road Area planning effort was funded in cooperation with the Department of Defense Office of Economic Adjustment, recognizing the impact that basing decisions can have on surrounding communities; and

42 WHEREAS, Development of the Salcha-Badger Road Area Plan was led by  
43 a working group comprised of local residents, business owners, and community leaders  
44 that met eight times to review and provide input on plan topics; and  
45

46 WHEREAS, The Salcha-Badger Road Area Plan has had an extensive and  
47 well attended public participation process, including four public open houses, public  
48 charrettes, a project website that included online surveys and interactive maps, several  
49 postcard mailings to all property owners in the area, and paper surveys and outreach  
50 materials available for those in rural areas that lacked adequate internet access; and  
51

52 WHEREAS, The Salcha-Badger Road Area Plan includes a vision, goals,  
53 strategies, and actions developed by and for communities contained in the project area;  
54 and  
55

56 WHEREAS, The vision statement of the Salcha-Badger Road Area Plan is  
57 "The Salcha-Badger Road area is a community in the Fairbanks North Star Borough  
58 renowned for its: rural small-town feel, respect for personal freedoms, thriving  
59 businesses & services, and access to year-round outdoor recreation;" and  
60

61 WHEREAS, The Salcha-Badger Road Area Plan is consistent with  
62 numerous recommended strategies and actions of the Fairbanks North Star Borough  
63 Regional Comprehensive Plan including "recognize individual communities within the  
64 Borough as unique planning areas"; and  
65

66 WHEREAS, The Fairbanks North Star Borough is responsible for planning,  
67 zoning, and subdivisions throughout this area; and  
68

69 WHEREAS, The North Pole Land Use Plan was adopted in 2010 and  
70 reevaluated as an aspect of this planning process and was determined to still be  
71 current; and  
72

73 WHEREAS, This plan includes an updated Future Comprehensive Land Use  
74 Map, to be used to guide development decisions in the project area, replacing the  
75 existing, dated FNSB Regional Comprehensive Land Use Map for this area; and  
76

77 WHEREAS, This plan will help to ensure compatible development occurs in  
78 the area while emphasizing private property rights.  
79

80 NOW, THEREFORE, BE IT ORDAINED by the Assembly of the Fairbanks  
81 North Star Borough:  
82

83 Section 1. This ordinance is not of a general and permanent nature and  
84 shall not be codified.

85 Section 2. The Fairbanks North Star Borough Regional Comprehensive  
86 Plan is amended by incorporating the Salcha-Badger Road Area Plan attached hereto as  
87 Attachment 1.

88  
89 Section 3. Effective Date. This ordinance is effective at 5:00 p.m. on the  
90 first Borough business day following its adoption.

91  
92 ADOPTED THE 12<sup>TH</sup> DAY OF SEPTEMBER 2019.

93  
94  
95  
96  
97  
98   
99 \_\_\_\_\_  
100 Matt Cooper  
101 Presiding Officer

101 ATTEST:

102   
103 \_\_\_\_\_  
104 April Trickey, CMC  
105 Borough Clerk  
106

107  
108 Yeses: Sanford, Quist, O’Neill, Wildridge, Williams, Lyke, Lojewski, Cooper, Tacke  
109 Noes: None

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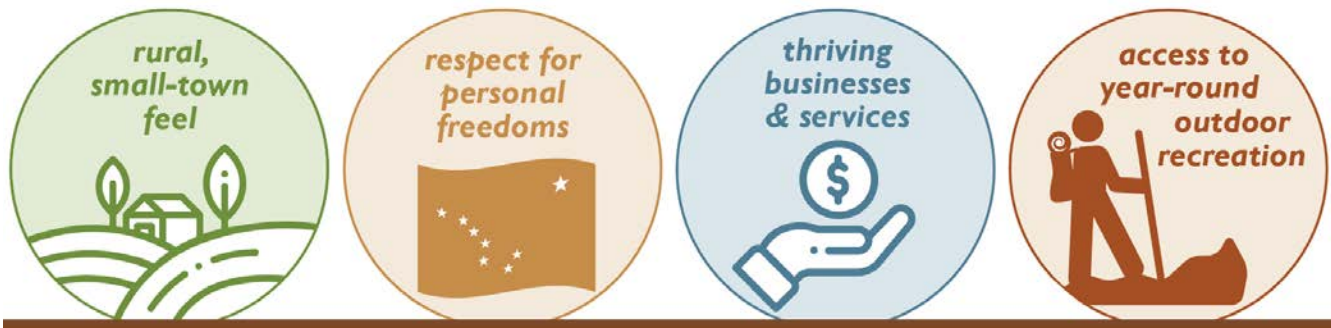
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# I. Introduction

## Our Vision

The Salcha-Badger Road area is comprised of communities in the Fairbanks North Star Borough renowned for their:



## About the Plan

### Purpose

The Salcha-Badger Road Area Plan will serve as a community resource and guide for both short and long-term housing, transportation, utilities, recreation and commercial needs. The plan offers recommendations that protect what residents value most about the Salcha-Badger Road area while benefiting and enhancing the quality of life for current and future residents. The plan was developed in response to rapid growth in the project area and the anticipated arrival of two squadrons of F-35A fighter jets at Eielson Air Force Base, expected to bring approximately 3,300 new residents to the Fairbanks North Star Borough (FNSB); the plan is written to guide development during and following this growth. This area plan should be revised every 20 years and/or when the population changes by 20 percent or more. Core components of the plan include:

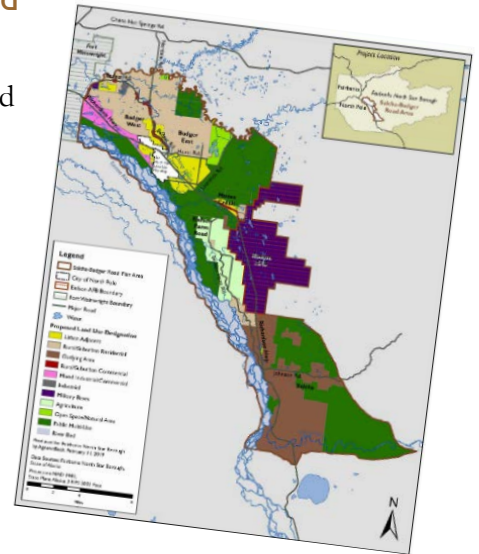
- A vision and goals for the Salcha-Badger Road area that identify what type of growth is supported by residents.
- A list of recommended policies and activities that will help implement the vision and goals for the Salcha-Badger Road area.
- A summary of key issues guiding the plan goals, strategies and actions for each of the three focus areas: land use, transportation and housing.
- A future land use map that shows what types of land uses will be prioritized in which areas of the Salcha-Badger Road area.
- A list of preliminary priority strategies for plan implementation (i.e., key actions that will lead to the successful implementation of plan goals and vision).

The appendix includes additional background information and context that tells the story of the Salcha-Badger Road area and how it is changing, along with expanded results from the community outreach effort and more details on plan policies.

### How does this Area Plan relate to the 2005 FNSB Regional Comprehensive Plan and the Comprehensive Plan Land Use Map (adopted 1984, amended 1990)?

The 2005 FNSB Comprehensive Plan and accompanying 1984 future land use map provide broad direction and guidance for the entire borough. Recognizing the unique landscapes, community characteristics and needs of residents in different areas of the borough, FNSB is implementing an area versus boroughwide approach to comprehensive plan updates. The broad provisions of the Regional Comprehensive Plan still apply, but the Salcha-Badger Road Area Plan offers more specificity for this focus area.

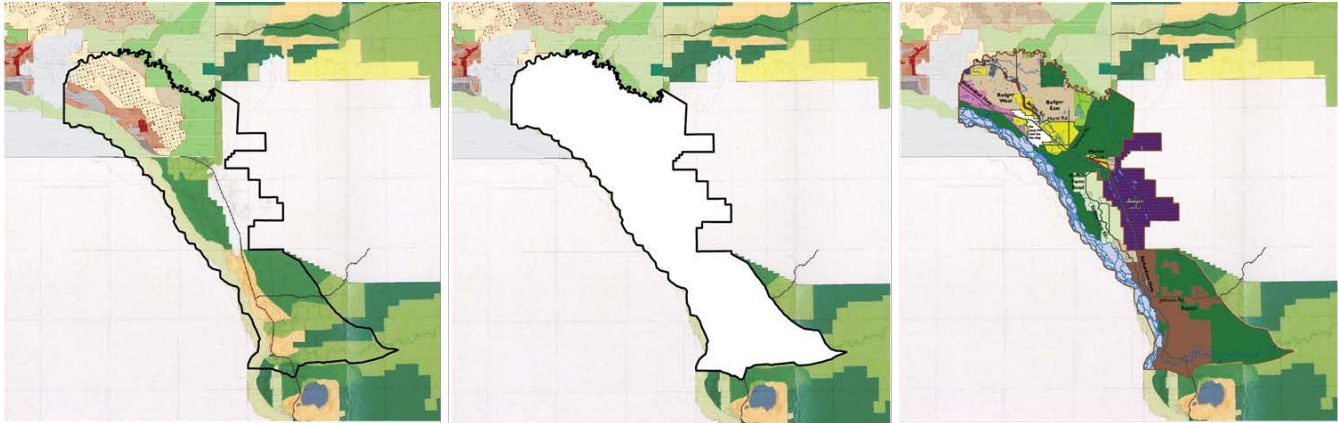
Like the 2005 Plan, the centerpiece of the Salcha-Badger Road Area Plan is a future land use map (*see land use chapter for details*).



A future land use map DOES:	A future land use map DOES NOT:
<ul style="list-style-type: none"> <li>• Anticipate development needs.</li> <li>• Identify development issues, opportunities constraints.</li> <li>• Identify suitable/unsuitable types of development.</li> <li>• Propose recommendations for how an area should develop.</li> <li>• Establish policies and standards to guide development.</li> <li>• Recommend improvements to zoning codes.</li> </ul>	<ul style="list-style-type: none"> <li>• Act as a regulatory or zoning document.</li> <li>• Make changes to existing zoning codes.</li> <li>• Apply retroactively.</li> </ul>

Once the Salcha-Badger Road Area Plan is approved, the area plan future land use map, and related land use categories and policies, will replace the Regional Comprehensive Plan Land Use Map (adopted 1984, amended 1990) for the project area (*see illustration that follows*) and supplement the 2005 Regional Comprehensive Plan. As indicated on the area plan future land use map, the City of North Pole Land Use Plan was updated and adopted in 2010. This Salcha-Badger Road Area Plan does not amend or modify the 2010 North Pole Lane Use Plan. The North Pole Land Use Map will remain in effect for the City of North Pole area.





1984 FNSB Comprehensive Plan:  
Future Land Use Map  
with Salcha-Badger area outlined

Salcha-Badger area replaced by...

Salcha-Badger Road Area Plan:  
Future Land Use Map  
excludes the City of North Pole

### How does this Area Plan relate to Zoning?

Zoning is a regulatory framework or policy that describes how land can be used in the present; it provides some overarching restrictions to ensure land uses within a designated area do not conflict. Land use maps identify broad future intentions for an area. Zoning codes are a way to implement and enforce land use within a specified area. The future land use map in this area plan aligns with existing and/or desired future land use in the Salcha-Badger Road area. The plan and the associated future land use map will not immediately result in zoning changes. Rather, the proposed land use categories and recommended zoning improvements in this plan provide more categories and tools to guide growth and development in a way that aligns with the vision for the area, promotes planning best practices, and considers local context. If there are proposed rezones in the project area the future land use map will guide the zoning actions. Boundary lines in the future land use map are approximate and may out of necessity be changed. It is not the intent to divide lots or specific uses by these boundary lines.

