



# **West Anchorage Land Trade Task Force Final Report & Recommendations**

**October 2014  
Municipality of Anchorage**

*This report was produced with funds from the Municipality of Anchorage (Community Development Department–Planning Division and Real Estate Department–Heritage Land Bank) and the State of Alaska (Department of Transportation and Public Facilities–Ted Stevens Anchorage International Airport).*

**WEST ANCHORAGE LAND TRADE TASK FORCE**  
**FINAL REPORT & RECOMMENDATIONS**

**October 2014**

Prepared by

Planning Division  
Community Development Department  
Municipality of Anchorage  
and  
URS Corporation



# WEST ANCHORAGE LAND TRADE TASK FORCE FINAL REPORT & RECOMMENDATIONS

## Table of Contents

---

	<u>Page</u>
<b>Executive Summary</b>	1
<b>Chapter 1.</b> Airport-Area Issues Context	3
<b>Chapter 2.</b> The Airport Perimeter – Current Conditions	10
<b>Chapter 3.</b> The West Anchorage Land Trade Task Force	17
<b>Chapter 4.</b> Results and Findings of Land Exchange Scenarios Evaluation	23
<b>Chapter 5.</b> Land Exchange Summary and Recommendations	29
<b>Appendices</b>	
<hr/>	
<b>Appendix A:</b> Municipal Plans and Policies Regarding Airport Area	A-1
<b>Appendix B:</b> Airport-Area Perimeter Parcels Characteristics	B-1
<b>Appendix C:</b> West Anchorage Land Trade Task Force, Invitee Roster	C-1
<b>Appendix D:</b> West Anchorage Land Trade Task Force, Working Assumptions	D-1
<b>Appendix E:</b> Airport Primary Parcels, Exchange Work Sheets	E-1
<b>Appendix F:</b> West Anchorage Land Trade Task Force, Member Statements of Findings on Report Recommendation	F-1



---

# WEST ANCHORAGE LAND TRADE TASK FORCE

## FINAL REPORT & RECOMMENDATIONS

---

### EXECUTIVE SUMMARY

With direction from the *West Anchorage District Plan* and the *Anchorage Bowl—Anchorage Bowl Comprehensive Plan (Anchorage 2020)*, the Mayor’s Office and the Community Development Department convened a task force to address longstanding land use conflicts at and around the Ted Stevens Anchorage International Airport (ANC). The West Anchorage Land Trade Task Force (Task Force) was asked to develop recommendations for the Mayor on how to resolve these land conflicts. Exploring the potential for a land exchange between the Municipality of Anchorage (MOA) and ANC was to be the Task Force’s primary focus.

The Task Force assembled for ten meetings. A professional moderator, funded jointly by the MOA and ANC, directed the group through an analysis of the details surrounding 30 parcels with some level of conflict or land use concern on and around the airport. The group was to complete the process by detailing recommendations and conditions for a potential partial parcels land exchange that resolves the parcel conflicts and addresses the needs of the public, the MOA, and ANC.

The Task Force effort culminated with details, findings, and conditions for several scenarios that direct the MOA and ANC to enter into a land exchange process to settle the historic conflicts at the airport perimeter. Primary components of the land exchange scenario that hold the most promise for resolving the land conflicts around the airport include the transfer of portions or all of parcels 6, 17, and 30 from the MOA to ANC in exchange for the transfer of portions or all of parcels 1, 2, 3, 5, 7, 8, 9, 11, 12, 13, 14, 28, and 29 from ANC to the MOA. (*See Map 1 for parcels.*) This comprehensive exchange meets the long-term goals and needs for most of the remaining vacant land at the airport perimeter for the MOA, the public, and ANC.

The exchange description includes a set of conditions and additional actions necessary to facilitate the exchange, inform the public, and maximize benefits to all parties. Chief among these conditions is the need for design products that define concept alignments and property use details for: 1) the Anchorage Water and Wastewater Utility (AWWU) plant expansion; 2) a realigned, contiguous Tony Knowles Coastal Trail (Coastal Trail); and 3) a new North-South (N-S) runway. Funding is required to meet these conditions, carry out the trade, and undertake follow-up actions. The N-S runway and Coastal Trail concept alignments, the AWWU plant expansion details, and other conditions are essential to the final trade scenario decisions for parcels 4, 5, 6, 17, and 30.

The Task Force’s recommendations for a Partial Parcel Exchange scenario are highlighted in Chapter 5.

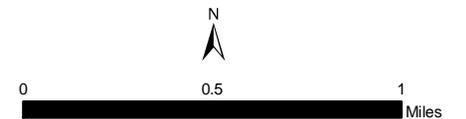


**Map 1**  
 West Anchorage Land Trade Task Force  
**Primary and Secondary Trade Parcels**

2012 Pictometry

- Primary Trade Parcels
- Secondary Trade Parcels

Ted Stevens Anchorage International Airport Boundary



---

## CHAPTER 1. AIRPORT-AREA ISSUES CONTEXT

As early as the late 1980s, ANC passenger service growth and expansion into global markets and the air cargo industry necessitated more emphasis on airport planning. *Anchorage 2020* highlighted this growth and summarized evolving and potential land use conflicts of this growth especially at the airport perimeter. Although the airport had considerable vacant land within its 4,680-acre boundary, it was clear by the 1990s that airport growth and community needs were increasingly in conflict around the airport.

What was once a remote facility situated away from developed sections of West Anchorage, the airport now sits among established neighborhoods, major roads, and premier recreation sites, including the Tony Knowles Coastal Trail. (See *Figure 1 for historical aerial photos.*)

*Anchorage 2020* identified the following planning issues around the airport:

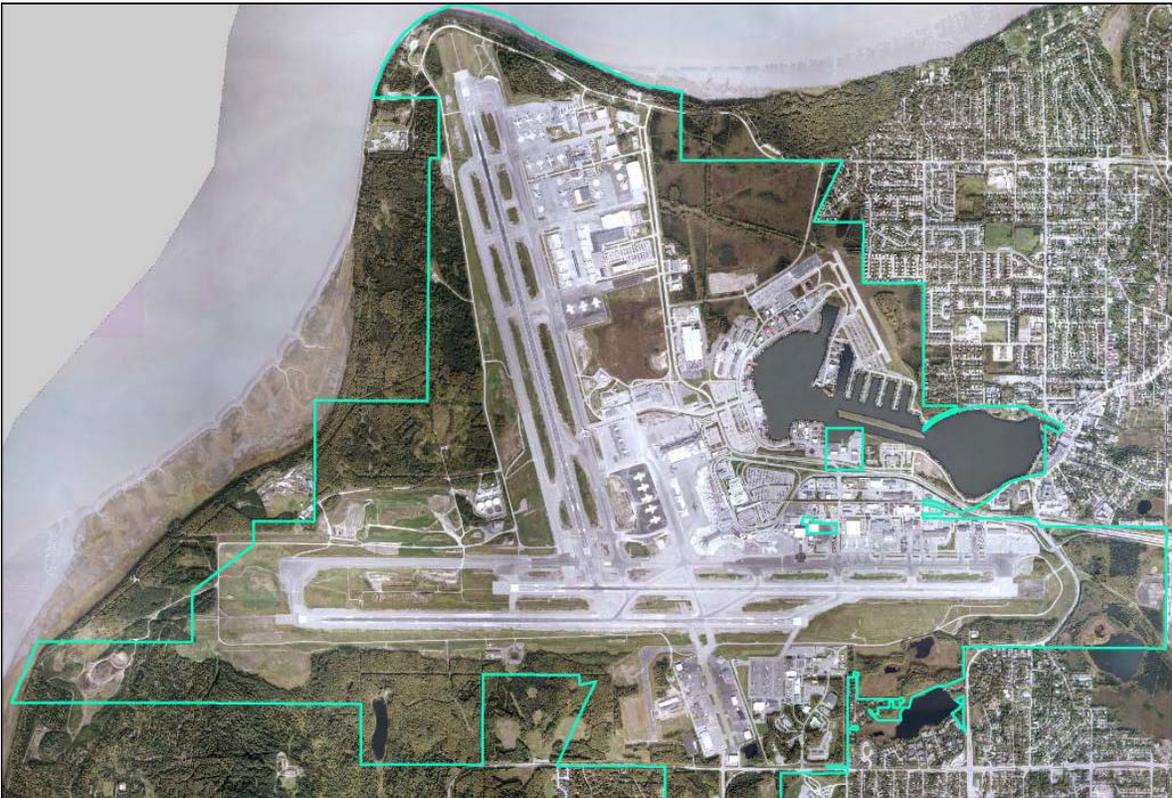
- Need for additional land for airport expansion;
- Impacts of airport development and operations on neighborhoods, natural open space, and recreation areas;
- Recreation/open space lands that may be proposed for airport development;
- Need to ensure development compatibility in noise-impact areas;
- Access to the airport and lease parcels; and
- Potential loss of natural open space that serves as buffer to adjacent neighborhoods.

*Anchorage 2020* highlighted the airport as one of seven key planning issues that influences growth, employment, and prosperity in Anchorage. *Anchorage 2020* notes that on top of necessary airport expansion, several municipal facilities and uses exist on land within the ANC boundary. Due to FAA regulations, these facilities are not permanently established and function through leases or maintenance agreements; their continued presence is not guaranteed. Adding to the land use complexities at the airport perimeter is a specific suite of FAA and State airport regulations that further restrict uses within the Airport boundary. In conclusion, *Anchorage 2020* called for a *West Anchorage District Plan* to address these growth and land use matters.

The 2012 *West Anchorage District Plan* (the Plan) outlines airport land use and community issues and conflicts, background on governance and regulations, and presents implementation policies to address these. Essential to the resolution of these land use conflicts are that Plan's recommendations and policies. The Plan evaluates land exchanges, fee-simple acquisitions, and other methods that could bring existing municipal facilities on ANC land into permanent municipal ownership, while concurrently offering certain land necessary to achieve ANC expansion in areas outside the current airport boundary. The Plan recommends a comprehensive land exchange between ANC and the MOA.



*Ted Stevens Anchorage International Airport in the 1950s*



*Ted Stevens Anchorage International Airport today*

**Figure 1**  
**Historical Aerial Photos of the Airport**

*Note: Blue line depicts 2014 airport boundary*

---

It is from those *West Anchorage District Plan* policies and findings that Mayor Sullivan convened the West Anchorage Land Trade Task Force. *Appendix A* summarizes municipal planning policies and strategies that provide an institutional focus on the resolution of these historic airport conflicts.

## **PLANNING EFFORTS AND LAND USE AGREEMENTS**

Beginning in the 1970s and continuing into the 1990s, community expansion that included West Anchorage neighborhoods, utilities and roads, and parks and trails grew towards and began to create conflicts with the airport. Coupled with this growth was the heightened expansion of airport facilities and cargo flights. Planning efforts and land use agreements to address this growth and developing conflicts paralleled this dynamic. The MOA obtained use agreements for certain ANC parcels for park and trail activities, for instance, Little Campbell Lake. For context, the following series of airport, municipal, and community interactions and planning events defined this period of expansion around the airport and provide a basis for current conditions and the need for and attempts at resolution. These items contributed to a growing sense of community concern and awareness of land ownership, FAA regulations and use restrictions, ANC growth and planning activities. (*Refer to Map 2 for parcel numbers.*)

### ***1975 Spenard Beach Park – Parcel 11***

The City of Anchorage received Spenard Beach Park from the federal government in 1934 (*Patent No. 1071292*). Much of this area was then acquired by the State of Alaska via a condemnation action filed by the State for “...*the operation, maintenance, expansion, improvement and protection of the Lake Hood Seaplane Base Project.*” Transfer documents contained no clear language that reserved the area for park uses. Once under State ownership, this area became subject to FAA grant assurances. Soon thereafter, the MOA managed the land as park under a maintenance agreement with the airport, which expired in 1992. Since then, this use agreement has been on a month-to-month holdover. The lakeshore park remains a significant landmark and recreation area for Spenard and Turnagain residents; the park is one of few sites that provide public access and a viewing venue for the Spenard Lake floatplane facility. Per FAA regulations, ANC continues to reserve the right to use this area for floatplane facility expansion. Both community councils continue to advocate for a solution that permanently retains public and recreation use of the Spenard Beach Park.

### ***1984 Tony Knowles Coastal Trail – Parcels 3, 4, 5, 7, 8, 17***

As highlighted in early comprehensive plan elements, coastal access was a missing component of the Anchorage park system. The MOA produced a coastal trail routing study that addressed coastline access, neighborhood connectivity, and trail linkages. The first segments of the Coastal Trail were constructed in the mid 1980s. A lengthy section of this trail fell within the ANC boundary. The alignment through the airport may have been based on an assumption at the time that the MOA would submit entitlement claims on portions of the north and west sides of the airport, so the trail might someday fall under municipal ownership. The MOA never obtained title to these claims. The trail was accommodated on airport land with maintenance agreements, none of which are permanent. The airport retained the right to use the land on and near the Coastal Trail as directed by FAA grant assurances.



## Airport Perimeter - Parcel Identification Map

Map 2 (from West Anchorage District Plan)



---

Community councils and recreation and trail user groups advocate for the permanent retention and municipal ownership of the Coastal Trail while ANC and FAA reserve this land for airport facilities. Recent ANC master plans show future potential facilities adjacent to or in the same location as the trail, which creates an ongoing conflict. The *West Anchorage District Plan* calls for the permanent protection and municipal ownership of this section of trail with an associated greenbelt buffer and with the recognition that portions of the trail may need to be relocated.