## Methodology

This plan was developed with robust input from residents, stakeholders and regional leaders and included the following activities:

See Appendix 2 for more details

- ❖ Working Group meetings
- ❖ Presentations and conversations with the FNSB Assembly, FNSB Planning Commission, Chena Riverfront Commission, North Pole City Council, Greater Fairbanks Chamber of Commerce, FNSB Housing Task Force, Fairbanks Metropolitan Area Transportation System Policy Board, FNSB Trails Advisory Commission, Historic Preservation Commission
- ❖ Open houses and community meetings in North Pole and Salcha
- ❖ Interactive mapping tool
- ❖ Interviews
- ❖ Community Perspective in the Fairbanks Daily News-Miner
- ❖ Data collection to learn about the area and how it is changing
- ❖ Booth at the Tanana Valley State Fair
- ❖ Community survey
- ❖ Review of community and regional plans
- ❖ Interactive web map for sharing the draft plan

## How to Use This Plan

This plan serves as a basis and rationale for other community policies and actions, including: site-specific and neighborhood plans; specialized plans addressing transportation, economic development, housing and other topics; ordinances and other policies carrying out the goals of the area plan; projects carried out by FNSB staff; and a tool for communicating priorities and funding requests to state and federal government or other funders, such as the Capital Improvement Projects (CIP) list, neighborhood-initiated rezones or special legislative appropriations.

The goals of this plan give the FNSB and the community a broad vision and direction to work toward in the coming years. Preliminary priority strategies are identified, either as the most important issues for the FNSB, residents and partners to address, or areas where there can be immediate positive impact. A key element of this plan is the future land use map, which offers broad guidance on preferred future land use and growth and will inform future changes to zoning, subdivisions and other land uses, housing, transportation and recreation-related policy decisions.

There are three components to the Salcha-Badger Road Area Plan:



### Executive Summary

*Offers a graphic, condensed summary of the plan, including goals and strategies for each of the three focus areas; also includes the future land use map.*



### Area Plan

(this document)

*Includes additional information on the process, area, and key issues that were used to inform the goals and strategies.*



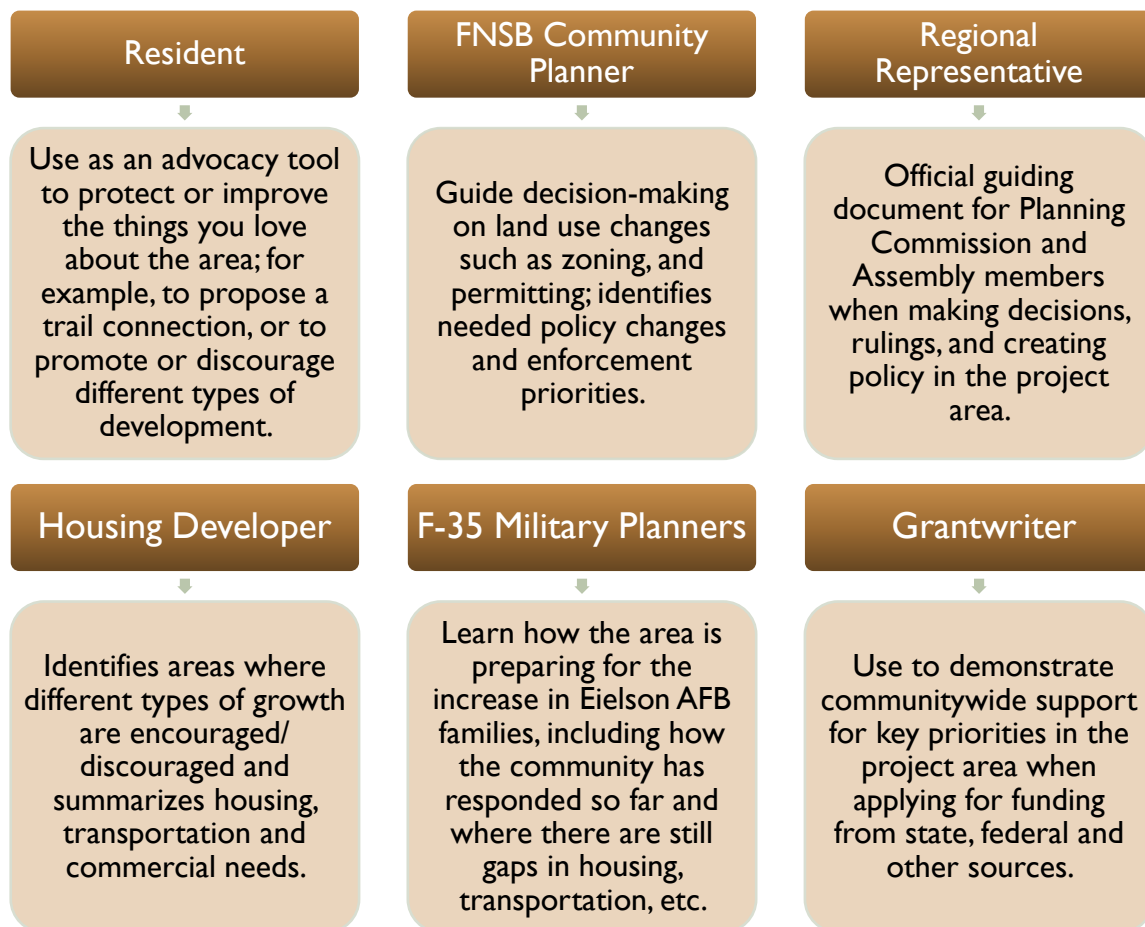
### Appendix

*Includes extensive background information, context and discussion used to inform the future land use map and related plan goals and strategies, and details on plan policies and implementation.*

Over 35 maps were produced through this process to help guide development of the future land use map and plan policies. These maps are in the appendices. All photos were all taken in the project area by the planning team within the past five years.

Most importantly, this plan should serve as a key tool for community leaders and residents in their short-term and long-term planning and decision-making. The Salcha-Badger Road Area Plan, in conjunction with more detailed plans and current information, should be the backdrop and foundational reference for all FNSB Planning Commission and Assembly meetings and rulings regarding the project area, and for FNSB departments in their daily operations. See below for a specific breakdown of how different stakeholders might use the plan.

### How to use the Salcha-Badger Road Area Plan if you are a...



## Project Area

The project area is within the Fairbanks North Star Borough and generally follows the Richardson Highway as it winds southeast of the City of Fairbanks. This plan identifies seven subareas within the project area, as seen in the map on the following page:

- Badger West
- Badger East
- City of North Pole (labeled as “North Pole” on most maps)
- Moose Creek
- Eielson Farm Road
- Eielson Air Force Base (AFB)
- Salcha

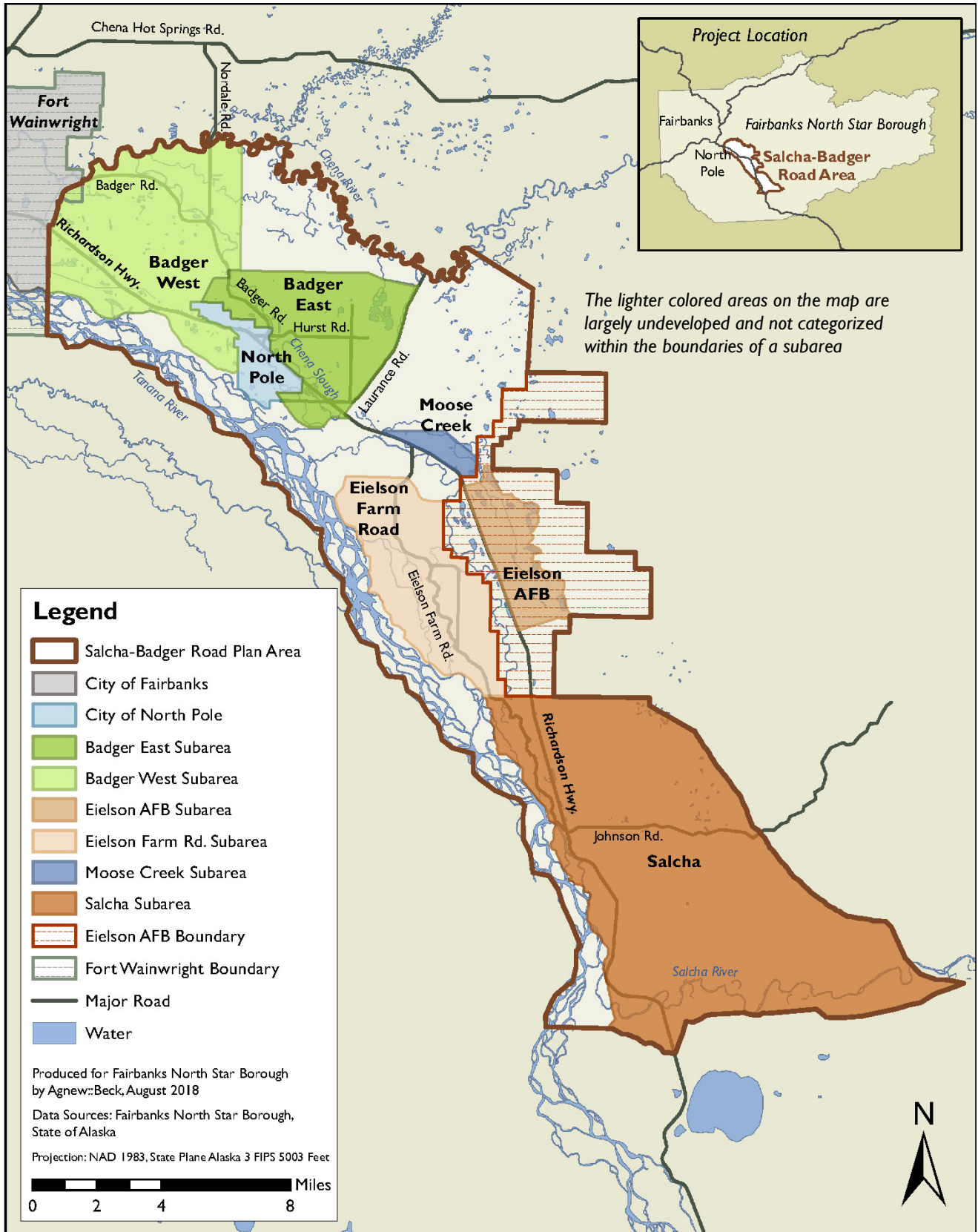
This plan was created in response to the recent population growth in the project area and the anticipated personnel increase at Eielson AFB. Project boundaries reflect areas of known and potential growth, but also consider a likely 20-minute commute window from Eielson AFB to communities within the project area, where most new Air Force personnel and their families are anticipated to live.

*Throughout this document we have included quotes from a project survey of residents, conducted in summer 2018. For more detailed survey results, please see the appendices.*

### From the 2018 community survey

“Thank you for putting the plan together and trying to make this area better in the future for those military members who will come in behind me. I think Eielson and Alaska are a great place to be stationed, and a lot of that is due to efforts like this one.”

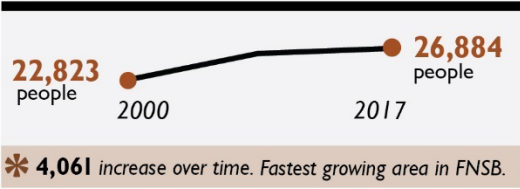
## What are the project boundaries?



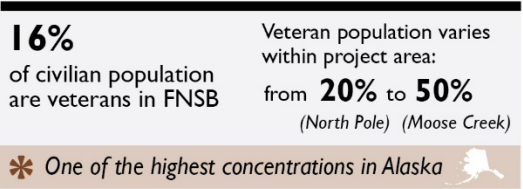
# What does the Salcha-Badger Road area look like and how is it changing?

See Appendix 3 for more details

## Population changes in project area



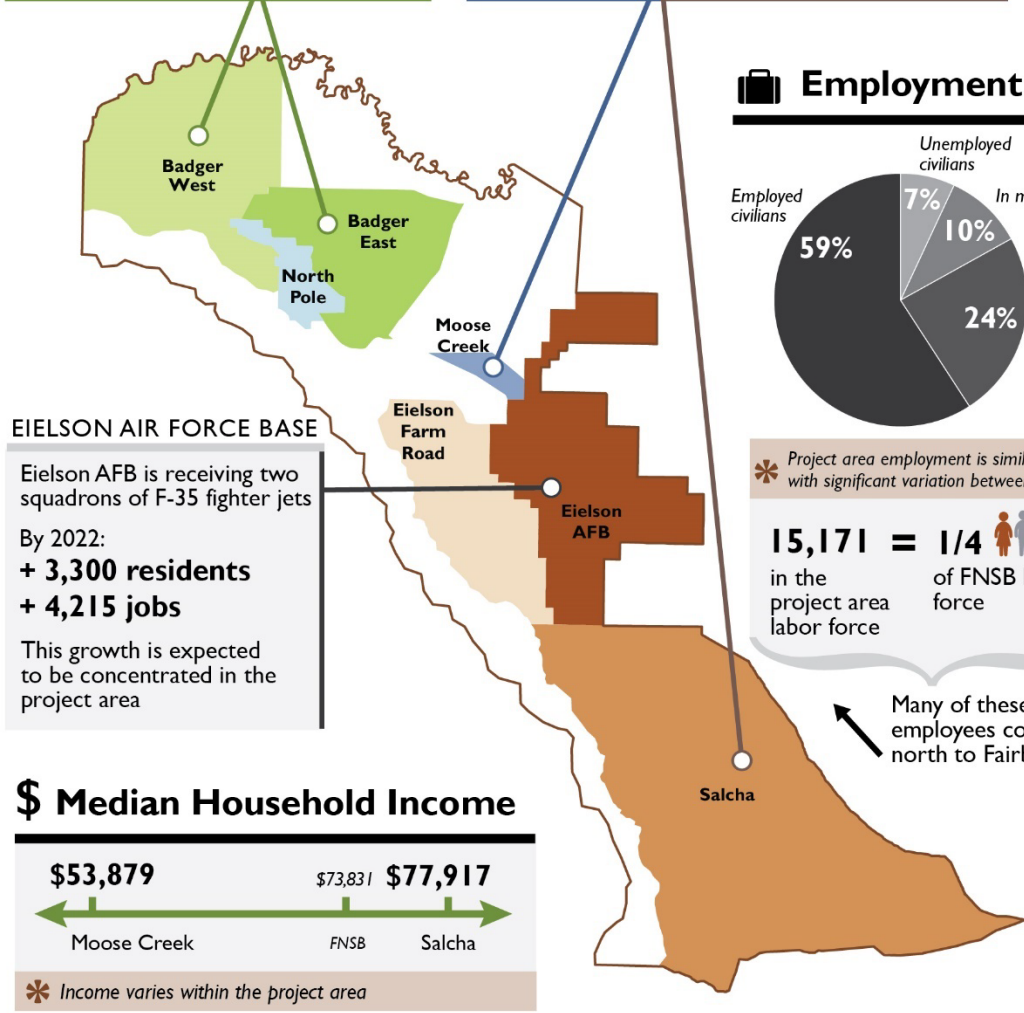
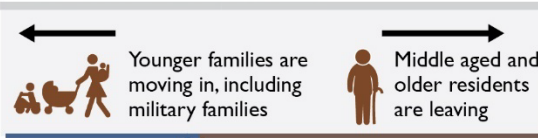
## Veterans



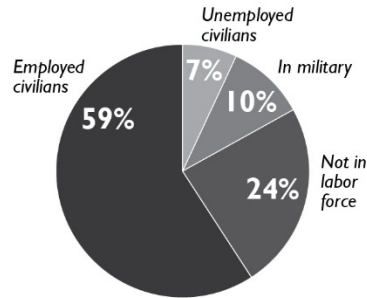
### BADGER WEST & BADGER EAST



### MOOSE CREEK & SALCHA



## Employment



\* Project area employment is similar to FNSB, with significant variation between subareas

**15,171** = **1/4** of FNSB labor force in the project area labor force

Many of these employees commute north to Fairbanks

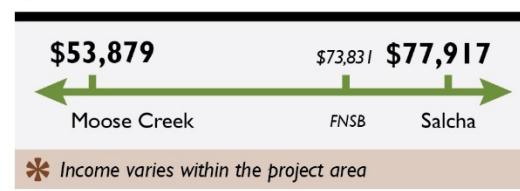
### EIELSON AIR FORCE BASE

Eielson AFB is receiving two squadrons of F-35 fighter jets

By 2022:  
**+ 3,300 residents**  
**+ 4,215 jobs**

This growth is expected to be concentrated in the project area

## \$ Median Household Income

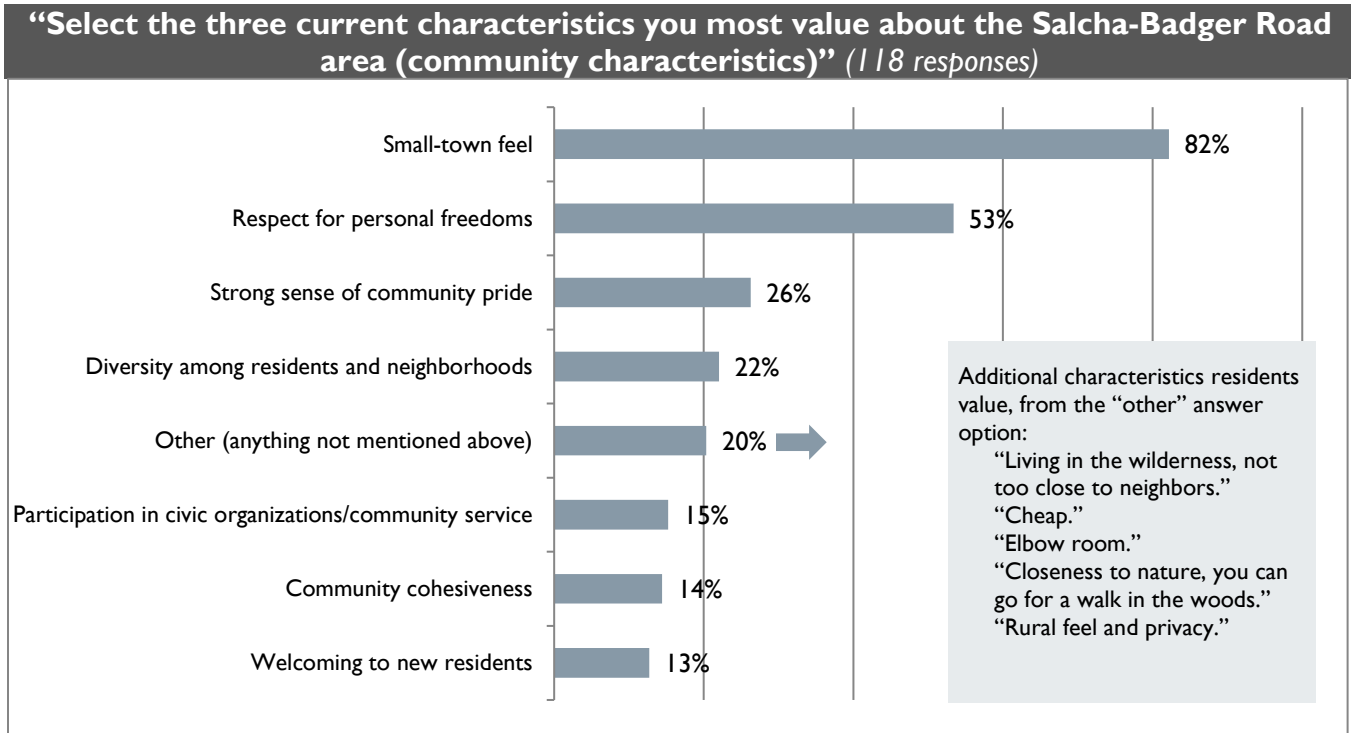
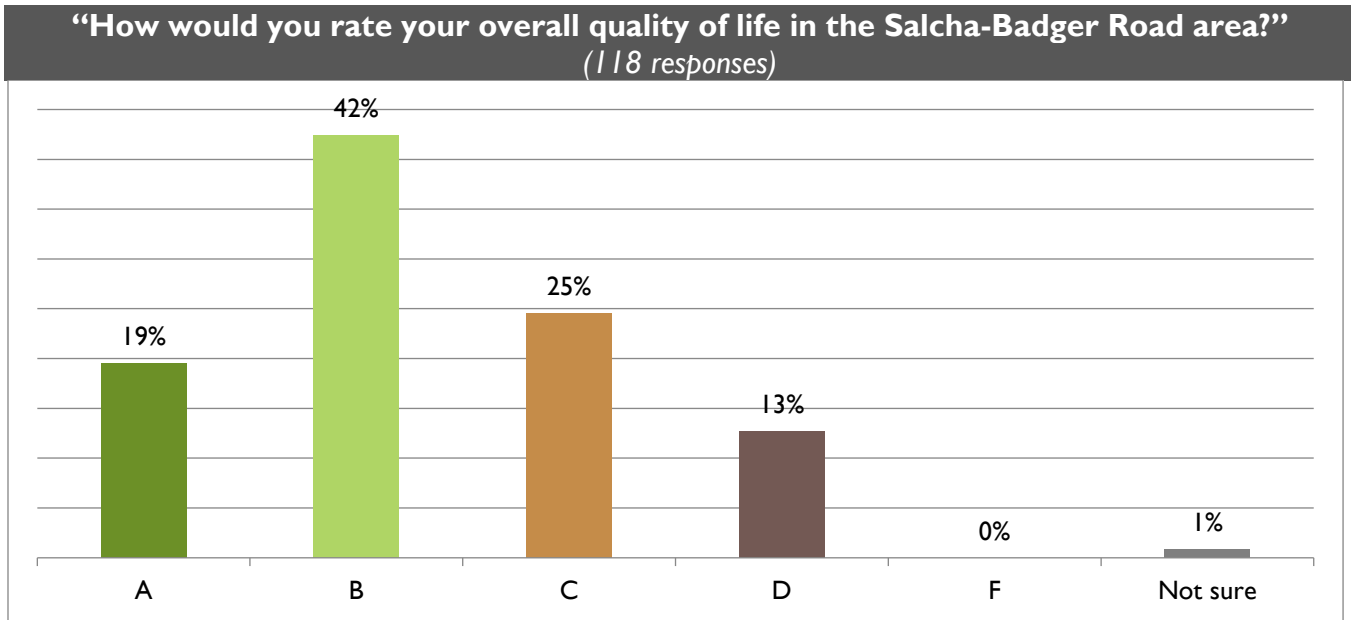


**SOURCES:** **Population:** 2000 estimate from the Decennial Census; 2017 estimate is the American Community Survey Five-Year Average, 2013-2017; subarea summaries are from the American Community Survey Five-Year Averages, 2012-2016 | **Median Household Income:** American Community Survey Five-Year Averages, 2012-2016 | **Employment:** American Community Survey Five-Year Averages, 2012-2016 | **Eielson AFB:** EAFB Regional Growth Plan | **Veterans:** American Community Survey Five-Year Averages, 2012-2016

## What did we hear from residents?

See Appendices 5 + 10 for more details

### Community Results from Project Survey, Open April – September 2018



NOTE: This chart totals to more than 100 percent because survey respondents could select up to three answers.