### ***1986 Municipal Entitlement Process – Parcels 2, 3, 7, 8, 12, 13, 14, 25***

In a 1986 “*Agreement for the Conveyance of Land of the State of Alaska to the Municipality of Anchorage*” (Agreement), the MOA selected six airport parcels. Most of these included then and current park and trail areas covered under ANC maintenance agreements (e.g., parts of Kincaid Park, Connors Lake area). This Agreement was to have resolved several land use conflicts at the airport perimeter. Because all the selected parcels were situated within the ANC boundary, they were subject to special airport and deed/title restrictions governed by FAA grant assurances and state statutes. The Agreement included numerous conditions based on FAA regulations, which had to be met prior to any transfers. These conditions included FAA concurrences, land use limitations and a finding that ANC prove that it would never have an aviation-related need for the selected parcels. Future post-transfer land uses required a guarantee of compatibility with FAA grant assurances and airport functions. Another Agreement condition included a fair market value compensation or proportionate land exchange. Despite pursuing these selections since 1986, the MOA has made no progress. Because a state selection process is subordinate to federal jurisdictions and FAA regulations, the *West Anchorage District Plan* concluded it is unlikely that the MOA could obtain titles or uncompensated rights to these parcels.

### ***1995 Point Woronzof Park – Parcel 17***

In the early 1990s the Anchorage School District required a new elementary school in the Sand Lake area. Since suitable land was lacking, the MOA sought a land trade with the State that gave the district State-owned acreage in exchange for the airport receiving Heritage Land Bank acreage west of the airport. In the original trade scenario, ANC could have developed their new land up to the Coastal Trail, which concerned a coalition of user groups and trail proponents. This coalition produced a ballot initiative to reverse this trade. The MOA and ANC ultimately approved a compromise exchange, which included a 40-acre track for the school and 130 acres for the airport west of its boundary. In addition, the Assembly ordinance for this agreement included a provision that transferred 191 acres of HLB land to the Parks and Recreation Department with a park dedication for Point Woronzof Park.

### ***2008 New Airport North-South Runway – Parcels 6, 17, 30***

The Airport’s 2002 Master Plan depicted a new N-S runway as a future facility need. A concept runway alignment was reserved and depicted in the Master Plan to accommodate anticipated airport growth. During a 2007 Master Plan update, the need for a new runway was again identified; the runway was deemed necessary to alleviate future airspace congestion. The planning effort identified two runway alignments, one of which (the widely spaced runway) was partly situated on municipal property. This alignment’s potential environmental, recreation, trail, and noise impacts, and ANC

---

expansion in general, generated considerable public attention and concern. Due to this accumulation of outstanding concerns and the declining market conditions, the runway need diminished and an airlines user group withdrew support. The airport ceased its master plan process and tabled the runway project.

Of significance to this N-S runway issue was the fact that should the State require a new runway, it could invoke *eminent domain* to acquire necessary land outside its border. While this is a controversial process, case law affirms the applicability of this method. Given the reality that the airport could obtain needed municipal property with no public return of land and simple fair market value compensation, the *West Anchorage District Plan* identified this as a wild-card issue that further supported the need to seek comprehensive resolution of ANC land conflicts. This approach would also address MOA and community needs.

### ***2012 Kloep Snow Dump Facility Expansion – Parcel 13***

This important west-side MOA snow dump lies on ANC land adjacent to the MOA Kloep Street Maintenance Facility. The site operated for years under maintenance agreements with ANC. The snow dump's size and function have evolved over the past 15 years. Recent State and federal regulatory requirements associated with the site's water quality permits mandate permanent facility upgrades. The site is not consistent with facility regulations. By 2013 the MOA faced regulatory fines should the upgrades not happen. The structure of the dedicated MOA bond funds for this facility upgrade requires that the MOA own the land. ANC and the MOA have not been able to come to an agreement on an acceptable long-term lease or fee-simple sale for this land.

### ***Additional Issues Impacting the Airport Perimeter***

In addition to the above planning milestones, the following events and activities contributed to airport-area conflicts and a heightened community understanding of airport issues and the increasing need to pursue permanent solutions:

- 1990s Point Woronzof Area Bluff Erosion (continuing through 2014);
- 1995 Lions Club Picnic Area on Spenard Lake;
- 1996 Lake Hood Floatplane Facility Expansion;
- 1998 Airport Noise Zoning Ordinance;
- 1998 Jet-Fuel Pipeline Extension;
- 2000 Airport Part 150 Noise Compatibility Study;
- 2001 Airport 10-year U. S. Army Corps of Engineers Wetland Permit;
- 2001 Assembly Ordinance 2001-151(S-2);
- 2002 Airport Ground Noise Study;
- 2010 Kulis Air National Guard Base Reuse Plan;

- 
- 2012 *West Anchorage District Plan*;
  - 2012 Point Woronzof Tracts, Federal Patent, MOA Legal Opinion;
  - 2013 Airport Master Plan Update; and
  - 2014 General Services Administration Disposal of FCC Parcels.

---

## CHAPTER 2. THE AIRPORT PERIMETER - CURRENT CONDITIONS

The *West Anchorage District Plan* details existing conditions, land use and ownership conflicts, historic uses, management agreements, physical features, and related facts about 30 parcels around the airport perimeter. (See *Map 2*.) Collectively, these parcel issues created a narrative that lead to the Plan's policies to implement the *Anchorage 2020* directive to permanently resolve historic conflicts. Since the adoption of the *West Anchorage District Plan*, additional factors have emerged requiring more immediate action, e.g., Kloop Snow Dump upgrades.

The longstanding land use conflicts around the airport are generally described and characterized by the following, as detailed in Section 4.3 of the *West Anchorage District Plan*. (See *Appendix B for a Parcels Characteristics Summary*.)

### **PARKS AND TRAILS**

#### *Tony Knowles Coastal Trail*

The Coastal Trail skirts the north and west side of the airport and includes approximately two miles on airport land. (See *Figure 2 for Coastal Trail Alignment at the Airport*.) This section exists via month to month maintenance agreements. *West Anchorage District Plan* goals and policies call for the entire trail on and around the airport to be retained in MOA ownership with a parallel greenbelt buffer. A new N-S runway would require challenging trail realignment and AWWU Plant expansions would also necessitate Coastal Trail relocations. Bluff erosion could jeopardize the trail where it sits today.

#### *Airport Land Used as Municipal Park Land*

There are currently 5 airport-owned parcels that are used and managed as municipal parks (Connors Lake (#12), DeLong Lake (#14), Little Campbell Lake/Kincaid (#2), Spenard Beach (#11), Point Woronzof Overlook (#7)). (See *Map 3*.) In addition, some permanent Kincaid Park trails traverse airport land. These parks have been available to the MOA via maintenance agreements, all of which expired and now fall under month-to-month extensions. Long-term leases are not offered by ANC due to FAA regulations. *West Anchorage District Plan* policies and user groups focus on permanent retention of these areas for parks. The public expects these parcels to continue as parks. ANC is required to hold these areas for airport growth.

### **AIRPORT OPERATIONS AND EXPANSION**

#### *New North-South Runway*

Past and current airport master plans identify the need to retain both the concept and physical space within the airport for a future N-S facility. ANC determined that the optimal alignment for this feature places it parallel to and roughly 3,300 feet west of the existing N-S runway. This location would put the runway within both Point Woronzof Park and the AWWU plant expansion reserve. The airport requires for

# Coastal Trail Lengths in Vicinity of TSAIA

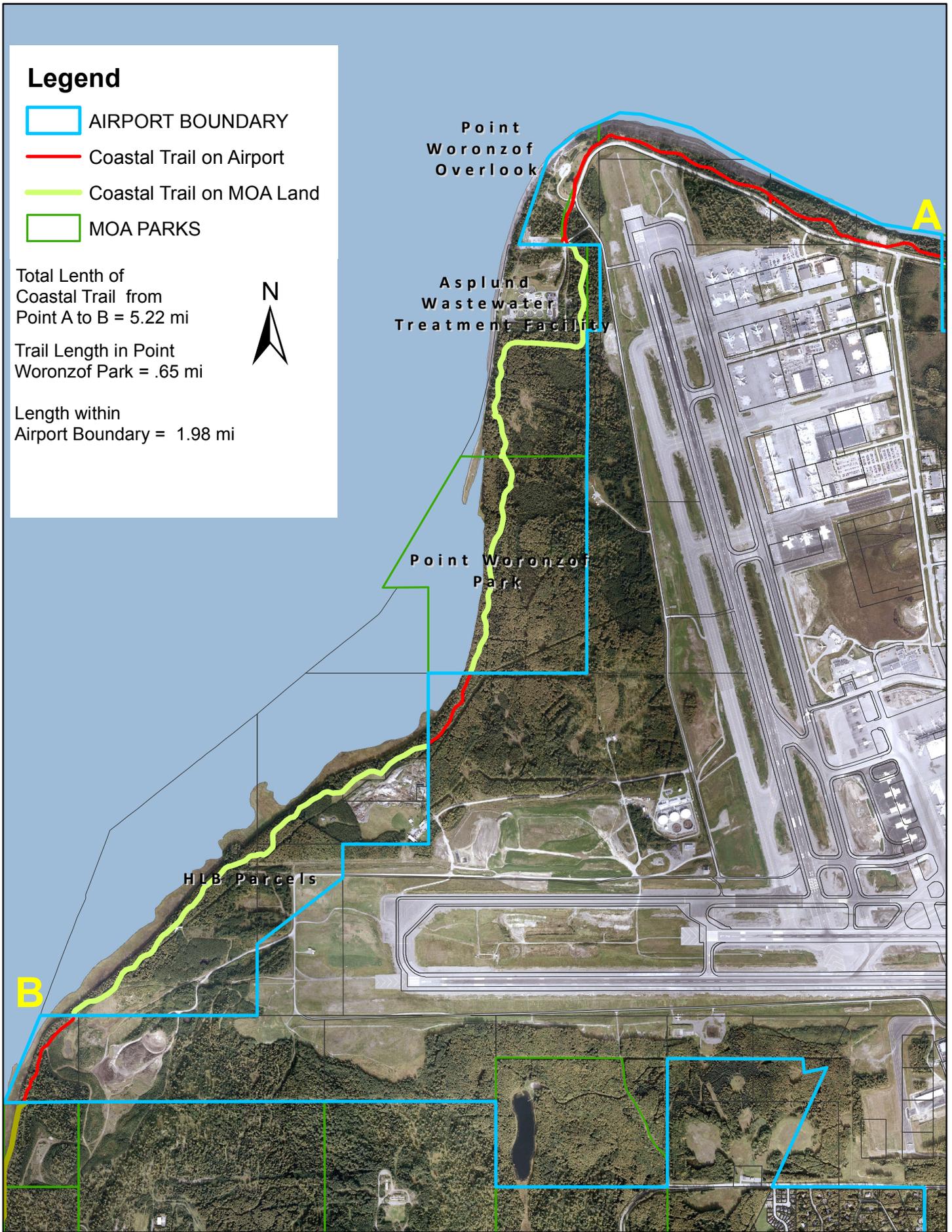


Figure 2



**Map 3**

West Anchorage Land Trade Task Force

**Airport Buffer Zone Parcels  
and Parcels Used as MOA Parks**

■ Parcels Used as MOA Parks

■ Possible Airport Buffer Zone Parcels

Ted Stevens Anchorage International Airport Boundary



2012 Pictometry

---

predictability this runway expansion since it typically requires 12-15 years to build a new runway. The State confirmed that should the runway be necessary, it retains the right to invoke *eminent domain* to acquire needed land.

### *Operations, Support Facilities, Roads, Utilities & General Aviation Upgrades*

The airport outlines necessary facility expansions within its master plans. The 2014 draft Master Plan identifies a series of new roads, facilities, and associated utilities within the airport complex. Some of these are extensions of existing features. Several of these new facilities encroach on the airport perimeter and their development spans a 5- to 20-year timeframe. Other needs include possible runway navigation expansion and new access roads at the west end of the East-West runways.

### *South and West Airpark*

ANC master plans show anticipated growth at both of these subareas on the airport's south and west flanks, including new taxiways, roads, lease development parcels, and utilities. All of these can be constructed with limited public input. The community is concerned about impacts to neighborhoods, traffic, and park areas.

### *General Services Administration Parcels*

Four vacant parcels of federal land straddling Raspberry Road at the airport's south side were managed by the Federal Communications Commission until a few years ago. These parcels were surplus to the General Services Administration, who made them available for claim. These were conveyed to ANC in 2014. The MOA also submitted an application for use of these parcels for public uses. The south parcel is located south of Raspberry Road. It is ideally suited for park uses adjunct to or as future Kincaid Park. These lands are now merged into ANC management and fall under FAA regulations. Local neighborhoods and Kincaid Park users have concerns about future airport land uses here.

## **MUNICIPAL LAND USES AND FACILITIES**

### *AWWU Asplund Facility Expansion*

The Asplund Wastewater Treatment Facility operates under a federal waiver that permits only primary treatment. It is believed that the MOA will someday be required to upgrade this facility to tertiary treatment, which will necessitate plant expansions. The current treatment program includes an air quality permit and designated Cook Inlet mixing zones. Long-term ANC expansion plans could impact either of these, which would automatically trigger plant upgrades regardless of future requirements.

### *Kloep Snow Dump Facility Expansion/Upgrades*

The Kloep facility is located on ANC land. It is the only west-side-serving snow dump. The site requires immediate construction updates to meet federal water quality and permit mandates. The MOA faces fines if the facility is not upgraded. MOA fund sources require that permanent upgrades may only be done on land that is owned/or under long-term lease (>25 years) by the MOA. ANC and the MOA could not reach an agreement on purchase or long-term lease terms. Negotiations were tabled.

---

### *Heritage Land Bank (HLB) Parcel Leases*

HLB currently holds title to several parcels at the airport's west border. Some of these include existing term leases, and portions of these and others retain income-generation potential. The west side of these lots includes the Coastal Trail. The Turnagain Community Council wants unencumbered HLB land here to be transferred to MOA Parks and Recreation.

### **NEIGHBORHOODS**

#### *Permanent Airport Buffer Zones*

Dating back to the 1980s, the neighborhoods bordering the airport to the south and east called for retention of ANC land for buffer zones to limit existing and future disturbances and impacts from airport activities. These impacts mostly involve noise from both ground and airborne operations. FAA grant assurances and federal regulations preclude the permanent dedication of ANC land for buffer. Airport land must be retained for current and future airport functions, of which buffer zones are not included. It has been determined that the only solution to permanent retention of ANC land for buffer zones can come with transfer of this acreage to MOA ownership.

#### *Noise/Disturbance Berms*

In addition to larger buffer zones, there is a need in some locations for constructed, landscaped features to serve as visual and noise barriers to adjacent residential and recreation areas. The need for berms has been identified for the airport-neighborhood interface along Raspberry Road and elsewhere on the east side. As with the larger buffer zones, FAA regulations do not allow these to be permanently located on ANC land. The likely solution to permanent retention of land for constructed landscape berms is through a title transfer of this acreage to the MOA.

### **ENVIRONMENTAL & CULTURAL ISSUES**

#### *Coastal Bluff Erosion*

Wave-action erosion at the bottom of the coastal bluff is known to be accelerating at the north side of the airport between Earthquake Park and Point Woronzof. This erosion and loss of land due to land sloughing at the top of the bluff threatens the Coastal Trail, the N-S runway clear-zone, and West Northern Lights Boulevard. Jurisdictional, engineering, and cost issues complicate the resolution of this problem.

#### *Wetland Functions and Wildlife Corridors*

A considerable portion of vacant ANC land includes wetlands under all three Wetlands Plan designations. Much of this acreage was covered in a 2001 Corps of Engineers (Corps) 10-year permit that included a now completed mitigation component. This permit was rescinded following a lawsuit. The airport applies for and receives Corps wetland permits on a case-by-case basis. The regulatory premise for this 10-year permit was that these wetlands provide water quality, open space, and habitat functions but that the purpose and need for airport facilities, which have no alternative location but at this airport, typically meant that permits would be issued. This permit

---

was intended to streamline development predictability. The *Anchorage Wetlands Management Plan* and the *West Anchorage District Plan* focus on the need to retain and avoid these areas to the maximum extent possible. Coupled with this Corps permit was Assembly ordinance AO 2000-151(S-2) that directed ANC to identify a “scenic easement” at the northeast side of Turnagain Bog for permanent open space. The airport remains obligated to this easement feature under the terms of the ordinance, but it is not clear how the FAA would address it. The easement was considered in the Assembly ordinance as a mitigation feature to buffer future airport work in Turnagain Bog from nearby neighborhoods.

Because most of the airport’s west and north sides include contiguous forest cover and the Anchorage Coastal Wildlife Refuge, the area provides wildlife habitat and movement corridors. This habitat is concentrated at the airport’s northwest corner by the N-S runway, the AWWU facility, the Coastal Trail, and West Northern Lights Boulevard. Future changes here could impact wildlife movement and increase human-wildlife conflicts.

### *Dena’ina Archaeological Site*

A historic Dena’ina hunting camp site is located at the west bluff edge in the northwest corner of Point Woronzof Park. The site has been investigated and mapped by the State Historic Preservation Office and remains important to the descendents of the use area. Any development near this site requires consultation with the State, which may impact the location of a new N-S runway or Coastal Trail realignment.

## **WHY A LAND TRADE IS NEEDED**

Several outstanding ANC area land use issues and conflicts are reaching a critical stage or remain in a stalemate. The Task Force investigated these and included them as working assumptions and decision parameters:

- Immediate action is necessary for the MOA to acquire the Kloep Snow Dump as a prerequisite to make required site upgrades. Several years of negotiations for possible acquisition scenarios were not fruitful.
- Although ANC does not anticipate a need for a new N-S runway in the next 15-20 years, it nevertheless seeks predictability of ownership of the necessary land area, since it takes 12–15 years to plan for, fund, and construct a runway. *Eminent domain* is a viable tool for necessary land acquisition.
- AWWU requires control of a certain minimum acreage for its anticipated future plant expansions. AWWU remains concerned about airport growth impacts on its air quality permit, mixing zones, and plant expansions.
- Neighborhoods at the airport interface seek permanent buffer zones between existing and new ANC facilities and residential homes, parks and trails. Permanent buffer zones can only be accomplished via municipal ownership.
- The greater Anchorage community wants to retain the park and trail uses and facilities that currently operate on ANC land, which can only be permanently

retained via municipal ownership. The same goes for the Coastal Trail sections located within the airport boundary. Per FAA regulations, these park sites and the trail corridor could be used for ANC expansion with only minimum notification and no compensation to the MOA. Loss of these areas would be a significant net loss of park acreage, including a popular dog park, important public trails, and open space

Past and ongoing attempts to resolve these longstanding issues along with the stop-gap measures employed to allow certain uses have proved inadequate and unsustainable. These efforts, including the dead-ends reached with the state entitlement selections and attempts to acquire the Kloep Snow Dump site, coupled with the highly restrictive FAA grant assurances and regulations, have taken the community to the point today where a comprehensive approach is considered the best chance for resolution.

The airport is not compelled to sell its land to the MOA; it must manage its land for future airport growth. FAA regulations dictate that land disposals can only occur after an FAA review and finding that any disposal acres are not ever needed for airport growth and do not impact the national airport system. Airports are typically required to retain all acreage to the maximum extent possible. Any airport land disposal requires fair market compensation of land or money. Land trades have been used in the past at this airport and continue to offer the best chance at a permanent and comprehensive solution to the area's conflicts. Land exchanges are inherently complicated and take time.

*Concept Future N-S Runway Alignment Overlay*



---

## CHAPTER 3. THE WEST ANCHORAGE LAND TRADE TASK FORCE

### Initiation and Purpose

At the request of the Mayor, the Task Force was convened in 2013 with a November letter of invitation. The Task Force invitee list comprised 16 individuals representing community councils, recreation user groups, local- and state-elected officials, business interests, the Airport, and MOA departments. (See *Appendix C for the Task Force invitee roster.*) The Community Development Department was included as a member and staffed the Task Force and contracted with URS Corporation for professional meeting moderator services. Both the MOA and ANC contributed funding for the moderator.

The Mayor requested that the group tackle the issues and conflicts related to land use and ownership at the airport perimeter. The Task Force's stated purpose was to assist the MOA in identifying a range of acceptable long-term solutions and forward a prioritized list of potential recommended land exchange scenarios to the Mayor. These recommendations had to be consistent with implementation policies in the *West Anchorage District Plan*.

### Work Program and Meeting Summaries

Beginning in December 2013, the Task Force held ten meetings through April 2014. Meetings and associated materials were linked to a Task Force website and the MOA Public Notices webpage. Meetings were open to the public. Time was reserved at the end of each meeting for public comment. The Task Force moderator produced meeting summaries. Planning staff researched questions and items of interest and provided responses to the Task Force. Staff supplied a summary of working assumptions covering a suite of issues, facts and figures, and history of the airport-area and associated land use conflicts. This served as an informative framework of basic conditions and stipulations about the airport area that the Task Force worked with throughout the process. These assumptions represented the diverse perspectives of stakeholders engaged in the process. (See *Appendix D for the Working Assumptions Framework.*)

The Task Force operated under a set of rules and participation guidelines agreed upon at the first meeting. Topics for the ten Task Force meetings included:

1. Introductions/parcels/priorities/outcomes;
2. Perceived best potential use of parcels – framework for who needs what and where (broad categories such as MOA, ANC, Buffer);
3. Continuation of Meeting 2 topics;
4. No Exchange Scenario;
5. Exchange whole parcels, partial parcel scenarios;

6. Limited Exchange and No Exchange Scenarios;
7. Whole and Partial Parcel Exchange Scenarios continued;
8. Evaluation of scenarios with uses and conflicts;
9. Continued evaluation of Partial Parcel Scenario; and
10. Conclusions, recommendations, next steps.

### Task Force Products and Findings

As a start to the Task Force’s effort to seek solutions to airport conflicts, the group identified potential future uses for each of the 30 parcels (*see Map 2*) highlighted in the *West Anchorage District Plan*. For planning purposes, these potential future uses were considered similar to the real estate industry’s highest and best use terminology. These use determinations were made independent of land ownership. Attempts were made to reach consensus. In several cases, Task Force members disagreed on the potential future use recommendations. These potential future uses became the framework within which land trade and ownership recommendations were to be made at the end of the process.

Below is a summary of conclusions from the potential future use recommendations:

**Table 1: Potential Future Use Recommendations for Parcels**

Parcel #	Potential Future Use Recommendations/Discussion Points
1	<i>West Anchorage District Plan</i> calls for adding to Kincaid Park & trails system; now in airport ownership
2	Transfer to MOA for Kincaid Park, alignment of access road TBD
3	Western portions transferred to MOA for permanent Coastal Trail & buffer; retain transmission line easement
4	Retain as MOA land to include Coastal Trail and buffer, other trails; secondary interest to ANC to reconfigure boundaries for existing & possible future airport navigation aids and access
5	Western portion transferred to MOA for permanent Coastal Trail & buffer; possible additional area to MOA for park mitigation; new N-S runway
6	Possible exchange to ANC for West Airpark &/or to accommodate new runway; retain AWWU easements & Coastal Trail buffer
7	Transfer to MOA for Point Woronzof Overlook, permanent Coastal Trail & buffer; Runway Protection Zone (RPZ) to remain in ANC ownership
8	Transfer to MOA for permanent Coastal Trail & buffer; RPZ to remain in ANC ownership; includes bluff erosion areas to be stabilized
9	Retain in ANC ownership; portions transferred to MOA or preserved otherwise per terms of AO 2000-151(S-2); remainder TBD via Airport Master Plan and Corps permits

Parcel #	Potential Future Use Recommendations/Discussion Points
10	Complicated history; appears to be existing ROW only; retain MOA ownership; <u>no action</u>
11	Transfer to MOA for Spenard Beach Park; possible boundary change to provide more general aviation plane tie-downs
12	Transfer to MOA ownership for Connors Lake Park; retain easements; ANC to retain RPZ
13	Transfer to MOA for Kloep Snow Dump
14	Transfer to MOA for DeLong Lake Park
15	Remainder federal parcel; retain for ANC & ROW; <u>no action</u>
16	Retain in ANC ownership; future South Airpark development; <u>possible buffer or no action</u>
17	Retain Point Woronzof Park and/or transfer needed acreage to ANC for new runway & West Airpark facility; requires public vote
18	Retain in ANC ownership; possible secondary component of comprehensive land trade transfer to MOA; includes assumption of existing leases
19	Retain in ANC ownership; possible secondary component of comprehensive land trade transfer to MOA
20	Retain in ANC ownership; future South Airpark development; <u>no action</u>
21	Retain in MOA ownership; management authority to ADFG for Anchorage Coastal Wildlife Refuge; <u>no action</u>
22	Retain in ANC ownership; future North Airpark development; <u>no action</u>
23 & 24	Airport Part 150 purchases; transfer to MOA but should not be included in exchange formulas (secondary value)
25	Retain in ANC ownership; secondary value in exchange for trail uses
26	Remainder piece from previous land trade; <u>no action</u>
27	Retain MOA ownership for Earthquake Park; <u>no action</u>
28 & 29	Transfer to MOA ownership for permanent neighborhood buffer; width TBD
30	Retain minimum acreage required for AWWU plant expansion and permanent Coastal Trail & buffer; possible exchange remainder area to accommodate new runway

*Note: Sixteen (16) highlighted parcels are of primary interest and require some action to resolve conflicts. These are the subject of a MOA-ANC land exchange.*

The Task Force concluded that of the total 30 parcels, 16 parcels are of primary interest to either the MOA, the public, or ANC. These 16 parcels (highlighted in Table 1) became the subject of subsequent Task Force analyses and deliberations. In these 16 units, a change of land ownership would likely be the optimal means of accommodating these uses. In some cases, the change in land ownership interest covered a portion of a parcel; while in others, it included the entire parcel. This evaluation revealed there was a secondary level of interest by either the MOA or ANC in

---

another 6 parcels. It was presumed that secondary action was in part defined as to be included in exchange scenarios to make up any imbalances in fair market values or acreage formulas. Secondary interests were considered less than essential to the interests of the parties. Eight of the thirty parcels require no change in ownership, land use, or additional action.