### Results from Community Open Houses and State Fair Outreach

Top Responses to, “What do you like most about the area?”		
Salcha Open House (June 2018)	North Pole Open House (July 2018)	Tanana Valley State Fair (August 2018)
<ul style="list-style-type: none"> <li>• Keep Salcha the same! Don’t want it to change</li> <li>• Rural</li> <li>• Family-oriented, awesome school</li> </ul>	<ul style="list-style-type: none"> <li>• Trails</li> <li>• Privacy, low population</li> <li>• Open space and large lots</li> <li>• Good police and fire protection</li> <li>• Lots of churches to help people</li> </ul>	<ul style="list-style-type: none"> <li>• Small town feel; everyone knows each other</li> <li>• Not overpopulated</li> <li>• Frequent wildlife encounters</li> <li>• Solitude</li> <li>• Open spaces</li> </ul>

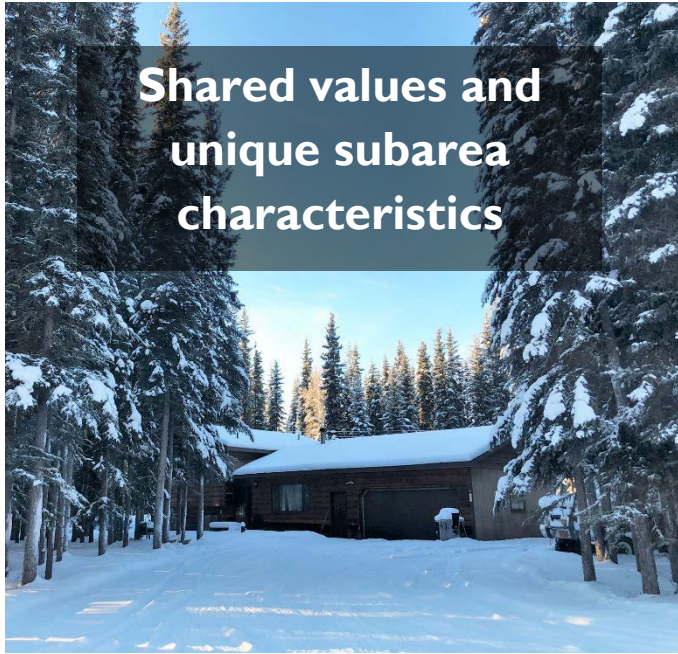
Top Responses to, “What would you like to change?”		
Salcha Open House (June 2018)	North Pole Open House (July 2018)	Tanana Valley State Fair (August 2018)
<ul style="list-style-type: none"> <li>• Improved cell and internet coverage</li> <li>• Bike path along the Richardson Highway</li> <li>• Turning and passing lanes on the Richardson Highway</li> <li>• Speed limit enforcement on the Richardson Highway</li> <li>• Better road maintenance</li> </ul>	<ul style="list-style-type: none"> <li>• Air quality</li> <li>• Road safety: signage, maintenance, lighting</li> <li>• Junkyard enforcement</li> <li>• Lower energy costs</li> <li>• Access to quality and affordable housing</li> </ul>	<ul style="list-style-type: none"> <li>• Need good public drinking water</li> <li>• Roads are too narrow and need wider shoulders for bikes</li> <li>• Need decent phone and internet service</li> <li>• Junkyards</li> <li>• Need more grocery stores</li> <li>• Need more space for kids to play</li> </ul>



## 2. Land Use and Infrastructure

### Key Issues Guiding the Area Plan

See Appendix 6 for more details



- Residents have a strong core of shared views about what makes the Salcha-Badger Road area a special place. These qualities include rural, low density neighborhoods; a caring, friendly community; ready access to the outdoors; and a sense of freedom and independence.
- While there is a core of shared values in the project area, there are notable differences in viewpoints between subareas. For example, most Salcha residents want little to no growth. And while people continue to value private property rights, there is a growing interest in active planning to reach community goals. One example is the desire to better protect property values and the character of residential neighborhoods by limiting potentially incompatible uses like junkyards, shooting ranges, marijuana operations and heavy industrial activities.



- Much of the Salcha-Badger Road area has significant constraints to development, including extensive wetlands and floodplains.<sup>1</sup> These physical constraints, along with large tracts of public land and barriers like the Tanana River, mean that most future growth will concentrate in existing neighborhoods and existing communities, rather than extending out into new, undeveloped lands.

<sup>1</sup> See Appendix 6, “Physical Characteristics and Implications for Development” subsection, for maps and additional information.



## Preparing for change

- Residents recognize the Salcha-Badger Road area will continue to change, and changes will accelerate with the coming of the F-35s at Eielson Air Force Base (AFB).
- Existing FNSB land use, infrastructure and fiscal policies are not adequate to sustain and improve what residents most value about the project area while supporting anticipated growth. In the face of growth, active planning is essential. Improved policies are needed to guide growth while respecting land use freedoms. Examples of limitations of existing FNSB land use and infrastructure policies are summarized below.
  - The existing future land use map in the FNSB Comprehensive Plan was developed in 2005, at a much broader scale, and gives residents and land owners limited ability to affect directions of future growth. The existing future land use map is also regional in scale and therefore does not address the specific characteristics and needs of the project area.
  - Most of the project area is zoned as General Use (GU), which means there are virtually no controls on future land uses in most of the Salcha-Badger Road area.
  - The current FNSB subdivision policy and road service area model is limited in scope, which often leads to unsafe, poorly-maintained access for vehicles and pedestrians.
  - A limited supply of land is served by public water, wastewater, and other public infrastructure, which reduces opportunities for the construction of new, affordable housing.

## Goals *Where and what type of growth is desired/supported by residents and other stakeholders?*

These goals guide land use and infrastructure in response to change and growth, including the anticipated increase of 3,300 additional residents in FNSB by 2022 due to the F-35 beddown.<sup>2</sup> The goals also broadly identify the need to maintain and improve characteristics residents and visitors value most about the project area. Specific land use and infrastructure goals include:

- A. Maintain a balance between the area's predominantly small town and rural character with ready access to open space as well as vital community commercial areas in population centers like the City of North Pole.
- B. Protect private property rights and provide for freedom to enjoy private and public properties without creating land use conflicts.
- C. Guide land use in predominantly residential areas to maintain neighborhood character, including buffering residential uses from more intensive commercial and industrial uses.
- D. Encourage availability of quality housing in a range of densities, prices and settings.
- E. Provide for shopping and other commercial and industrial activities to meet local needs for goods and services and create local jobs and business opportunities.
- F. Expand water, sewer, gas and other infrastructure, where appropriate.
- G. Provide for continuing access to open space, trails and outdoor recreation.
- H. Protect the natural environment and recognize existing floodplain and groundwater hazards.
- I. Support the responsible development of resources, including agriculture, tourism, timber and mining, to create a stronger, more diverse local economy.
- J. Retain and improve outdoor recreation opportunities.



<sup>2</sup> To learn more about the F-35 beddown at Eielson Air Force Base, see Appendix 4, “Summary of F-35 Beddown Projections and Impact on the Project Area.”

## Strategies *What policies or other types of strategies or tools will assist residents, the FNSB, and other partners with achieving their vision and goals for the Salcha-Badger Road area?*

These strategies offer recommendations to help achieve the vision and goals for the project area. Most strategies support multiple land use and infrastructure goals.

Given the complexity of this chapter, the strategies are organized into four categories: Tools and Capacity, Environment, Infrastructure and Resource Development.

### Tools and Capacity

1. **Guide location and intensity of land use through implementation of the Salcha-Badger future land use map.** <sup>3</sup> **(Priority Strategy #1)** *See Appendix 6 for addition context, justification and recommendations for implementation.*

The Salcha-Badger future land use map provides a tool for residents, land owners and elected officials to plan for growth and change, while preserving what residents value most about the Salcha-Badger Road area.

The future land use map does not change codes or zoning; rather it offers broad guidance for residents, policymakers and land use managers as they make future policy and development decisions.

Major objectives achieved by this map include:

- Replaces the older, overly generalized map in the existing FNSB Comprehensive Plan.
- Guides future change to reflect the differing goals of different parts of the Salcha-Badger Road area.
- Incorporates the land use designations within the City of North Pole, as set out in the 2010 North Pole Land Use Plan.

The future land use map categories are defined in the table following the map.

### **How the Salcha-Badger Road Area Plan Guides Land Use Policy**

This plan sets general directions for future land use policy and will guide implementation actions that will follow the adoption of this plan.

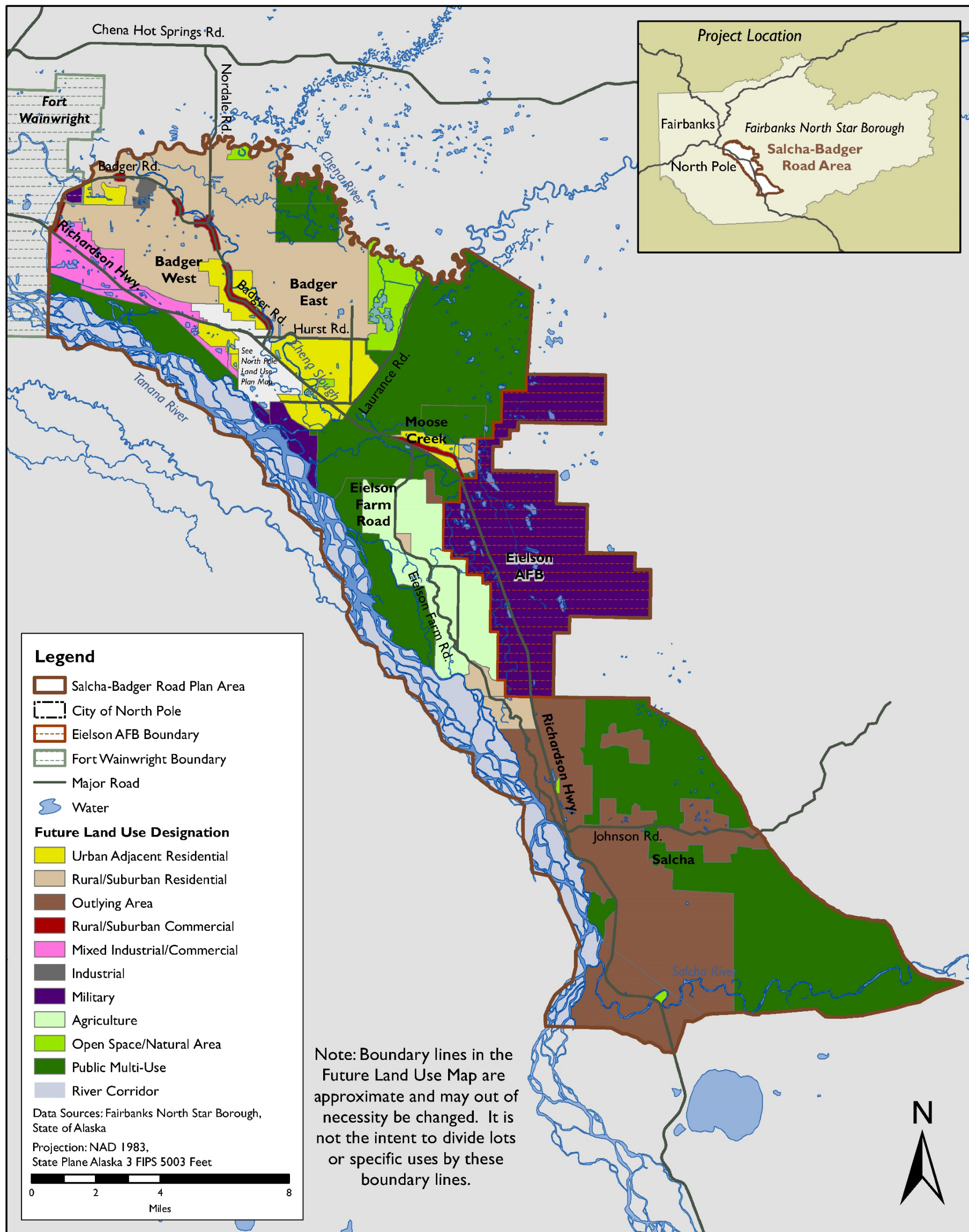
For example, the plan identifies needed improvements to current zoning policy, such as identifying the need for a new zoning district that provides much of the flexibility in the existing General Use zone while also setting policies that can better maintain residential neighborhoods and property values by reducing incompatible uses.