### **Land Exchange Scenarios – 16 Primary Parcels of Primary Interest**

Working under the assumption that the Task Force would provide land exchange recommendations at the airport perimeter, the members identified four scenarios to shape the evaluative process. Land exchange scenarios were applied to the 16 parcels of primary interest (*see Map 4 of 16 Primary Trade Parcels*) highlighted in the table. The four exchange scenarios are summarized below. Broader descriptions of the scenarios are included in the next section.

- A. No Exchange Scenario** – retains *status quo* conditions with no significant ownership changes; application of easements and land use agreements to address conflicts.
- B. Limited Exchange Scenario** – includes a limited number of parcels or portions thereof to target some, but not all of the identified parcel conflicts. Includes pursuit of some state entitlement claims.
- C. Whole Parcel Exchange** – includes trading entire parcels to complete the exchange, with no changes to existing parcel boundaries.
- D. Partial Parcel Exchange** – includes land exchange and ownership transfers and would require portions of some parcels, or changes or adjustments to boundaries of parcels involved in the exchange.

### **Framework for Discussion and Analysis**

The Task Force established a framework for discussion and analysis points in which each scenario was evaluated. Considered in these discussions were essential items that govern land exchanges, land ownership, regulations, and other factors, etc., including the FAA grant assurances and regulations. Relevant historic actions were also considered, such as the state entitlement selection process, MOA land requirements (AWWU, Kloep Snow Dump), and past negotiations. The land exchange scenarios produced several central themes or similar conclusions. The land exchange discussions were framed by the following evaluation topics:

- **How did each exchange scenario meet near- and long-term planning needs for the MOA and the ANC?**
- **What were the perceived or intended benefits, impacts, and ramifications of the exchange?**
- **What were the additional issues, contingencies and actions needed for each scenario?**

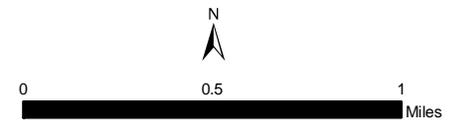


**Map 4**  
 West Anchorage Land Trade Task Force  
**Primary Trade Parcels**

2012 Pictometry

 Primary Trade Parcels

 Ted Stevens Anchorage International Airport Boundary



The matrix below summarizes the issues, conflicts, and timeframes related to the primary airport-area parcels:

**Table 2: Issues for 16 Parcels of the Potential Exchange**

<b>Category</b>	<b>Issue/Future Use</b>	<b>Timeframe</b>	<b>Involved Parcels</b>
<i>Parks &amp; Trails</i>	Coastal Trail—Permanent corridor with natural buffer, MOA ownership	Long Term	3, 4, 5, 6, 7, 8, 17, 30
<i>Parks &amp; Trails</i>	Retain ANC-owned land used as temporary parks for permanent park uses; retain or enhance public access to these areas	Near & Long Term	1, 2, 5, 7, 11, 12, 14
<i>Airport Operations &amp; Expansions</i>	Future N-S Runway & Taxiway	Long Term	5, 6, 17, 30
<i>Airport Operations &amp; Expansions</i>	Airport Operations/Support Facilities, Roads, Utilities; General Aviation upgrades	Near & Long Term	4, 6, 9, 16, 17, 30
<i>Airport Operations &amp; Expansions</i>	South & West Airpark Expansion	Long Term	5, 6, 16, 17, 30
<i>Airport Operations &amp; Expansions</i>	GSA Parcels use determinations	Near & Long Term	1, 16
<i>Municipal Land Uses &amp; Facilities</i>	AWWU Plant Expansion (including Mixing Zones)	Long Term	6, 7, 30
<i>Municipal Land Uses &amp; Facilities</i>	Kloep Snow Dump Expansion & Upgrades	Near Term	13, possibly portions of 12
<i>Municipal Land Uses &amp; Facilities</i>	HLB Parcel Leases	Long Term	4
<i>Neighborhoods</i>	Permanent Buffer Zones & Noise/Disturbance Buffers	Near & Long Term	9, 16, 28, 29
<i>Environmental</i>	Bluff Erosion	Near & Long Term	8
<i>Environmental</i>	Wetland Functions & Wildlife Corridors	Near & Long Term	3, 4, 5, 6, 7, 8, 17, 30
<i>Environmental</i>	Dena'ina Archaeological Site	Long Term	17
<i>Environmental</i>	Anchorage Coastal Refuge	Long Term	17, 30

---

## CHAPTER 4. RESULTS AND FINDINGS OF THE LAND EXCHANGE SCENARIOS EVALUATION

### A. No Exchange Scenario

A *No Exchange Scenario* represents a status-quo, no-action, or minimal approach to resolving airport parcel conflicts. This approach relies on existing administrative and management actions and authorities on respective MOA and ANC lands. This scenario includes actions other than an exchange of land parcels. It might include limited acquisition of interest in a property (such as an easement).

In this option, the MOA would not likely be able to make required Kloep Snow Dump facility upgrades. Long-term use agreements with the airport are highly unlikely to be reached. The MOA is not able to make capital improvements or facilities without long-term agreements or ownership. It would not likely achieve the stated goals of a permanent, MOA-owned Coastal Trail and buffer or preserving permanent park uses on five parks located on ANC acreage. Permanent MOA park use on the five parcels in the ANC boundary is not achieved, nor does the FAA allow for permanent use of airport-owned land for recreation. Surrounding neighborhoods would not achieve long-term buffer zones between homes and ANC facilities. And the airport would not cement formal predictability for a future N-S runway facility. The AWWU plant expansion would remain viable since its growth can be accommodated on existing MOA land reserved for that expansion.

Following are proposals identified and then discussed by the Task Force to potentially address resolution of airport conflicts under a *No Exchange Scenario*. If the *No Exchange Scenario* is pursued, the Task Force identified the following actions:

#### Parks and Coastal Trail Category

- MOA should acquire a permanent easement for those portions of the Coastal Trail and park lands currently owned by the airport. This would be done through an easement with the airport on these lands. Specifically, **parcels 3, 5, 7, 8, and 9 should be included in this proposal for the Coastal Trail.**
- MOA and ANC should pursue a long-term lease agreement to maintain public recreation for those portions of the Coastal Trail and lands used as MOA parks currently owned by the airport.
- Purchase/acquire easement for Coastal Trail acreage and ANC lands used as MOA parks.

#### Airport Expansion and Facilities Category

- Pursue *eminent domain* for required land for airport expansion outside of the existing boundary.

---

### Municipal Land Use and Facilities Category

- The airport should execute a new, > 25-year interim lease from the MOA for the current snow dump property.
- Within parcel 4, establish a long-term lease agreement for ANC to use HLB lands in exchange for public park use of airport lands.
- Remaining HLB lands within parcel 4 should be transferred to the MOA Parks and Recreation Department and become dedicated park lands.

### Neighborhoods Category

- Establish permanent noise and site buffers for neighborhoods surrounding ANC (berms, trees, etc.). This buffer would apply to all existing undeveloped airport property currently providing buffers under the *No Exchange Scenario*. It should be dedicated in the Airport Master Plan.
- The MOA should consider adding buffers on their lands surrounding the airport to minimize airport activities and noise.

### Environmental Category

- The MOA, Corps, ANC, Community Councils, and Congressional delegation should begin to address the bluff erosion by actively working to secure funding to begin the planning and restoration process.
- A permanent easement should be established for the archaeological site to protect it from future development.
- Pursue the original MOA selections under the State Land Entitlement Act. The State should compensate the MOA with lands that they have not received, which were promised to them. This could occur for park lands under airport ownership. This would be a title transfer to the MOA, not a land exchange that theoretically resolves the land issues.

### **No Exchange Scenario – Task Force Findings:**

Most of these proposals have been previously suggested, evaluated, and in some cases attempted but have been ultimately proved infeasible, temporary, or partial fixes to the conflicts. Most of these proposals were theoretical and unrealistic, with no clear way forward. Many of the circumstances and regulations that affect the above proposals were evaluated and investigated by the Task Force. Most proposals were significantly limited or negated by the FAA grant assurances and regulations. In some cases, these regulations are responsible for the conflicts and stalemates with the current conditions around the airport. Some Task Force members considered the status quo to be an appropriate near-term approach to managing the perimeter conflicts. **But a *No Exchange Scenario* was considered untenable and unsustainable by the majority of the Task Force for reasons noted above. This *No Exchange Scenario* offered no**

---

flexibility for MOA in land management and parcel boundary adjustments on the ANC parcels and was therefore by its nature inadequate and not comprehensive.

## B. Limited Exchange Scenario

Throughout the process, the Task Force considered the option of a limited parcels exchange action. This *Limited Exchange Scenario* focused on involving only a few parcels for consideration to address one or a few of the land use conflicts around the airport. Task Force proponents of the *Limited Exchange Scenario* had the rationale that the most pressing conflicts at the airport should be addressed first before attempting to resolve the broader range of conflicts.

Throughout the exchange evaluations, it was shown that a *Limited Exchange Scenario*, while potentially feasible, would not accomplish a comprehensive approach to conflict resolution as identified herein and in the *West Anchorage District Plan*. There were realistically only one or two possible exchanges to meet only one or two specific conflicts. From this evaluation came the following limited parcel exchange for consideration:

- The limited exchange of portions of parcel 4 (HLB lands) for parcel 13 (Kloep Snow Dump site).
- Pursue the municipal entitlement process for parcels 25 and 13.
- Establish a 20+ year lease for the MOA use of the snow dump.

Some Task Force members felt the Kloep Snow Dump site was the only pressing issue at this time. However, most members took a global approach and indicated it was in the best interest of ANC and the MOA to attempt to resolve all land use issues, rather than just parcels 13, 25, and the snow dump. At a glance, the exchange of portions of one parcel for the Kloep Snow Dump site seemed to be a feasible solution for the MOA's immediate need to obtain title to this facility. However, the MOA has already sold an easement for parcel 4 to ANC at a value of over \$1 million. The remainder of interest in parcel 4 would have limited value, demonstrated by ANC's secondary interest in or need for portions of parcel 4. This exchange proposal was not compelling to ANC. The state entitlement process has already been noted as being infeasible. ANC stated a long-term need for most of parcel 25, which also includes a transmission line easement; ANC was not interested in trading any of this parcel. The snow dump negotiations have already reached a standstill, and ANC remains uncompelled to continue without proper compensation.

### Limited Exchange Scenario – Task Force Findings:

This limited exchange fell far short of addressing the complexity of issues and permanent needs of each party and the goals of *Anchorage 2020* and the *West Anchorage District Plan*. ANC had very little interest in this scenario as it resolved none of its long-term concerns or needs. **Based on these findings, the majority of the Task Force considered the elements of a *Limited Exchange Scenario* infeasible.**

---

## C. Whole Parcel Exchange Scenario

The premise for this scenario involves the exchange of entire parcels as a means of resolving airport perimeter land conflicts. Under this approach, there would be essentially no alterations of the boundaries for each of the 16 primary parcels identified as land exchange considerations.

Most of the Task Force discussion and evaluation of a *Whole Parcel Exchange Scenario* focused on two themes: 1) the identification of which whole parcels are essential to the MOA, ANC, and the public; and 2) the feasibility and potential for success for the Whole Parcel Exchange. Several members noted that the Task Force was not an appropriate format nor was the amount of data necessary to make such decisions adequate to do so at this time. For instance, decisions about parcel needs for all players in a land exchange will require input and analyses on engineering issues, land appraisals, future detailed land use plans, and other information, which may be unavailable or incomplete at this time. While those data would form the basis for a detailed exchange proposal, the purpose of this exercise was to develop an exchange concept for further exploration.

In discussion of the *Whole Parcel Exchange Scenario*, it was evident that the basic parcel needs and desires for the MOA, ANC, and the public follow what had been articulated in the *West Anchorage District Plan*. These include:

***The MOA and the public have a long-term primary interest and need in the following parcels within the ANC boundary:***

- Parcels 1 and 2 for recreation, park access, and general municipal uses;
- All or portions of parcels 3, 5, 7, and 8 for the Coastal Trail and buffer;
- Portions of parcel 9 for permanent neighborhood buffer;
- Parcel 11 for recreation and Spenard Lake access;
- Parcel 12 for recreation and Connors Lake dog park;
- Parcel 13 for Kloep Snow Dump improvements and expansion; and
- Parcels 14, 28, 29, and possibly 16 for permanent neighborhood buffer.

***The MOA has a secondary interest in the following ANC parcels:***

- Parcels 18 and 19 for neighborhood buffer, general municipal uses (permanent buffer, park/open space, possible residential acreage); lease takeover (2 leases);
- Parcels 23 and 24 for neighborhood open space; and

- 
- Parcel 25 for neighborhood buffer and Kincaid trails.

The MOA has primary interest in retaining necessary acreage in parcel 30 for future expansion of the AWWU facility.

*ANC has a long-term primary interest and need in the following parcels or portions thereof:*

- Parcels 6, 17, and 30 for future N-S runway, West Airpark expansion, roads, and utilities.

*ANC has a secondary or limited interest in portions of the following parcel:*

- Parcel 4 for future navigation aids, access, and West Airpark development.