While the plan sets the general direction that will be used to modify existing zoning and subdivision policies, the plan does not make changes to these codes or set specific locations where they are applied. Those steps require a separate, subsequent process, including public review and Planning Commission and Assembly action. These changes typically occur slowly over time; it can take years or decades to fully implement a plan.

---

<sup>3</sup> This land use map will replace the existing FNSB comprehensive plan map for the project area.

## Salcha-Badger Road Area Future Land Use Map



A more detailed scale of the future land use map will be available at the FNSB Community Planning Department and posted online.

## Future Land Use Map Categories

Area Plan Land Use Category	Intended Land Uses including Objectives for Utilities <sup>4</sup>	Application Area
<b>City of North Pole</b>	Covered under a separate map, using land use categories approved as part of the North Pole Land Use Plan. Available here: <a href="http://fnsb.us/cp/Documents/NPLandUsePlan.pdf">http://fnsb.us/cp/Documents/NPLandUsePlan.pdf</a>	Boundaries of the incorporated City of North Pole
<b>Urban Adjacent Residential</b>	Residential uses and other uses that will not disrupt neighborhood characteristics. Water and/or sewer and natural gas are available now or recommended in the future. Lots may be less than one acre with infrastructure improvements and as allowed by current zoning.	Primarily areas adjoining the City of North Pole
<b>Rural/Suburban Residential</b>	Residential and other uses that will not disrupt neighborhood characteristics. Assumes on-site water and septic systems. Lots greater than one acre, as zoning allows.	Majority of Badger East and Badger West subareas
<b>Outlying Area</b>	Rural areas. Land use conflicts are less likely due to remoteness. Few restrictions on use; certain high impact uses require additional conditional use review and/or larger minimum lot sizes.	Majority of Salcha subarea
<b>Mixed Industrial/Commercial</b>	Area to provide a variety of business, commercial and industrial uses including office, general business, retail, industrial and limited residential uses. New development may need buffering to minimize adverse impacts on surrounding land uses.	New and Old Richardson Highway corridors, including embedded residential areas
<b>Industrial</b>	Large blocks of land devoted to heavy industrial uses.	Flint Hills Refinery (closed); large scale gravel operations
<b>Rural/Suburban Commercial</b>	Concentrated activity that serves nearby residents, such as: small businesses and civic uses like community centers, churches, police and fire stations. Extends one or two parcels from the roadway to include lots visible from the road.	Locations along Badger Road and the Old Richardson Highway in Moose Creek
<b>Agriculture</b>	Current farmlands and neighboring large parcels with potential for future agriculture. Private land in this area is restricted by deed to agricultural use only. Includes limited residential uses.	Eielson Farm Road subarea
<b>River Corridor</b>	Key rivers, wetlands, and riverfront areas. Includes suggested setbacks to protect riparian habitat (actual regulations will vary by location).	Includes Chena River and Slough, Salcha River, Tanana River (at this scale, this category is not visible on the map)

<sup>4</sup> See the appendices for figures showing areas with significant physical constraint, that may affect ability of specific parcels to be developed for intended uses

### Large Blocks of Public Lands

<b>Military</b>	Federal lands dedicated for military bases and military reserves.	Eielson AFB, Fort Wainwright, Tanana Flats
<b>Open Space/ Natural Area</b>	Open space is an undeveloped area in a natural state, golf course, park, or cemetery, along a road that provides some visual relief from urbanization and public recreation. Open space may or may not be improved, but it does serve to interrupt more intense land uses. Natural area is an area left in natural state deemed not suitable for development. Natural areas may be minimally improved, i.e., to provide access to or through them, or to accommodate a trail, but basically they are left to their natural state.  Includes public lands (federal, state and municipal) used for parks and dispersed recreational activities or identified as important habitat such as ponds, lakes and riparian corridors.	Important open space areas including wetlands, flood and/or dispersed recreation areas
<b>Public Multi-use</b>	Primarily state and federal land with multiple uses, to remain in public ownership; including flood protection, habitat value, recreation outside of developed recreation areas, and timber.	Largely for state, federal lands, including the Tanana River flood plain and associated levee system

#### From the 2018 community survey

“We need to recategorize from General Use to rural residential to avoid some of the not so nice elements that pop up in these residential neighborhoods. If we continue down our current path I foresee more shooting ranges, marijuana grow operations, dog kennels, commercial businesses side by side next to residential homes. It won't get better on its own!”

## 2. Establish policies that encourage infill and appropriate increases in densities in existing low-density residential areas where lots are currently one acre or larger. (Priority Strategy #2)

- a. Encourage infill and appropriate increases in housing densities in areas designated Urban Adjacent Residential on the future land use map. These areas are locations with best proximity to public and commercial services, and best prospects for expansion of public utilities: water, natural gas and perhaps sewer.
- b. Encourage expansion of public utilities: water, natural gas and perhaps sewer in the Urban Adjacent designated area.
- c. Amend zoning standards to allow smaller lot sizes where utilities such as water and sewer are available and structures will be connected to the utilities.
- d. Simplify the FNSB code to allow “guest houses”/accessory dwelling units without a conditional use permit review, where appropriate.

- e. Maintain minimum lot sizes and other standards to preserve the sense of the natural setting and other qualities that existing residents enjoy.

### **3. Expand the land use policy tools available to the FNSB to better meet community goals. (Priority Strategy #3)**

- a. Add specificity to the FNSB's conditional use procedures and associated decision criteria that better represent community impacts and concerns.
- b. Develop an improved Planned Unit Development and/or "Cluster Development" code to provide more flexibility for subdivisions to respond to unique physical or market opportunities and constraints.<sup>5</sup>
- c. Develop specific, limited policies to manage junk cars and other debris that can accumulate on residential and other properties and in public right-of-ways.
- d. Prior to larger residential land sales by the State of Alaska, the Mental Health Land Trust, the Fairbanks North Star Borough, University of Alaska, Cook Inlet Region Incorporated or other private landowners, and concurrent or prior to subdividing, consider appropriate zoning with community input.
- e. Explore the possibility of a new zone between the existing General Use (GU-1) and Rural Residential (RR) zones that provides minimal use restrictions while still protecting low-density, rural residential character.

*See land use strategy #5 for a related strategy addressing site planning for undeveloped land.*

### **4. Increase public understanding and compliance of zoning policy and simplify the process for complying with the zoning code.**

- a. Encourage more self-regulation and compliance through public programs that explain the rationale and application of rules affecting land use.
- b. Create partnerships with other permitting agencies to increase compliance with zoning and floodplain requirements.
- c. Introduce an administrative process and related standards for approval of noncontroversial uses currently categorized conditional uses that require special permitting.
- d. Improve and simplify ongoing application of the zoning code. For example, expand "by right" uses where these activities have minimal off-site impacts, and set clearer standards such as minimal lot sizes and buffering requirements to better address priority issues like screening or removal of junk and debris.

*See the housing chapter for a related strategy addressing junkyards and abandoned properties.*

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<sup>5</sup> A Planned Unit Development is a type of building development where related structures are grouped together into one development with compatible land uses, such as single-family homes grouped around shared park space.



**5. Improve opportunities for shopping, dining and other commercial services by supporting growth and enhancing the appeal of commercial districts.**

- a. Encourage growth and concentration of use, including smaller lot sizes, in existing community centers, areas categorized Rural/Suburban Commercial and other more densely populated areas (e.g., Urban Adjacent Residential categorized areas).
- b. Continue to plan and implement actions that contribute to a more attractive and walkable City of North Pole town center, with a concentration of places to shop, work, live and recreate.

**From the 2018 community survey**

“North Pole area should have big box stores and restaurants found in the bigger cities.”

“We need more retail and shopping on Badger Road.”

“Moose Creek needs retail, more shopping and brewpubs.”

**6. Conduct site-specific planning for large blocks of undeveloped lands designated Rural/Suburban Residential.**

- a. Develop and implement criteria and a process for selecting candidate areas for site plan development, such as:
  - Lands with a single landowner or small number of land owners.
  - Lands where mixed uses such as residential, recreation and habitat protection are compatible. An example and potential candidate for site planning is the area to the north of Repp Road and east of Brock Road (sections 16, 21, 28, 27, 26).
  - A process that includes detailed background research and data collection on area site characteristics such as physical capability for development, existing and potential infrastructure, market demands, and historical, current and potential uses.
  - A process with robust public engagement.
  - A final site plan that defines allowable uses and sets development standards.

**7. Expand the capacity of the FNSB and the Community Planning Department to carry out and enforce existing and new land use policy.**

- a. Prioritize code enforcement and planning in the project area, for example, through adding staff and providing more regular opportunities for in-field activities.

**Infrastructure**

**8. Develop more effective approaches for expanding public water, natural gas and other public infrastructure. (Priority Strategy #4)**

- a. Conduct public outreach to neighborhoods within the Urban Adjacent Residential areas to explore rezoning or other changes to land-use standards that will allow for increased residential densities and mixed-use projects as infrastructure is expanded and improved.
- b. Explore and apply utility expansion cost reduction and financing strategies, including best practice pricing models.

- c. Research with partnerships new utility funding options such as tax increment financing or bonding to finance expansion of utility infrastructure.
- d. Work with the City of North Pole, Fairbanks Sewer and Water and its subsidiary Golden Heart Utilities, and Valley Water to expand water and sewer service into locations that adjoin currently served areas.
- e. Reduce cost of connections between public utilities and private uses, for example, by offering low interest loans, or through connecting multiple households in a neighborhood at the same time.
- f. Per the 2010 North Pole Land Use Plan, provide property-owner initiated annexations opportunities for areas surrounding existing incorporated City of North Pole boundaries.
- g. Expand public understanding of the benefits and costs of utility improvements and work to build community support.

**9. Expand quality of service and access to internet and cell service in outlying portions of the project area.**

- a. Collaborate with private cell service providers to improve cell phone reception in areas where service is limited.

**10. Identify and protect historic and cultural resources in the Salcha-Badger Road area.**

- a. Implement recommendations supported by the FNSB Historic Preservation Commission and outlined in the 2018 Salcha and North Pole Historic Buildings Inventory and the Historic Preservation Plan.

**Environment**

**11. Improve natural resource maps and data for the Salcha-Badger Road area to better inform land use decisions.**

- a. Update the existing FNSB natural environment/habitat model, or Land Suitability Analysis, developed as part of the FNSB Land Capability project.
- b. Consider the potential impacts of climate change, permafrost thawing, flooding and wildfires in land use planning.
- c. Continue to work with FEMA to correct and produce accurate floodplain maps.
- d. Continue to update and implement hazard mitigation and emergency management plans.