### **Whole Parcel Exchange Scenario – Task Force Findings:**

In context of the above-noted parcels of primary and secondary interest and the realities of exchanging parcels, the Task Force concluded that there was no simple, global solution involving whole parcels to the airport perimeter conflicts. It was evident that for a future land exchange to meet the needs of all parties, it was to necessarily involve portions of many of the parcels. Most of the 16 primary parcels have definable areas that are of interest and need to each party. Besides representing an inadequate and infeasible approach to meeting the Task Force goals, it was evident there was not a simple *Whole Parcel Exchange Scenario* that could meet the needs of the MOA, the public, or ANC. Tailoring an exchange scenario by including only the necessary portions of parcels offers a superior approach. Using only whole parcels in an exchange was an inexact scenario that was also considered unbalanced in an acre-per-acre or value-based context. **The Task Force concluded that this scenario was unattainable.**

### **D. Partial Parcel Exchange Scenario**

This exchange option builds on the findings of the previous three scenarios. A *Partial Parcel Exchange Scenario* focuses on a land trade that involves the essential portions of the parcels necessary to meet the needs of the MOA, ANC, and the public. The evaluation process concluded that a *Partial Parcel Exchange Scenario* provided the most comprehensive course of action to address the breadth of airport-area land use and parcel conflicts. A host of outstanding questions and unresolved issues were identified with this more complicated scenario; additional work is necessary to develop a complete exchange proposal. In an effort to define the target areas of the **16** primary parcels that are of long-term interest to and needed by the MOA, ANC, and the public, the Task Force undertook a systematic evaluation of each parcel. This evaluation is summarized in a set of exchange sheets for each parcel, included as *Appendix E*.

These exchange sheets summarized the Task Force’s evaluation and included findings for such items as:

- Potential future use of the parcel;

- 
- Exchange interests and what types;
  - Exchange action priority;
  - Consistency with MOA and ANC plans;
  - Accommodate permanent ownership of Coastal Trail and greenbelt buffer, future N-S runway and airport expansion, permanent neighborhood buffers, no-net loss of park acreage;
  - Resolving existing compliance or policy issues; and
  - Mechanisms for change in ownership.

### **Partial Parcel Exchange Scenario – Task Force Findings:**

The Task Force concluded that additional information and actions are needed before a comprehensive *Partial Parcel Exchange Scenario* proposal can be initiated. Some of these involve additional public process and input, notably Assembly approval and a public vote on a ballot measure to alter park boundaries or remove the dedicated status of a park. Certain other conditions would shape the exchange and further define which portions of the primary parcels are to be involved in an exchange.

The Task Force was able to reach findings and conclusions for a Partial Parcel Exchange. This evaluative approach had varying levels of support with the Task Force. Some members felt that a comprehensive land exchange focused too much on long-term priorities and yet-to-be-foreseen conditions, while sacrificing or dismissing potential short-term solutions. Some members believed that prior Assembly action on Point Woronzof Park preclude its inclusion in any trade scenario. **Most members agreed that regardless of how land conflicts might be resolved, there was commitment to the following:**

- **A permanent, contiguous Coastal Trail with a greenbelt buffer in MOA ownership;**
- **Permanent park and recreation lands and buffers around the airport;**
- **Adequate area to accommodate AWWU expansions; and**
- **An economically functioning and sustainable airport with adequate growth area.**

The basic tenets of a Partial Parcel Exchange to address these four items involve at least portions of all the 16 primary parcels as outlined in the findings summarized on page 21. Sections of the 6 secondary interest parcels would come into negotiations on an as-needed basis.

---

## CHAPTER 5. LAND EXCHANGE SUMMARY AND RECOMMENDATIONS

After ten meetings of information gathering and deliberation, the Task Force reached a very similar conclusion for the airport-area conflicts as was presented in the *West Anchorage District Plan*. That conclusion highlighted a comprehensive land exchange between the MOA and ANC as the means for resolving longstanding conflicts. Several alternate methods aimed at resolving one or a couple land use and parcel conflicts were evaluated by the Task Force. None of those alone or collectively offer suitable or comprehensive solutions. Some members did not support the comprehensive land exchange approach to issue resolution. And some felt that not all possible actions to address the issues have been exhausted. But nearly all members agreed in principle that an area-wide land exchange should be considered by the MOA and ANC.

Decisions about airport land use and ownership fall under the direct regulation of the FAA and its grant assurances. These complicated regulations apply because ANC entered into a long-term commitment with FAA to use federal land and funds to accommodate aviation growth. Despite prior non-conforming agreements between ANC and MOA, these regulations cannot be ignored. Non-conforming leases and agreements have been terminated in recent years, which have exacerbated some land use conflicts in the area. The FAA regulations are one of the main reasons why land ownership and use concerns remain unresolved.

FAA regulations profoundly impact potential alternative actions that could resolve airport-area conflicts. Key elements of the FAA regulations considered in Task Force deliberations included:

- Airport growth is presumed to continue until the full capacity of airport property is realized.
- Disposal of airport land requires a formal FAA determination that ANC will never need the surplus area for aviation purposes.
- Permanent public recreation use and large buffer areas of airport land can only be guaranteed by removing these areas from ANC ownership and FAA regulation.
- FAA regulations supersede the state entitlement process and render any free transfer of selected lands to the MOA unachievable.
- Non-aviation encumbrance or disposal of airport property requires equal compensation in land or money to ANC. Land is preferable and generally takes precedence.
- Airport master plans include aviation forecasts, service demands, and land use projections, which guide land area needs and influence relative value and availability of specific parcels within the airport boundary.

The Task Force also considered the direction from policies and management strategies (see *Appendix A*) in *Anchorage 2020* and other MOA comprehensive plan elements,

---

including the *Anchorage Bowl Park, Natural Resource, and Recreation Facility Plan*, and the *West Anchorage District Plan*.

**The majority of the Task Force recommends that the MOA and ANC pursue a two-level comprehensive land exchange with the following details:**

### **Primary Land Exchange Components**

The Partial Parcel Exchange Scenario would meet the long-term goals and needs for most of the land at the airport perimeter for the Municipality, the public, and ANC. (Refer to Map 1 on page 2.) The essential, priority components of this exchange scenario include the following parcels:

- **Transfer portions or all of parcels 6, 17, and 30 from MOA to ANC in return for portions of or the entirety of parcels 1, 2, 3, 5, 7, 8, 9, 11, 12, 13, 14, 28, and 29 from ANC to the MOA.**

The Task Force evaluated land exchange scenarios, conditions, and reached conclusions based on the basic long-term land use needs and goals of the MOA, ANC, and the public highlighted earlier in this report. These include sufficient area to accommodate AWWU facility expansion and MOA ownership of the Kloep Snow Dump, the proposed permanent neighborhood buffer and berm areas, the Coastal Trail corridor and greenbelt buffer; and five sites used as park on ANC lands. ANC seeks control of portions of certain MOA parcels for the predictability of locating a future N-S runway facility, West Airpark expansion, and general airport growth. FAA regulations provided a regulatory backdrop to the Task Force's search for resolution. The fact that the State can use *eminent domain* to take land needed for a future runway further motivates the MOA and the community to search for a land exchange scenario to resolve airport conflicts.

Both the *West Anchorage District Plan* and the Task Force concluded that certain parcels in ANC ownership support historic park uses, the Coastal Trail, an essential MOA snow dump, and areas considered essential to maximizing neighborhood buffers. Those uses should be retained in perpetuity. ANC needs land and the predictability that comes with land ownership for a future N-S runway and general growth at the West Airpark. A comprehensive land exchange that brings portions of and/or entire parcels into MOA and ANC ownership could achieve this goal.

Partial parcel exchanges allow for retention or predictability of land for specific ANC and MOA needs without significant loss of acreages or functions. This is a reshuffling of parcel boundaries to accommodate future needs of all parties and maximizes retention of certain acreages. For example, the boundary readjustment of parcels at the airport's west side in this scenario may retain close to the same acreage but in a different configuration for Point Woronzof Park; retain a contiguous coastal trail and buffer in a revised alignment; retains appropriate acreage for AWWU expansion; reserves appropriately located acreage for a new N-S runway and West Airpark.

---

## Secondary Land Exchange Components

There are secondary elements to exchanging portions of additional parcels around the airport, which could be pursued in addition to the primary exchange. These should be included on an as-needed basis to meet certain needs or to serve as balancing pieces for the primary land exchange. The secondary exchange parcels include:

- **The remaining interest in parcel 4 could be transferred from the MOA to ANC.**
- **Portions or all of parcels 18, 19, 23, 24, and possibly portions of 25 from ANC to the MOA.**
- **If required to meet shortcomings in trade balances, ANC could consider expanding its contribution of additional areas in parcels 9, 28, and 29 for buffer expansion.**

## Land Exchange Framework

Along with the basics of an airport-area land exchange, the Task Force identified specific milestones, schedules, conditions, and other mitigating factors that would be required as essential elements or definitions of any trade. These conditions add further detail to the parameters of an exchange proposal. Many of these items require additional information, analyses, and decisions, some of which would happen prior to and/or as conditions to a Partial Parcels Exchange proposal.

## Conditions for Airport-Area Land Exchange

1. Exchange shall be consistent with applicable goals and policies in *Anchorage 2020*, the *West Anchorage District Plan*, and *AO 2000-151(S-2)*.
2. Exchange proposals require FAA approval for consistency with grant assurances. Prior to FAA approval, any proposed exchange must meet the airport's business interest in maximizing its aviation responsibilities and future capabilities.
3. Exchange proposals shall maintain the existing or create a new continuous Coastal Trail with a greenbelt buffer under permanent municipal control.
4. Exchange shall preserve sufficient, suitable area for the future AWWU facility expansion and for future ANC N-S runway.
5. Exchange proposals must not change or negatively impact the permitted AWWU mixing zones or air quality permit zones.
6. Any proposed change of ownership or boundary of Point Woronzof Park requires a vote of the public prior to removing land as dedicated park land.
7. ANC will be responsible for all costs associated with realignment and construction of the Coastal Trail, as necessary, to accommodate a new N-S runway. Final configuration must be approved by MOA, the public, and

---

permitting agencies. The MOA Parks and Recreation Department shall be consulted throughout a realignment process.

8. The MOA (Parks and Recreation, Planning, AWWU, HLB, Street Maintenance) along with ANC shall enter into a Memorandum of Understanding to coordinate and approve necessary pre-exchange engineered designs and concepts that account for:
  - Continuous, buffered Coastal Trail with realignment if needed, to accommodate erosion, AWWU plant expansion, or a new N-S runway;
  - AWWU facility expansion and maintenance of existing or accommodates new mixing zones and air quality permit zones;
  - New N-S runway facility that meets the requirements of ANC & FAA and also minimizes impacts to Coastal Trail, AWWU facility and other public uses;
  - New west side airport access road and utilities;
  - Point Woronzof Park acreage retention or replacement in-kind, contiguous with remnant parcel, that limits a net loss of park acreage;
  - Protection of archeological site and cultural resources;
  - Existing and new utility easements; and
  - Anchorage Coastal Wildlife Refuge and wildlife corridors.
9. Terms of the trade would include:
  - Resolution of the above items;
  - Joint agreements on fair market appraisals of all subject parcels;
  - Terms and triggers for when ANC might use MOA land it acquires (e.g., at Point Woronzof Park); goal is no disturbance until needed for a runway expansion project start-up or other ANC development;
  - Necessary approvals by the Anchorage Assembly and MOA commissions: Parks and Recreation, Watershed & Natural Resources, Heritage Land Bank, and Planning and Zoning;
  - Parcel surveys, title searches, Phase 1 Environmental Evaluations;
  - Trigger mechanisms, schedules, actions (TBD) to initiate a trade;

- 
- Land exchange implementation schedule;
  - Timing and results of ballot measure for changes to dedicated park;
  - Consideration and definition of reversion clauses;
  - Determination of final plat responsibilities; and
  - Obtaining Corps of Engineers and Alaska Department of Fish & Game permits.
10. The above elements would be best accomplished by convening a technical planning group from AWWU, ANC, and MOA to assist in production and review of necessary engineered designs for these features and valuations. While members of the public are not expected to be part of the technical design process, this group could present milestones, design details, and potential recommendations to develop exchange proposals to the public, land managers, boards and commissions, and the Task Force.
11. Other actions and mitigating factors for consideration:
- NEPA review for new N-S runway;
  - Necessary replatting;
  - Future relocation of West Northern Lights Boulevard and access to the west side of the airport;
  - New and/or replaced easements;
  - Negotiations/permits with ADFG and Corps for use of Anchorage Coastal Wildlife Refuge and wetlands;
  - Future public access to new parkland and Coastal Trail;
  - Accommodation of Fire Island transmission line, cable easement near Point Woronzof, and Fire Island access corridor;
  - Consistency determinations with applicable federal patents;
  - Airport resolution of its master plan changes for relevant trade parcels;
  - Determination of exchange terms and conditions (e.g., terms of ANC use of MOA lands it acquires; terms of any easements or non-fee simple transfers, etc.);
  - Continued use of existing park areas and the Kloep Snow Dump on ANC lands during trade negotiations;

- Location and design of future noise and disturbance berms; and
- Memorandum of Agreement on resolution of bluff erosion.

**Draft - Land Exchange Milestones (some may be done concurrently)**

Action	Responsible Party
MOA and ANC convene internal land exchange teams to initiate details, methods, and tasks for the process; confirm Task Force findings; consider role of FAA	MOA team (AWWU, Parks and Recreation, Planning, Real Estate, Street Maintenance, Attorney); ANC team
MOA and ANC must identify and secure funding for design elements and other exchange requirements	MOA, ANC
Technical Advisory Group appointments & convene; consideration of public members	MOA, ANC
Technical Advisory Group – Identify parameters required for concept designs for N-S runway, AWWU expansion, Coastal Trail realignment, etc.	MOA, ANC
Production and analysis of documents for above; final determination of feasibility of future uses and needs based on design products for: N-S runway, Coastal Trail realignment, utility relocates, AWWU expansion, etc., along with feasibility, future funding, and permitting	MOA, ANC, Technical Group
Initiate delineation of parcels or portions thereof needed to accommodate above elements; Draft land exchange proposal	MOA, ANC
Review and modify draft exchange proposal and documents for consistency with MOA & ANC plans and FAA grant assurances	MOA, ANC
Determine public process, milestones, points for public input	MOA, ANC
Initiate discussion/identification of essential actions necessary to finalize land trade	MOA, ANC, FAA
Undertake additional studies, data gathering, etc. as identified	Technical Group oversight; MOA, ANC
Discussion/identification of terms and conditions of trade	MOA, ANC, with legal staff
FAA consultation; FAA review and findings of draft land exchange features and conditions	ANC with FAA
MOA review and approval process, as required, for land exchange	MOA (Planning, Parks and Recreation, HLB)

Action	Responsible Party
Appraisals for all parcels or portions of parcels involved	MOA, ANC real estate teams
Approval of and vote for ballot measure for changes to park dedication for Point Woronzof Park	MOA (Attorney, Assembly)
Phase 1 Environmental Site Reviews	MOA (Real Estate), ANC
Land surveys as required	MOA (Real Estate), ANC
Legal review of land exchange elements and proposals	MOA, ANC
Title search and land patent analyses as necessary	MOA, ANC
Final land exchange documents, maps, agreements, terms and conditions	MOA, ANC
Execute land exchange	MOA, ANC

*Note: MOA GIS staff (PME/AWWU) would be responsible for production and filing map products*

## Final Thoughts

It is recommended that the Mayor’s Office consider how and when it should provide for public participation and review of the significant milestone actions involved in the land exchange process. Given the Task Force participation by affected community councils, representative user groups, and some public members at-large, it might be appropriate to continue periodic Task Force check-in meetings. This might be a successful way to involve and inform the public throughout the process.

Unsuccessful fits and starts best characterizes the past attempts to resolve parcel conflicts at the airport. The Task Force encourages the Mayor’s Office to apply consistent action with sufficient up-front funding and other resources towards the exchange process. There are considerable details and milestones to be ironed out before an exchange can be initiated. These require persistence.

In general terms, the key points from this Task Force effort include:

1. The Task Force was led through a systematic identification and evaluation of airport issues, land use conflicts, future uses, potential solutions, and land exchange scenarios.
2. While not considered unanimous by the Task Force, a Partial Parcel Exchange, involving at least 16 airport parcels, holds the most promise for resolving the airport-area land use and ownership conflicts.
3. From the Task Force process, it is clear that a land exchange will be controversial.

- 
4. Significant technical design, engineering determinations, and related information are needed to move forward with and provide details essential for a land exchange proposal.
  5. Funding and staff commitments are required to evaluate and resolve these technical questions and to craft an exchange proposal.
  6. The exchange process should include public participation and notifications and a determination of the role of public interaction with the Technical Group.

### **Task Force Comments**

The Task Force was given the opportunity to submit their statements and findings in support of or in disagreement with any and all aspects of this report. Those findings are compiled and presented in *Appendix F*.

---

## **APPENDICES**

Appendix A: Municipal Plans and Policies Regarding Airport Area

Appendix B: Airport-Area Perimeter Parcels Characteristics (Matrix)

Appendix C: West Anchorage Land Trade Task Force, Invitee Roster

Appendix D: West Anchorage Land Trade Task Force, Working Assumptions

Appendix E: Airport Primary Parcels, Exchange Work Sheets

Appendix F: West Anchorage Land Trade Task Force, Member Statements  
of Findings on Report Recommendations

---

## APPENDIX A

### MUNICIPAL PLANS AND POLICIES REGARDING AIRPORT AREA

---

#### *Anchorage 2020—Anchorage Bowl Comprehensive Plan*

**#28:** The area surrounding Ted Stevens Anchorage International Airport, as shown on the Policy Map, shall be designated as the West Anchorage planning area.

A *West Anchorage District Plan* shall be developed for the West Planning Area. This plan is intended to identify, address, and resolve impacts to neighborhoods, public infrastructure, and the environment from Airport activities.

#### *Anchorage Bowl Park, Natural Resource, and Recreation Facility Plan*

##### *Northwest Park District Policies:*

- Acquire permanent trail easement corridor for Coastal Trail along Ted Stevens Airport.

##### *Southwest Park District Policies:*

- Maintain long-term lease of Airport lands for continued park uses.

#### *West Anchorage District Plan*

**#IA-1** (3<sup>rd</sup> bullet): Coordinate with the State of Alaska to: establish a task force with formal representation from the public, state and local elected officials, Alaska Department of Fish and Game, AWWU and other MOA departments, the Airport and ADOT&PF, airport users, and FAA to assemble relevant data, regulations, needs and constraints, and possible scenarios that will ultimately lead to a long-term resolution of the airport area parcel conflicts, which also retains a permanent Coastal Trail corridor. Once completed, the MOA will take task force proposals through appropriate municipal commission and Assembly reviews with a recommendation to amend the WADP accordingly.

**#IA-5** (in part): Work with TSAIA to establish buffers adjacent to residential areas and to create a Kincaid Park entry corridor. Buffers that permanently remove airport land from use by TSAIA require FAA permission.

Buffers could be established by:

- MOA purchase or land exchange (permanent).

## **Appendix A**

### **Municipal Plans and Policies Regarding Airport Area**

**#IA-24:** Initiate a systematic approach to the permanent resolution of airport perimeter parcel and land use conflicts, either via a comprehensive land exchange, fee-simple acquisitions, and/or easements, or a combination thereof that transfers land title and preserves public use of certain TSAIA and MOA parcels. Acquisition via a land trade action should reflect the Municipality's priorities of the Coastal Trail preservation and maximizing value and benefit to the public and parks and recreation resources with minimized impacts to the community.

A comprehensive land exchange offers the most complete means of resolving these conflicts, but whatever method is used, it should:

- Reflect a fair-market exchange that balances properties with aviation value against those with municipal recreation and operations value; and
- Include the preparation and processing of relevant documents for formal approval by the MOA, ADOT&PF, and FAA.
- Include as a condition of any land exchange agreement and/or in any deed transfer that the Coastal Trail shall be retained in perpetuity as a continuous, buffered system extending from Earthquake Park to Kincaid Park. TSAIA shall be responsible for all costs associated with any future need to realign this corridor on existing or future TSAIA lands.
- Any future coastal Trail relocation shall maximize natural vegetated buffers, unobstructed views, a wilderness experience, and minimize tunnels or other trail alignments that might compromise trail safety and/or require costly new maintenance. Any future approach to Coastal Trail relocation in the area of Pt. Woronzof and Pt. Woronzof Park shall follow an extensive public process, which must fully disclose all variables related to trail alignments, trail design, trail maintenance needs, and trail closure time frames during construction prior to any work being performed.

**#P-8:** Acquire all remaining portions of the Coastal Trail on airport land along with a vegetated greenbelt so that the full length of the trail corridor is consolidated under MOA ownership for permanent public recreational use. The greenbelt shall provide approximately 300' of natural, non-disturbed, vegetated buffer on the airport side of the trail but may be adjusted by agreement of the TSAIA, MOA, and user groups. Vegetation within the buffer shall be retained to preserve wildlife habitat with only selective clearing to avoid overgrowth that might impede line of sight for trail users and to minimize human/wildlife conflicts. Any coastal trail realignment and buffer area and future airport development should address the protection of the Dena'ina archeological site.

**APPENDIX B**  
**Airport-Area Perimeter Parcel Characteristics**  
(Refer to Map 2)

Map Key No.	Name	Owner	Parcel Size (Acres)	Physical Characteristics	TSAIA Use Agreement	MOA Selection Parcel <sup>1</sup>	Park Designation	Proposed Use - MOA	Proposed Use - TSAIA <sup>2</sup>	Proposed Use - Community	Comments
1	Portion of FCC Parcel off South Airpark (S. of Raspberry Rd.	FCC	39.35	Some existing Kincaid trails	N/A	No	No	Airport Buffer, Park	None Specified, Outside Airport	Raspberry Road buffer, incorporation into Kincaid Park	TSAIA has requested transfer from FCC to the State. MOA desires long-term conveyance via trade or formal federal/state selection process. FCC would likely retain rights for AV aids. Raspberry serves as unofficial "dividing line" for - aircraft operations.
2	Little Campbell Lake Parcel	TSAIA/State	103.51	Kincaid access, parking, 65 DNL Contour, AV Esmt.	Expired 2006, now monthly	Yes (HLB Parcel #77)	No	Park	"Future Airport Development" Aviation expansion, No specific project identified, 2020+	Long-term use of Little Campbell Lake, incorporation into Kincaid Park, buffer for Raspberry Road	MOA wants permanent/long-term park use. TSAIA concerned about public perception as permanent park.
3	SW corner of E-W Runway Clear Zone	TSAIA/State	74.24	Tony Knowles Coastal Trail, Sisson Loop Trail, DNL65, AV Esmt.	N/A	Yes (HLB Parcel #78)	No	West por. for Tony Knowles Coastal Trail & buffer, East por. for Sisson Loop Trail.	"Buffer" & "Future Airport Development" Future MOA Acquisition, No specific project identified, 2020+	Add to Kincaid Park for long-term recreational use and wildlife habitat	MOA wants conveyance of W side. Trails in east side probably compatible long term with runway clear zone. Trade or conveyance requires FAA approval. DOT may need for Fire Island access.
4	West End of E-W Runway	MOA (HLB)	116.28	Tony Knowles Coastal Trail, Sisson Loop Trail, Runway Protection Zone, DNL65, AV Esmt.	N/A	No	No	Tony Knowles Coastal Trail, SW area for Sisson Loop Trail / SE area for E-W Runway clear zone, lighting / N area for TSAIA lease or exchange	"Buffer" E/W runway extension, nav aid, fencing and lighting, 2002-2006	Maintain existing trails and wildlife habitat	Tony Knowles Coastal Trail runs along west side. TSAIA has paid HLB for rights to use as runway clear zone, NAV aids, fencing, and lighting associated with runway extension. Realignment of the Sisson Loop Trail was part of the agreement.
5	West Airpark Tract South of Pt Woronzof Park	TSAIA/State	24.12	Wooded, Tony Knowles Coastal Trail	N/A	No	No	West por. for Tony Knowles Coastal Trail & buffer, East por. for Sisson Loop Trail.	"Buffer" No specific project identified, 2020+	Maintain buffer for Tony Knowles Coastal Trail and wildlife habitat	Actual area needs to be determined and surveyed.
6	Parcel Between AWWU Facility and N-S Runway	MOA (AWWU)	6.04	Wooded, 70 DNL contour	N/A	No	No	Permanent/long-term protection of Tony Knowles Coastal Trail, AWWU access & well site	Outside Airport, Possible new N-S Runway (runway, access road, taxiway, fill slope), 2007-2011	Long-term protection of Tony Knowles Coastal Trail and wildlife corridor	Parcel important to MOA and Airport. Any airport use would need to accommodate Tony Knowles Coastal Trail realignment, amenitization, and buffering. Prior proposal for runway use met with public opposition, trade requires AWWU board approval.