**12. Develop and apply policies to protect rivers and riverside vegetation that serve as habitat to priority species, especially salmon, and as important natural areas to residents and visitors.**

Implement actions identified in the FNSB Chena Riverfront Plan and the Watershed Resource Action Plan (WRAP) map, updated in 2016 by the Tanana Valley Watershed Association (TVWA), including the following:

- a. Apply development setbacks and voluntary riverbank management guidelines to reduce erosion, sustain salmon and habitat, and maintain river edge riparian environments.

- b. Minimize upland pollutants that can wash into rivers by encouraging green infrastructure practices in control of urban runoff.
- c. Upgrade culverts and address other potential blockage points in small streams feeding into the river.
- d. Protect high value wetlands that serve as stormwater retention and natural water purification areas and research mitigation banking strategies as a potential option.
- e. Provide reasonable public access at periodic points along the Chena River and other rivers with important recreation values.
- f. Use FNSB zoning code overlays to formalize the actions summarized above, for example, establishing requirements for specific river and stream setbacks and retention of riparian vegetation, and/or use of conditional use permits to ensure proposed river corridor uses do not have significant impacts on watershed quality.
- g. Look at incorporating the open space buffer (OSB) zone and waterways setback (WS) overlay adjacent to the Chena River and the Salcha River.

### **13. Work with state and local partners to increase oversight and performance of septic systems.**

- a. Establish minimum setbacks for leach fields.
- b. Work with State of Alaska Department of Environmental Conservation (DEC) to identify measures that support proper installation and appropriate use of septic systems, including parcel sizes, ground water monitoring and public education regarding the regular maintenance needed to ensure successful operation.

### **14. Work at the state and local level to address air quality issues by promoting efficient development. (Priority Strategy #5)**

- a. Develop and encourage use of voluntary energy efficient building standards.
- b. Where appropriate, continue to work to bring natural gas to the project area.
- c. Support the work now in progress by community partners to establish improved standards for energy efficient buildings.<sup>6</sup>
- d. Continue pursuing funding opportunities to support the wood stove change out program.

*See also strategy #2 for recommendations on creating more concentrated, efficient development, which generally improves air quality due to reductions in vehicle travel, increased effectiveness of transit systems, and the creation of more attached homes with reduced heating requirements and emissions.*

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<sup>6</sup> As a part of EAFB Regional Growth Plan implementation, housing stakeholders and partners created the FNSB Community Housing Task Force. The Housing Task Force includes community leaders, developers, policymakers, investors and planners who will identify housing challenges and opportunities in the FNSB, define “quality housing,” and develop ways to improve and create quality housing for FNSB residents.

**15. Address land use issues associated with military activity on and near Eielson AFB, including anticipated noise increases associated with F-35s, to prevent future land use conflicts and protect the military's mission.**

- a. Use noise impact information developed as part of the F-35 environmental process as a key factor in the future land use map designations, particularly in Moose Creek.
- b. Work with the Air Force and the Alaska Department of Transportation and Public Facilities to provide for safe vehicular access on and off the base and along the Richardson Highway (*see transportation chapter for details*).
- c. Amend the advisory Military Noise Overlay as needed to reflect current military operations.
- d. Educate the public about sound attenuation best practices within the Military Noise Overlay.
- e. Discourage high-density residential and other incompatible development in the military's Accident Potential Zone.
- f. Consider potential conflicts with military missions when reviewing tall structures.

**16. Continue to address water quality issues in the project area, including mitigating the impacts of groundwater contamination.**

- a. Connect properties impacted by groundwater contamination to municipal water supplies as funding becomes available.
- b. Continue to offer education during the building permitting process about construction and excavation in areas with water quality contamination concerns.
- c. Study, monitor and mitigate the impact of toxic compounds in and in close proximity to local groundwater.

**Resource Development**

**17. Continue development of the region's forest industry to create jobs in the FNSB and provide wood products for area residents.**

- a. Use the future land use map Mixed Industrial/ Commercial designation as the preferred location for current and possible future timber-related industrial uses.
- b. Work cooperatively with the State Division of Forestry to identify areas and provide access to firewood, particularly access to the dry wood that minimizes air quality issues.
- c. Develop lands near urban areas for wood pellet production.

**18. Support growth of local agricultural production.**

- a. Implement zoning changes to ensure agricultural areas, particularly in the Eielson Farm Road subarea, continue to be used for agriculture.
- b. Ensure that small, low impact agricultural uses are allowed in most areas and zoning districts.
- c. Work with the Fairbanks Economic Development Corporation, 4H, Cooperative Extension, Fairbanks and the Salcha Delta Soil and Water Conservation Districts and related groups to help coordinate marketing, education and other activities that support local agriculture.

- d. Support industries that directly connect agriculture to the community (e.g., garden/farm with restaurant, farmers markets providing outlets for locally grown agriculture products, farm tours and related agricultural tourism activities).

**19. Convene local economic development partners to identify actions that will increase time and money spent by visitors traveling in and through the region, including the Salcha-Badger Road area.**

- a. Working from a regional perspective, develop recreation and tourism strategies for the project area in cooperation with Explore Fairbanks and other partners.
- b. Expand and better publicize the area's outdoor recreational opportunities.
- c. Focus on recreation improvements that benefit both residents and visitors, including maintaining and improving trails.
- d. Continue to work to make downtown North Pole a more attractive, walkable mixed-use area. For specific recommendations, see the land use and transportation recommendations in the North Pole Comprehensive Strategic Plan.
- e. Investigate options to improve the visual quality of the project area's major roads, for example, using vegetation buffers along the Richardson Highway to create a more attractive, inviting image for the Salcha-Badger Road area.
- f. Promote and encourage winter tourism where appropriate.
- g. Ensure low impact tourism type uses are allowed in most zones. These uses in sensitive areas, such as residential neighborhoods, should have minimal impacts including but not limited to noise, visual impacts, traffic impacts, and reasonable hours of operation.

# 3. Transportation

## Key Issues Guiding the Area Plan

See Appendix 7 for more details

### Roadway



- Rural, low density living, and independent lifestyles are highly valued. To this end, residents are generally more reliant on automobiles for transportation to access services including, but not limited to, employment, healthcare, and educational opportunities.
- The Richardson Highway is the backbone of the Salcha-Badger Road area. It serves as a primary route between the subareas and is a critical freight route; connecting the City of Fairbanks and Valdez. Safe and efficient travel is a priority along this corridor.
- There is a strong desire to have a pedestrian/bicycle separated facility along the highway from Salcha to the City of North Pole.
- Recent traffic modeling completed as part of the Fairbanks Metropolitan Area Transportation System (aka FAST Planning) 2045 Metropolitan Transportation Plan (MTP) update indicates the regional transportation system has the capacity to meet projected growth in the project area, assuming identified transportation projects in the plan are implemented. However, there are some locations that will likely need improvement to serve local needs, particularly in the Badger East and Badger West subareas.
- Fairbanks North Star Borough (FNSB) does not have area-wide road powers; therefore, FNSB management of road construction, road maintenance, and road lighting on most subdivision roads are through a road service area (RSA). An RSA is a taxing jurisdiction established at the request of the voters within a geographical area to contract for these services within their specific area. As a result, only state-owned roads and roads within road service areas, the City of North



Pole and Eielson Air Force Base are maintained. Roads within FNSB boundaries that are outside of RSAs are referred to as “orphan roads;” there are approximately 157 miles of orphan roads in the project area. These jurisdictional gaps in who provides road maintenance are a barrier to travel, especially in the winter.

- Poorly maintained roads create a challenge for emergency responders who sometimes struggle to respond to calls in a timely manner due to poor access in and out of residential properties.
- Roadways in the area are built to inconsistent standards and have different levels of maintenance. The FNSB’s ability to efficiently improve, construct, and maintain the transportation system will require improved policies and standards to guide planning, design and maintenance of the road network.
- Transportation facilities are permitted and managed by the FNSB, Alaska Department of Transportation and Public Facilities (DOT&PF), or the City of North Pole. DOT&PF applies six classifications to roadways in rural Alaska: Interstate, Other Principal Arterial, Minor Arterial, Major Collector, Minor Collector, and Local Roads. The FNSB uses the Comprehensive Road Plan (CRP) to assign road classifications to new roads and plan for future road corridors. Since the CRP was adopted, the FNSB has grown, and best practices for roadway classification, dedication and design have evolved. For example, the standards do not adequately address bicycle and pedestrian facilities.

## Non-Motorized Facilities



- An ideal non-motorized network typically resembles a grid pattern, with high connectivity and short travel distances, safely connecting people with services such as hospitals, schools, libraries, shopping, and recreational opportunities. Significant challenges to achieving this in the project area result from low housing and employment densities, as well as the long travel distances between destinations. Addressing deficiencies in the pedestrian and bicycle network will make walking, bicycling and access to transit more desirable for commuting and recreation.

## Transit



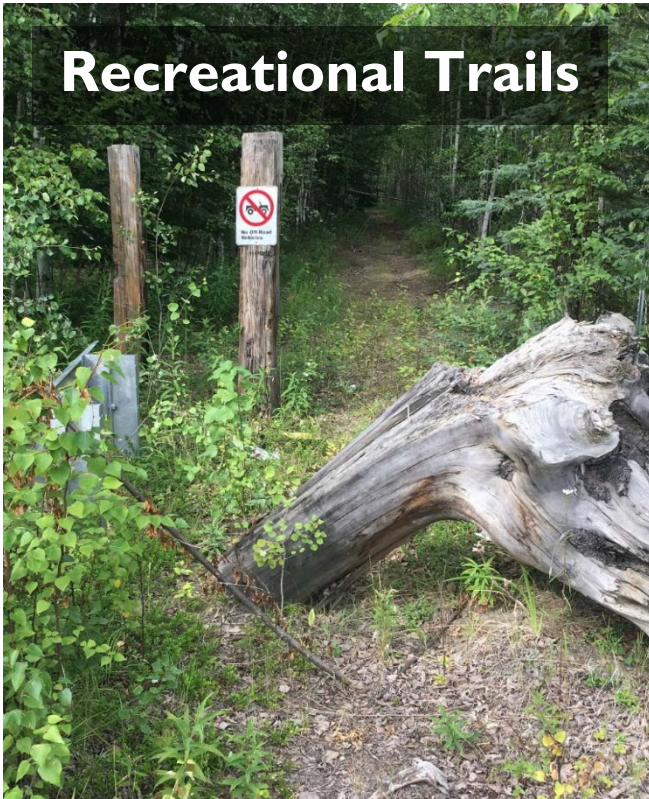
- Efficient transit service can be challenging to provide due to low residential and employment densities and the large geography of the area, with small populations spread across large travel distances.
- Future services to Eielson Air Force Base (EAFB) and Salcha are identified as potential needs.

## Freight + Rail



- Alaska Railroad Corporation (ARRC) facilities connect the region to Anchorage and Seward, providing vital transportation services for commercial freight and tourism. The railroad passes through the middle of the City of Fairbanks, through the center of the City of North Pole and terminates at Eielson AFB. This route is a potential concern if rail traffic increases significantly due to the frequent at-grade crossings.
- Multiple local and state plans identify the need to reduce the number of crossings to improve public safety, reduce transportation conflicts for all modes, extend and realign around urban areas and improve operational efficiencies for rail and freight traffic.