**APPENDIX B**  
**Airport-Area Perimeter Parcel Characteristics**  
(Refer to Map 2)

Map Key No.	Name	Owner	Parcel Size (Acres)	Physical Characteristics	TSAIA Use Agreement	MOA Selection Parcel <sup>1</sup>	Park Designation	Proposed Use - MOA	Proposed Use - TSAIA <sup>2</sup>	Proposed Use - Community	Comments
7	<b>Pt. Woronzof Overlook</b>	TSAIA/State of Alaska	22.6	Tony Knowles Coastal Trail Overlook & Parking, Runway Protection Zone, DNL75, AV Esmt	Expired, now monthly	Yes (HLB Parcel #21 por.)	Not official-in Parks Inventory	Tony Knowles Coastal Trail, Overlook, Parking & Buffer	"Buffer" No specific project identified, 2020+	Long-term access to Pt. Woronzof park, and wildlife corridor	Part of larger parcel of MOA state land selection. Selection requires FAA approval.
8	<b>East Side of Pt Woronzof Bluffs</b>	TSAIA/State of Alaska	52.44	Tony Knowles Coastal Trail, Earthquake Park parking lot, Runway Protection Zone, DNL65/70/75	N/A	Yes (HLB Parcel #21)	No	Tony Knowles Coastal Trail, Earthquake Park parking lot	"Buffer" No specific project identified, 2020+	Maintain buffer for Tony Knowles Coastal Trail and wildlife habitat, address coastal erosion problem, preserve access to Earthquake Park	Part of larger parcel of municipal selection of state land. Fossil beds and bluffs require erosion protection in future. Includes AV easement noise contour and restrictions.
9	<b>NE TSAIA Open Space Areas</b>	TSAIA/State	192.21	Turnagain Bog, por. Jones Lake, Deep peat soils, Class A wetlands, GA Runway Protection Zone, DNL65, height restrictions	N/A	No	No	Neighborhood buffer	"Airfield", "General Aviation", "GA Airport Reserve" & "Buffer" New GA lease area (2007-2011), taxiway, road (2020-2026)	Preserve high-quality wetlands and buffer	Portion called buffer in TSAIA master plan, AO 2000-151 (S-2) identifies a 55 acre "scenic easement" within this parcel, however there are differing opinions as to whether this is binding. Area subject in part to both GA and Main TSAIA Master Plans. TSAIA purchasing group of homes within RPZ to north.
10	<b>NW Corner of Lake Spenard</b>	TSAIA/State & MOA/HLB	7.94	Picnic Area, Lakeshore Drive	NA	No	No	Ensure pedestrian/bicycl e access is maintained	"GA Airport Reserve" Acquire ROW and maintain public picnic area (thru 2026)	Preserve public/tourist aviation viewing area, buffer	TSAIA wants Lakeshore Drive ROW conveyed and added to airport boundary, which includes a small public access lot at lake edge. TSAIA has safety concerns about public interaction with GA planes.
11	<b>Spenard Beach Park Area</b>	TSAIA/State	6.83	Lake Spenard Beach, Temporary float slips, TSAIA fencing	Expired	No	Yes, but not dedicated park	Recreation/ Park	"GA Airport Reserve" Transient floatplane spaces and maintain public beach (thru 2026)	Preserve historic use of park	Area is traditional, historic public access to swimming beach—no longer staffed. East edge fenced by TSAIA and includes temporary float slips.
12	<b>NW Corner Connors Lake Park</b>	TSAIA/State	85.65	AWWU main trunk line, formal MOA dog park, parking lot for Connors Lake Park, and sledding hill, Runway Protection Zone	Expired	Yes (HLB Parcel #71 por.)	Yes, but not dedicated park	Snow storage and park access	"Airport Support" & "Airport Reserve" No specific project identified. 2020+	Long-term use of dog park and multi-use recreational area, wildlife habitat	HLB has met with TSAIA and FAA to initiate selection conveyance and FAA has listed conditions.

**APPENDIX B**  
**Airport-Area Perimeter Parcel Characteristics**  
(Refer to Map 2)

Map Key No.	Name	Owner	Parcel Size (Acres)	Physical Characteristics	TSAIA Use Agreement	MOA Selection Parcel <sup>1</sup>	Park Designation	Proposed Use - MOA	Proposed Use - TSAIA <sup>2</sup>	Proposed Use - Community	Comments
13	East Section of Connors Land-Snow Dump	TSAIA/State	24.74	Snow Dump	Leased for snow disposal site	Yes (HLB Parcel #71 por.)	No	Snow storage (the only one in West Anchorage), possible extension of Kloep Station street maintenance facility.	"Airport Reserve" No specific project identified. 2020+	Value undetermined	MOA initiated negotiations to reserve area for snow storage, including partial surveys.
14	DeLong Lake Park Parcel	TSAIA/State	15.02	DNL65, AV Esmt.	expired	Yes (HLB Parcel #113)	Not official-in Parks Inventory	DeLong Lake Park, neighborhood linkage to park	"Buffer" No specific project identified. 2020+	Wildlife habitat and valuable open space for residential area	Area previously under lease to MOA for parks use (DeLong Lake). Within the noise contour and AV easement. Identified as MOA selection under state entitlement.
15	Small Area of ROW at NE Corner of Old Airport Commercial Area	HLB?	4.78	Developed, parking lot	N/A	No	No	None	"Terminal/Airline Support" No specific project identified. 2020+	Value undetermined	Appears to be area of old International Road ROW that lies outside of TSAIA formal boundary. Not clear if MOA ownership. Basically only useable as ROW.
16	Portion of FCC Parcel off South Airpark (N of Raspberry Rd.)	FCC	92	Undulating wooded area	NA	No	No	None	Outside Airport Likely South Airpark Expansion	Raspberry Road buffer	TSAIA has requested transfer from FCC to the State.
17	Point Woronzof Park	MOA	191	Forested, Sloping to west, Tony Knowles Coastal Trail, DNL65/70/75, coastal wetlands	N/A	No	Yes	Recreation/ Park	Outside Airport Possible N/S runway or other Airport Development	Maintain as park or trade a portion for more valuable recreation land.	Currently, full park use constrained by access limitations. 2008 Draft Airport Master Plan shows new N-S Runway alternative extending through this parcel w relocation of Tony Knowles Coastal Trail. Any trade would require public vote or direct exchange for other public use.
18	SW Corner of Sand Lake & Raspberry	TSAIA/State	40	NOAA Weather Service Bldg, mostly flat, w/ cleared areas, DNL60	NOAA	No	No	None	"Future Airport Development" No specific project identified. 2020+	Raspberry Road buffer	Raspberry serves as unofficial "dividing line" for aircraft operations.

**APPENDIX B**  
**Airport-Area Perimeter Parcel Characteristics**  
(Refer to Map 2)

Map Key No.	Name	Owner	Parcel Size (Acres)	Physical Characteristics	TSAIA Use Agreement	MOA Selection Parcel <sup>1</sup>	Park Designation	Proposed Use - MOA	Proposed Use - TSAIA <sup>2</sup>	Proposed Use - Community	Comments
19	SE Corner of Sand Lake & Raspberry	TSAIA/State	29	Vacant, mostly forested w/ some relief to south, DNL60	N/A	No	No	None	"Future Airport Development" No specific project identified. 2020+	Raspberry Road buffer	Adjacent to Kincaid Elementary School, Raspberry serves as unofficial "dividing line" for aircraft operations.
20	Notch between FCC & Little Campbell Lake	TSAIA/State	16	Vacant, uneven terrain, vegetated with mature trees DNL 65	N/A	No	No	Park	"Future Airport Development" No specific project proposed but possible South Airpark expansion 2020+	Value undetermined	Was leased to FCC until 2009
21	Tidelands Parcel	MOA (HLB)	31	Tide flats	N/A	No	No	State Refuge-Agreement	Outside Airport N/A	Part of Wildlife Refuge	
22	NE Corner of N-S Runway/ North Airpark	TSAIA/State	23	Hilly, vegetated with mature trees, eagle nest area, DNL 75	N/A	No	No	None	"Air Cargo/Aircraft Maintenance" Future Cargo Development proposed 2007-2011	Value undetermined	Located south of Point Woronzof Drive
23	3 state parcels around DeLong Lake	TSAIA/State	~2.3 acres	Part wetlands, hilly & forested; 2 east side lots near ROW	N/A	No	No	Possible addition to DeLong Lake Park	None (Not included on current Airport Master Plan)	Value undetermined	Purchased with Noise Mitigation \$\$; best used as parks/open space?
24	"Tea kettle" parcel adjacent to DeLong Lake	TSAIA/State	~ 4 acres	¾ wooded, ¼ wet bog; high water table	N/A	No	No	Possible addition to DeLong Lake Park	None (Not included on current Airport Master Plan)	Wetland and open space preservation, visual buffer from airport	Purchased with Noise Mitigation \$\$\$. Trade may require repayment.
25	SW corner of E-W Runway Clear Zone	TSAIA/State	~ 76	Relatively level, contains partially wooded and partially cleared open area, portion of Runway Protection Zone	N/A	Yes, (portion of HLB Parcel #78)	No	None	"Future Airport Development, Buffer" No specific project identified. 2020+.	Addition to Kincaid Park, potential site for new trails	This parcel was not identified for Special Study on the 2006 LUPM. It differs from Parcel 3 because it is relatively level and adjacent to the E-W runway. Therefore, it is of higher value for aviation use. The western portion of this parcel contains one Kincaid Park Trail link (Arlene's Way).
26	SE corner of Kincaid School site	TSAIA/State	~ 0.4	Partial woods; cleared at ROW	N/A	No	No	Possible open space	None	Value undetermined	Area bounded by ROWs on two sides; ideal as open space

**APPENDIX B**  
**Airport-Area Perimeter Parcel Characteristics**  
(Refer to Map 2)

Map Key No.	Name	Owner	Parcel Size (Acres)	Physical Characteristics	TSAIA Use Agreement	MOA Selection Parcel <sup>1</sup>	Park Designation	Proposed Use - MOA	Proposed Use - TSAIA <sup>2</sup>	Proposed Use - Community	Comments
27	Earthquake Park S of Northern Lights Blvd.	MOA	34	Mostly level, "A" wetlands, with wooded central area	N/A	No	Yes	Park and recreation	Outside airport boundary	Maintain as park or trade portion for neighborhood buffer zones	Any trade would require public vote or direct exchange for other public use. Could offset more buffer area in parcel #9.
28	Raspberry Road Buffer	TSAIA	Unknown	Level, adjacent to Raspberry Road	N/A	No	No	Buffer	South Airpark	Buffer	Exact dimensions and acreage dependent on buffer characteristics.
29	Kulis – Air Guard Road Buffer	TSAIA	Unknown	Vegetated Slope	N/A	No	No	Buffer	Kulis Reuse	Buffer	Community desires to retain existing trees and slope. Exact dimensions and acreage dependent on buffer characteristics.
30	South AWWU Property	MOA	47.8	Forested, sloping to west	N/A	No	No	AWWU Facility Expansions	N-S Runway/Airpark	AWWU Facility Expansion/Tony Knowles Coastal Trail	AWWU indicates the need for its entire land area plant expansions. N-S runway alternatives could require land here (see Fig 4-9B). AWWU identified an extensive list of impacts, including plant access, expansion capacity, existing interceptor tunnel and cables, OSHA, NPDES discharge requirements and air quality permits that a new N-S runway must address.

1. Due to Federal regulations that restrict the State's ability to dispose of viable airport land, it is the opinion of MOA, HLB, FAA and TSAIA staff that the chances of parcels being transferred to MOA ownership under the state selection are highly unlikely and have little practical bearing on discussions of airport land use.
2. Based on 2002 ANC Master Plan, 2006 ANC Land Use Plan, and 2006 LHD Land Use Plan. Words in parentheses (" ") indicate land use shown on current Airport Land Use Plans. Designations are not permanent but reevaluated every 5 years.
3. Community interests listed in this column were expressed by representatives of the Turnagain, Spenard and Sand Lake Community Councils and recreational user groups participating on the West Anchorage Planning Group.
4. Blue parcels were added at 1-27-2010 Planning Group airport workshop.
5. Green parcels were added at 2-10-2010 Planning Group airport workshop.
6. Orange parcels were added on 7-25-2010 by MOA staff for completeness.

*This page intentionally left blank.*

## APPENDIX C

### WEST ANCHORAGE LAND TRADE TASK FORCE

---

#### INVITEE ROSTER

##### *Community Councils*

Bob Auth, President, Spenard Community Council

Dan Burgess, President, Sand Lake Community Council

Cathy Gleason, President, Turnagain Community Council

##### *Legislature*

Senator Hollis French – District J (Declined)

Representative Mia Costello – District 20

Representative Lindsey Holmes – District 19 (Declined)

##### *Other Stakeholders*

Polly Carr, Executive Director, Alaska Center for the Environment

Jim Egan, Executive Director of Commonwealth North (Declined)

Ed Fogels, At-Large, Neighborhoods

John Parrott, Airport Manager, Ted Stevens Anchorage International Airport

Steve Strait, Alaska Aviation Advisory Board

##### *Municipality of Anchorage*

Ernie Hall, Anchorage Assembly

Tim Steele, Anchorage Assembly

Brett Jokela, General Manager, Anchorage Water and Wastewater Utility

John Rodda, Director, Parks and Recreation Department

Tammy Oswald, Director, Real Estate Department

Thede Tobish, Senior Planner, Community Development Department, Planning Division

---

##### *Technical Advisors: (not full members; called on as needed)*

*Alaska Department of Fish and Game*, Joe Meehan, Coastal Refuge Coordinator

*MOA Street Maintenance*

*FAA*, Patti Sullivan, Gabriel Mahns

*Wildlife*, Vivian Mendenhall

*This page intentionally left blank.*

## APPENDIX D

### WEST ANCHORAGE LAND TRADE TASK FORCE

---

#### TASK FORCE WORKING ASSUMPTIONS

**These are existing conditions, recognized conflicts or contentions about certain Airport perimeter parcels, and/or basic items that the Task Force stipulates are correct, factual, or otherwise accepted. Some of these may require more research but generally these are established conditions. The Task Force may need to discuss these further to expand their descriptions and/or assign the proper timing. Many of these have existed for years.**

**#1.** There are *immediate/near-term and long-term land needs* by various parties on numerous Airport perimeter parcels. These needs arise from existing or future land use requirements or parcel conflicts based on one party needing to use land of another party. Resolution of these issues requires negotiation of various parties. There is a mix of support or disagreement about these needs and sometimes the timing of these needs or actions to address each. Most of these are described in the *West Anchorage District Plan*.