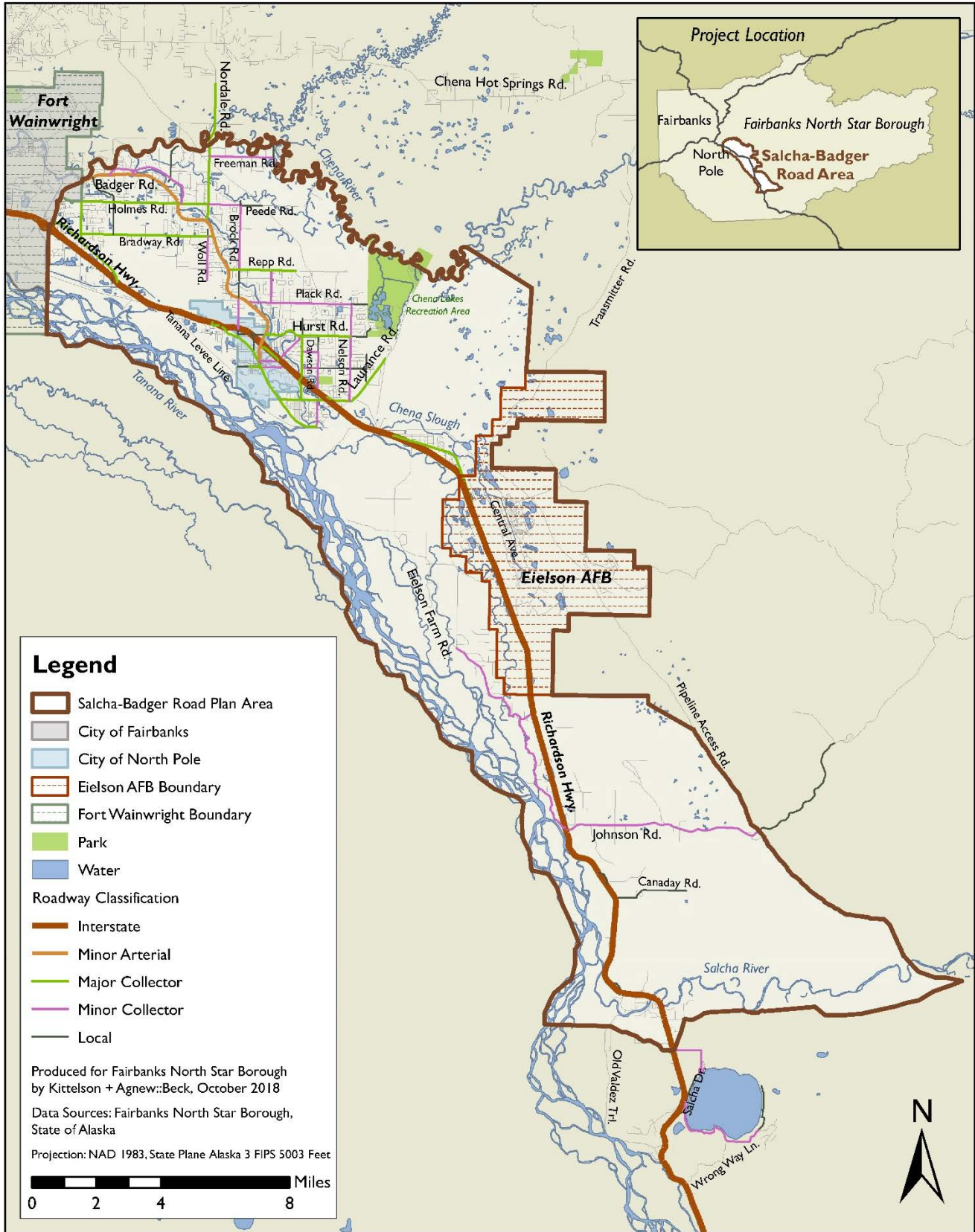


**From the 2018 community survey**

“There are ATVs and snowmachines on the bike/walking paths. This is dangerous. I have reported this several times but nothing is ever done.”

- The 2006 Comprehensive Recreational Trail Plan is a tool used to identify, manage, and preserve recreational trail corridors. Key elements of the plan include establishing a category system of federal and state, FNSB and neighborhood trails. The second major component is the “Adopt-a-Trail Program” which establishes maintenance agreements between trail user groups, service organizations, neighborhood associations or other interested parties. The third element is establishing trail dedication authority for trails which cross land undergoing the subdivision process. The plan has not been updated since 2006 and does not include a comprehensive map of recreational trails.
- Recreational trail use types are designated as multi-use (motorized and non-motorized) or non-motorized only, however enforcement is a challenge and conflicts frequently arise between user groups. Additionally, motorized use of non-motorized facilities can damage trail infrastructure.
- Based on the community survey, the most needed recreational facilities are walking and biking trails that link roadway pedestrian and bicycle facilities to regional trails and recreational areas.
- Like many communities in Alaska, public recreational trails often cross private lands or multiple land management jurisdictions. This creates challenges for maintaining an interconnected trail system, legality, maintenance, jurisdictional responsibilities, and liability.
- Trails are a unique transportation option that fall outside of traditional transportation planning, funding and development mechanisms. There will be a continued need to leverage funding from sources outside the FNSB, including state, local and private funds.
- Trail maintenance is an on-going challenge.

## Roadway Classifications in the Salcha-Badger Road Area



### From the 2018 community survey

Responses to the question “What would you like Salcha-Badger Road area to look like in the future?”:

“Good roads that are maintained.”

“Sufficient roadway capacity development to get ahead of the increase instead of being behind and playing catch up.”

“We need to be connected to one another and Fairbanks. I would like the area to be safe, natural, beautiful and clean, with walking and biking encouraged.”

### Goals *Where and what type of transportation is desired/supported by residents and other stakeholders?*

- A. Ensure the transportation system is planned, constructed and maintained to facilitate access and improve safety and mobility for all users.
- B. Improve road maintenance standards to (1) maintain roads at levels appropriate to current use and to respond to demand (change of use and/or growth), (2) protect user safety, and (3) provide efficient, convenient travel along the route.
- C. Establish and maintain a connected bicycle and pedestrian network along major collectors and arterials in the project area to create safer and efficient connections.
- D. Maintain an effective and efficient regional freight and rail transportation system.
- E. Develop an interconnected recreational trail system that considers all users and abilities and serves as a foundation for tying the Salcha-Badger Road area together.
- F. Ensure recreational trails are planned, designed, constructed and maintained in such a manner that the environment is respected, long-term maintenance needs are kept to a minimum and associated costs are within the reach of the land managers.

## **Strategies** *What policies or other types of strategies or tools will assist residents, the FNSB, and other partners with achieving their vision and goals for the Salcha-Badger Road area?*

These strategies offer recommendations to help achieve the vision and goals for the project area. Most strategies support multiple transportation goals.

### Roads, Sidewalks and Railroad Connections

- 1. Develop and regularly update a “FNSB Roadway Corridor & Functional Classification Plan” to document existing roadways and the approximate location of future roadways.**
  - a. Designate existing and future roadways by functional classification and context (adjacent land uses).
  - b. Develop access management/road hierarchy guidelines for channeling traffic from local to collector and arterial roadways and to maximize safety, minimize conflicts and facilitate development opportunities. Consider frontage and backage roads, shared access, etc.
  - c. Develop typical cross sections for roadway types and establish roadway design standards.
  - d. Develop a road construction standard manual.
  
- 2. Improve the FNSB Subdivision Policy. (Priority Strategy #6)**
  - a. Tie the policy directly to goals outlined in the existing Comprehensive Road Plan, the future Roadway Network Plan and Land Use Plan.
  - b. Adopt improved subdivision roadway standards to address right-of-way dedication, roadway design standards, access management and road construction.
  - c. Secure and develop new road corridors at the time of subdivision, in accordance with the existing or future FNSB Comprehensive Road Plan.
  - d. Adopt new standards to promote interconnected streets and subdivisions with multiple access routes to improve safety, accessibility, mobility, emergency response, and reduce maintenance costs.
  - e. Encourage subdivision road alignments that integrate natural landscape features such as ponds, sloughs, and seasonally flooded wetlands, rather than roads laid-out in a traditional cardinal-direction grid (e.g., north, east, south, and west).
  
- 3. Develop an improved Road Service Area (RSA) model. (Priority Strategy #7)**
  - a. Minimize the bureaucratic process for joining and expanding RSAs and consolidating administrative functions, including exploring the need for changes to Alaska Statute or administrative code.
  - b. Add basic minimum maintenance standards for RSAs.
  - c. Educate residents about the road maintenance policies and RSA structure with the goal of finding a more equitable and manageable solution.
  - d. Explore a partnership with Fairbanks Area Surface Transportation (FAST) Planning to assist with upgrading orphan roads in areas not currently covered by an RSA, if those areas agree to then join a RSA to address future maintenance needs.

#### 4. Build infrastructure that encourages and provides safe, convenient travel for pedestrians and bicyclists. (Priority Strategy #8)

- a. Prioritize routes to school and transit that enable pedestrians and cyclists to travel safely and freely.
- b. Partner with agencies to identify gaps and continue to map existing and proposed pedestrian and bicycle facilities to prioritize a connected network, especially along major collectors and arterials.

From the 2018  
community survey  
“We need walking and  
biking trails for safety and  
recreation.”

#### 5. Monitor the need for expanded transit service.

- a. As density increases, evaluate the need for improved transit service to the City of North Pole and Badger West and East subareas.
- b. Continue to monitor the need for a North Pole transit center to meet increased ridership demands. If a need is identified, consider proposed locations identified in the 2010 North Pole Land Use Plan.

#### 6. Realign, extend and reduce the number of at-grade crossings throughout the project area to reduce conflicts between rail, freight, vehicles, pedestrians and bicyclists.

- a. Partner with the City of North Pole and ARRC in support of the North Pole Road/Rail Crossing Project which includes rail realignments and a future transit center in the City of North Pole.
- b. Encourage the Alaska Railroad and the State of Alaska to implement the Fairbanks Area Rail Line Relocation and the North Pole Road/Rail Crossing Reduction plans, as identified in the Alaska State Rail Plan and the MOU between the FNSB and the ARRC.<sup>7</sup>

#### 7. Continue to actively participate with development of the FAST Planning Metropolitan Transportation Plan to prioritize multi-modal roadway improvements.

- a. Dedicate appropriate funding resources to the Salcha-Badger Area, as it is expected to grow faster than most other areas of the FAST Planning Area.

### Trails

#### 8. Update the 2006 Comprehensive Recreational Trails Plan. (Priority Strategy #9)

- a. Develop an inventory and map of current trails and recommendations that address present and future needs.
- b. Define recreational trail types and associated design standards.
- c. Plan for a north/south trail connection from Badger to Salcha subareas, maximizing the use of easements associated with the “23-mile Ag Sale” lands in the Eielson Farm Road area.
- d. Plan for an east/west regional trail connecting the airport to the Chena Lakes trail system.
- e. Coordinate with partner agencies and land managers to prioritize missing recreational trail connections and trailheads that are critical to the complete overall network.
- f. Identify areas for appropriate motorized use and identify any seasonal restrictions, when applicable.

<sup>7</sup> The Alaska State Rail Plan contains additional details about these projects, including graphics. Download the plan here: [http://dot.alaska.gov/railplan/docs\\_links.shtml](http://dot.alaska.gov/railplan/docs_links.shtml)

- g. Identify recreational trails that cross private lands to either remove them from the inventory, obtain legal easements, or identify alternative routes.
- h. Clarify agency jurisdictional responsibilities for the establishment, ownership and maintenance of trails.

**9. Based on the updated trails plan, require dedication of trails and trailheads during the subdivision process. (Priority Strategy #10)**

**10. Strategically work with private property owners and developers to obtain critical trail easements.**

- a. Research incentives for dedication.

**11. Encourage other agencies to incorporate priority trails in local comprehensive plans, planning studies and projects.**

**12. Develop systematic approaches for ongoing maintenance of trail infrastructure.**

- a. Develop a trail maintenance plan to prioritize maintenance activities by routes.
- b. Develop a strategy for trail maintenance agreements that minimizes liability to all parties.

# 4. Housing

## Key Issues Guiding the Area Plan

See Appendix 8 for more details



- The F-35 beddown at Eielson Air Force Base (AFB) is expected to bring 1,474 new personnel and their families, and an increase in demand for quality housing.
- Of the Eielson AFB personnel and their families who live off base, 85 percent live in the 99705 zip code (the greater North Pole area). Assuming the majority of additional F-35 personnel and their families will also want to live in the 99705 zip code, there are concerns the housing stock in the project area will be insufficient to meet this demand.
- Preliminary findings from the EAFB Regional Growth Plan indicate vacant rental units alone will not be sufficient to meet the demand for housing in the project area. However, emerging information indicates the rate of new housing construction is increasing. The lack of a consolidated effort to track housing data in the FNSB makes it challenging to track progress on new and future housing projects.
- If the pace of construction in zip code 99705 continues at a rate of 70 units per year, as has been the case over the past five years, an additional 183 units will need to be constructed to meet off-base housing demand for the F-35 beddown personnel. This is a total of 532 new units in 99705. (Source: EAFB Regional Growth Plan)
- There are concerns that increasing housing density may further worsen air quality challenges in the region. FNSB, state and local partners are exploring ways to address air quality.

### From the 2018 community survey

“We built our house in 1983. Raised 5 kids, several dogs, cats. Now we are nearing retirement and are hoping the housing market skyrockets so we can sell the only home we have ever lived in. We are doing all the repairs...to be ready to sell in 2019 or 2020.”





- There are concerns about safety and quality in the existing housing stock in the project area due to lack of building standards.



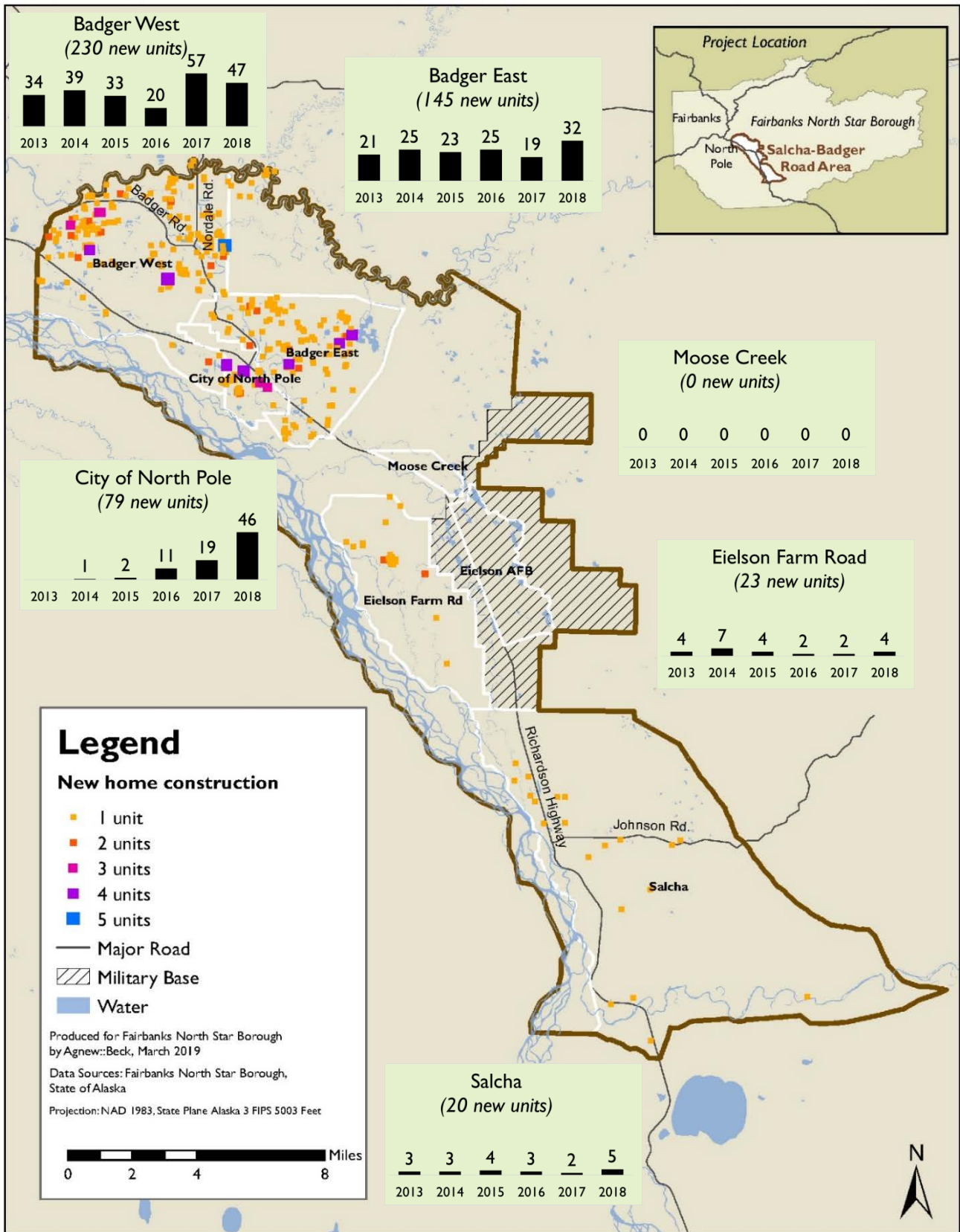
- The Salcha-Badger Road area's limited infrastructure to support new housing contributes to high construction costs, making it hard to secure financing for new projects and reducing motivation for builders to construct additional homes. However, conversations with realtors, developers and builders, as well as emerging subdivision and permitting activity appears to indicate that new home construction in the City of North Pole and the surrounding project area is increasing. (Source: FNSB Community Research Quarterly and stakeholder interviews)



- Based on emerging new construction estimates from the FNSB Assessor's office, approximately 99 new units were constructed in 2017 and an additional 134 units were constructed in 2018; about half of the units included in the 2018 count are still incomplete/under construction. However, not all new homes will be suitable for military families due to size or lack of critical amenities such as running water; according to the FNSB; approximately 16 percent of the 2018 new construction in the project area falls into this category. (Source: FNSB Assessor's Office)



# Location of New Residential Construction in the Project Area, 2013-2018



## Goals *Where and what type of housing is desired/supported by residents and other stakeholders?*

- A. Increase access to quality, affordable housing.
- B. In developed areas such as the City of North Pole, promote mixed-use and higher density development that combines commercial and residential uses.
- C. Preserve low-density residential characteristics of the Salcha subarea where residents have space, privacy and are surrounded by nature.



### From the 2018 community survey

“Please keep to the similar standards that I’ve enjoyed for the last 25 years. A smaller, close-knit community that values personal freedoms and privacy.”

### From the 2018 North Pole Open House

“We need affordable housing for young families.”

### From the Working Group

“Current housing ranges from cabin to junkyard to high end houses. Our housing should last and be high quality.”

**Strategies** *What policies or other types of strategies or tools will assist residents, the FNSB, and other partners with achieving their vision and goals for the Salcha-Badger Road area?*

These strategies offer recommendations to help achieve the vision and goals for the project area. Most strategies support multiple housing goals.

- 1. Target new housing developments in areas with established/planned infrastructure and services.**
- 2. Incorporate basic standards into zoning requirements for areas outside of the city limits of Fairbanks and North Pole, including basic safety requirements that increase health, safety and welfare. (Priority Strategy #11)**

**From the 2018 community survey**

“Bring city water and sewer to developed neighborhoods and more people would buy in those neighborhoods. Most people know the well water is not good in this area.”

- a. Ensure all residential properties have at least two ingress/egress access options per unit, a critical safety feature in emergencies such as fires.

- 3. Encourage a coordinated response between community leaders, developers, policymakers and planners to ensure housing needs are met for existing residents and incoming military F-35 families.**

**From the 2018 community survey**

“Growth seems to be everyone’s priority yet we cannot even manage the growth that we already have...We can't even heat our homes because this northern environment cannot support a large population!”

- a. Identify ways to streamline and modernize data tracking tools to increase the availability of up-to-date housing trend information that can be used to inform decision-making.

- 4. Encourage energy efficient construction and energy efficiency upgrades to reduce annual home heating costs and address air quality concerns.**

- a. Consider the recommendations from the community Air Quality Stakeholders Group, a collaborative group of stakeholders who convened to identify and recommend community-based solutions to share with the Alaska Department of Environmental Conservation (DEC) for the development of the Serious State Implementation Plan. A final report by the group, released in December 2018, offers 56 recommendations to address air quality.<sup>8</sup> Implementation partners include DEC, the Housing Task Force, Alaska Housing Finance Corporation and Cold Climate Housing Research Center.
- b. Consider establishing tax benefits/reductions to incentivize energy efficiency improvements.

<sup>8</sup> View the Air Quality Stakeholder’s Group Final Report here: <http://fnsb.us/transportation/AQDocs/Fairbanks%20AQ%20Stakeholder%20Process%20Final%20Report.pdf>

More information on the State of Alaska’s air quality efforts in the region can be found here: <http://dec.alaska.gov/air/anpms/communities/fbks-pm2-5-sip-development>

**5. Encourage alternative forms of heating devices in new construction other than relying on solid fuel burners.**

- a. Allow solid fuel burners in new construction as a secondary heat source only.<sup>9</sup>

**6. Use simple tools to increase public education of zoning allowances, restrictions and enforcement procedures related to junkyards and abandoned properties. (Priority Strategy #12)**

**From the 2018 community survey**

“My other main concern is the number of junkyards in the area. If we can work together to mitigate the amount of trash along major thoroughfares, it would help build the sense of pride in the community (instead of embarrassment) and raise property values.”



<sup>9</sup> The FNSB has a limited ability to establish and enforce air quality regulations due to a proposition passed by FNSB voters in Fall 2018.

## 5. Preliminary Priority Strategies

The FNSB Community Planning Department will fully develop an implementation plan to include detailed actions for progressing the area plan, with performance measures for evaluating effectiveness, and recommendations for plan updates.

### Land Use

1. Guide location and intensity of land use through implementation of the Salcha-Badger future land use map. (land use strategy #1)
2. Establish policies that encourage infill and appropriate increases in densities in existing low-density residential areas where lots are currently one acre or larger. (land use strategy #2)
3. Expand the land use policy tools available to the FNSB to better meet community goals. (land use strategy #3)
4. Develop more effective approaches for expanding public water, natural gas and other public infrastructure. (land use strategy #8)
5. Work at the state and local level to address air quality issues by promoting efficient development. (land use strategy #14)

### Transportation

6. Improve the FNSB Subdivision Policy. (transportation strategy #2)
7. Develop an improved Road Service Area (RSA) model. (transportation strategy #3)
8. Build infrastructure that encourages and provides safe, convenient travel for pedestrians and bicyclists. (transportation strategy #4)
9. Update the 2006 Comprehensive Recreational Trails Plan. (transportation strategy #8)
10. Based on the updated trails plan, require dedication of trails and trailheads during the subdivision process. (transportation strategy #9)

### Housing

11. Incorporate basic standards into zoning requirements for areas outside of the city limits of Fairbanks and North Pole, including basic safety requirements that increase health, safety and welfare. (housing strategy #2)
12. Use simple tools to increase public education of zoning allowances, restrictions and enforcement procedures related to junkyards and abandoned properties. (housing strategy #6)