*Immediate/Near-term Needs (present to ~5 years):*

- MOA Kloep Snow Dump Expansion – Facility is located on ANC land. MOA requires construction updates to the site to meet federal water quality mandates. MOA fund sources require that permanent upgrades may only be done on land that is owned/or under long-term lease by MOA. Airport and MOA cannot come to agreement on purchase or long-term lease terms. Negotiations are tabled.
- MOA/Airport resolution of long-term use of Airport land for MOA parks [DeLong Lake Park, Connors Bog Park, Little Campbell Lake & north side ski trail @ Kincaid Park, Spenard Beach Park, Point Woronzof Overlook, portions of Coastal Trail, and creation of some form of permanent easement for Coastal Trail.] Each of these areas has been variously covered with maintenance agreements, of which all but one is expired and in month-to-month holdover. ANC can retake these areas with minimal notice (30 days' notice).
- MOA/Airport – Address the accelerating erosion on the bluff at the north side of the Airport from Earthquake Park to the north face of Point Woronzof, which threatens the Coastal Trail, the north end of the N-S runway, and West Northern Lights Boulevard.
- Airport/MOA- Resolution of land uses and ultimate ownership of the GSA parcel known as the FCC land. Under disposal consideration now.
- Neighboring residents want Airport Buffers - Formalizing permanent buffers along sections of the Airport perimeter, including the northwest corner of Turnagain Bog at the

**Appendix D**  
**West Anchorage Land Trade Task Force**  
**Task Force Working Assumptions**

residential subdivision interface; the east and south borders of the Kulis Land; along the south border of the Airport along Raspberry Road.

- Airport Need - Possible continued runway approach facility expansion at the west end of the main E-W runway (potential ongoing or periodic need).

*Long-term Needs (> 5 years):*

- MOA/AWWU Asplund Wastewater Treatment Facility (AWWTF) – AWWTF currently processes up to 58-million gallons of wastewater per day utilizing a primary treatment process authorized by an EPA discharge permit. Continued operations under the existing discharge permit is largely dependent on the hydraulics of the mixing zone at the plant outfall in the Knik Arm. Any impacts to the existing mixing zone or regulatory changes associated with the existing discharge permit will require the AWWTF to be upgraded to a secondary or tertiary treatment process. Preliminary estimates associated with such an upgrade anticipate the use of the existing land under AWWU management authority and a cost impact of approximately 1 billion dollars. The MOA/AWWU must preserve the existing ability to operate AWWTF as a primary treatment facility but also secure rights for future expansion. Long-range airport expansion conflicts with proposed AWWTF expansion concepts.

AWWU is investigating land use needs if it is ever required expand to secondary or tertiary treatment. Preliminary figures prepared as part of this effort indicated expansion will require use of all of the Woronzof Tracts Subdivision, Tract A1. This places AWWU long-range planning in direct conflict with AIA long-range planning.

- Airport - A second N-S runway on the Airport, which can only be located west of and parallel to the existing N-S runway may be needed in the future.
- Airport - Associated infrastructure and lease parcels for a new West Airpark, including relocation of West Northern Lights, possible relocation of main sewer trunk and other utilities, etc.
- Airport - Expansion, per future Airport Master Plans and FAA-approved airport traffic projections, of Airport facilities to the West Airpark, South Airpark, Turnagain Bog, and Connors areas. These expansions may include relocation or construction of associated roads and utilities.

**#2.** Given the range of current and future land conflicts around the Airport perimeter, there continues to be a need to resolve these conflicts, which will likely require changes of ownership and/or management of certain parcels.

**Appendix D**  
**West Anchorage Land Trade Task Force**  
**Task Force Working Assumptions**

- #3.** From past studies and alternatives evaluations, it is understood that ANC operations and facilities cannot simply be moved to the former BLM reserve in the Mat Valley. The BLM reserve no longer exists. This issue is not for consideration.
- #4.** ANC is a major employment center in Anchorage, whose facilities are essential to local, regional and statewide economies and markets.
- #5.** Airport noise issues continue to impact neighborhoods. Airport and FAA programs will continue to manage and mitigate noise issues generated at the Airport.
- #6.** Relevant sections of Assembly Ordinance *2000-151(S-2)* remain in effect and some conditions set forth therein still require action.
- #7.** There is a possibility that sufficient acreage exists on the west side of the Airport to accommodate a new runway and associated facilities, Point Woronzof Park, the Coastal Trail, and AWWU plant expansion. If the existing lot lines and ownership patterns were removed or reconfigured, the areal extent of facility needs might fit within this area. If the AWWU reserve is changed, it would need to be designed and formalized well ahead of the project. Changing the AWWU reserve will require completion of a technical study to evaluate impacts to AWWU primary treatment operations under 301(h) of the Clean Water Act and provision for an area large enough to accommodate secondary or tertiary treatment.
- #8.** Any change in land use from municipal dedicated parkland to a non-park use will likely require a vote of the general public before land can change hands. Before such a vote is initiated, the possible new locations and designs for a moved coastal trail and replacement park land shall be drafted and made available to the public.
- #9.** While it might not be preferred, should it become necessary, the use of Eminent Domain to attain acreage or areas needed to construct a new N-S runway is available to the State DOT.
- #10.** Restrictive covenants or federal patents that may apply to certain parcels on the west side of the Airport do not restrict the use of these lands for public purposes, which include parks and Anchorage Airport facilities.
- #11.** The existing Dena'ina archaeological site on the bluff to the west of the Airport must be addressed with any future developments.
- #12.** The Coastal Trail will be retained in perpetuity as a continuous, buffered system extending from Earthquake Park to Kincaid Park.
- #13.** ANC shall be responsible for all costs associated with any future need to realign the coastal trail to accommodate Airport development. .

**Appendix D**  
**West Anchorage Land Trade Task Force**  
**Task Force Working Assumptions**

**#14.** As noted in the *West Anchorage District Plan*, the 1986 land selection by the Municipality of six Airport perimeter parcels is no longer considered a valid possibility. Because the 1986 State selection process is subordinate to federal jurisdiction and FAA guidelines, these lands have the highest and best use determination for Airport facilities and the National Airport System, i.e., the Airport maintains a superior claim that the Municipality cannot achieve. The State claims they have no obligation to provide alternative selections.

**#15.** Past evaluations have determined that moving ANC cargo facilities and activities to one of the JBER airfields is infeasible, due to costs, security concerns, airspace complications, and the need to keep cargo and passenger/commercial flight line facilities together. If this is to become a recommendation, these issues will require revisiting and assessments.

**#16.** There is community, business, and airline support to continue to expand ANC on available lands at this existing facility.

**#17.** There will eventually be an adopted Airport Zoning District that will include regulations and standards to address certain aspects of airport land uses.

**#18.** The *West Anchorage District Plan* land use designations and policies are adopted and can only be changed via a public process and plan amendment.

**#19.** Unless determined otherwise by FAA, applicable FAA grant assurances and national airport policies, and state regulations (17 AAC 42.005-42.990) regulate Airport land uses and planning.

**#20.** The Municipality will operate the AWWTF in accordance with EPA discharge permit requirements. Regulatory changes to permit requirements and/or physical impacts to the existing mixing zone in the Knik Arm have the potential to require a facility upgrade. The treatment facility and future upgrades will remain in or near the current location.

**#21.** Any future new N-S runway and/or runway expansion project will go through the full NEPA process, which includes an alternatives analysis and environmental and social impacts assessments, determinations about use of the Anchorage Coastal Refuge, etc.

**#22.** The Airport cannot permanently dedicate Airport land to buffer areas or for permanent park or other non-aviation related uses as per FAA Grant Assurances, policies, and mandates.

**#23.** It may prove valuable for the Airport area stakeholders and the Task Force to make determinations of highest and best use scenarios for certain parcels of Airport perimeter land. These could then guide, justify or support future land use designations and land exchange decisions. The establishment of public need statements or determinations could play a role in these highest and best use scenarios.

**Appendix D**  
**West Anchorage Land Trade Task Force**  
**Task Force Working Assumptions**

- #24.** Although the *Anchorage Wetlands Management Plan* assigns most remaining wetlands within the Airport an “A” designation, public need and other Corps guidelines would justify the issuance of future wetland permits for Airport expansion. Ongoing concerns with bird conflicts with Airport facilities will likely lead to off-site mitigation.
- #25.** Neither the state nor FAA can require carriers to move operations to FAI, as a potential means of lessening the future need for a new N-S runway at ANC. .
- #26.** Any land trade scenario must incorporate parcel appraisals. The Municipality and/or the Airport may initiate appraisals during the life of this Task Force.
- #27.** Task Force members accept the role and direction of the facilitator and agree to treat the meetings and other members with respect and understanding. Members will attempt to work “outside the box” to consider issues and pursue solutions.
- #28.** To go from a concept to operational, a significant new N-S runway project on the west side of the Airport requires a 10-20 year process.
- #29.** During the past evaluation and planning efforts for a new N-S runway, some air carriers ended up not supporting the new runway. It is understood (and outlined in a letter from the airlines) that this lack of support was based on economic conditions and their unwillingness to pay into the project at that time under those conditions.
- #30.** There is broad community support and MOA Parks and Recreation funding and support for retention of the Coastal Trail, the Little Campbell Lake section of Kincaid Park, DeLong Lake, Connors Bog, and Spenard Beach Parks in their current location in perpetuity.
- #31.** Point Woronzof Park was created as a result of an Airport-MOA land trade with the intent that it remains a dedicated park with the Coastal Trail corridor in perpetuity.
- #32.** The existing Runway Protection Zones at the ends of each runway are strictly regulated by FAA regulations.
- #33.** There has been considerable public concern about the potential future impacts of Airport growth, especially at the interface areas with residential neighborhoods.
- #34.** There has been strong protest about the planning for and potential development of a new N-S runway, because of impacts to parks and the Coastal Trail and also with associated noise and disturbance impacts. Some of the public does not see a need for a new runway.
- #35.** Any future Airport expansion must include definitive analyses of how a project will impact AWWU facility mixing zones and plant operations. If a project negatively impacts mixing zones, the Airport will be responsible for all facility upgrade requirements per EPA.

**Appendix D**  
**West Anchorage Land Trade Task Force**  
**Task Force Working Assumptions**

**#36.** This Task Force is not charged with judging the need for future facilities to meet growth projections at ANC nor whether ANC should expand facilities or reach some limit of growth at the current location. But those issues might be highlighted as a finding in need of future determination from this Task Force.

**#37.** The need for land trades around ANC is generated by both ANC and municipal land use and parcel needs.

**#38.** All involved entities should pursue viable alternatives and present details for new alignments and designs for the Coastal Trail early on in land trade discussions so the public understands how the Trail might change.

**#39.** ANC's new Master Plan will require airport tenants' acceptance and commitment prior to the pursuit of a new N-S runway and west ANC developments.

**#40.** The future location of a new N-S runway, an expanded AWWU facility, and associated coastal trail realignments must account for the Dena'ina archaeological site.

**ITEMS FOR EXPLORATION**

Over the course of the *West Anchorage District Plan* planning process and continuing now are issues and items that remain poorly understood and/or that could impact land use and land exchanges around the Airport. The Task Force should determine relevance of these items and then direct further evaluation as appropriate.

**#1.** The Task Force should decide how best to reach decisions on land trades and trade scenarios, either via voting or consensus agreements

**#2.** It should be determined if the state can create incentives that might entice cargo carriers to move to or share operations with Fairbanks and/or Kenai Airports. This might be a means of reducing landings, and consequently negating the need for a new N-S runway or related expansions in ANC. Important to this action, is the notion that neither the state nor FAA can require carriers to move operations to FAI.

**#3.** The Task Force must determine the role that the current ANC Master Plan will play in future land use designations and land exchanges.

**#4.** The Task Force will make recommendations on the role and types of milestones and tipping points upon which future Airport projects and expansions will commence.

**#5.** Is it possible and with which parcels included, for a phased land exchange scenario to resolve long-term Airport perimeter conflicts.

**Appendix D**  
**West Anchorage Land Trade Task Force**  
**Task Force Working Assumptions**

- #6.** The Task Force should discuss the role of phasing or creating incremental land trades as a means of resolving conflicts.
- #7.** Should and can FAA in collaboration with MOA and ANC determine if there is a trigger point at which ANC will require relocation and/or separation of specific types of services and functions. (Noise impact targets, air quality targets, traffic, etc.)
- #8.** The Task Force should attempt to identify constraints to long-term needs of ANC, the public, and the MOA on lands at the Airport perimeter. Associated with this is an attempt by the Task Force to identify methods to surmount these constraints.
- #9.** Can the Task Force construct a checklist with relevant milestones of all items needed to create a land exchange package.
- #10.** What is the role, and who is responsible for the evaluation of 4F guidelines and restrictions, the National Recreation Trail, and the federal Recreational Trails Program on land trades, new runways, uses of state and federal lands, etc.
- #11.** Can or should the Task Force define if there is an overwhelming public need and/or public interest in park uses and park facilities around the Airport? Does this public need or public interest determination have any regulatory type bearing on MOA decisions to pursue long-term ownership of certain parcels and/or on trading MOA parkland?
- #12.** The Task Force should attempt to determine the highest and best use for the Airport perimeter parcels in question.
- #13.** Is there a way to create predictability for ANC on the future N-S runway without doing a land exchange?
- #14.** Determine if and where it might be possible for the MOA to do a fee simple acquisition of certain ANC lands. Or request a finding by FAA.
- #15.** The Task Force should undertake a planning exercise that removes lot lines at the Airport's west side and then rearranges existing and potential future needs in the space. The goal would be to see how the Airport's needs, Point Woronzof Park, and the AWWU facility might be accommodated within the constraints of each land use, geography, environmental issues, etc.

**SPECIFIC ACTIONS FOR CONSIDERATION/DECISIONS BY TASK FORCE**

Given that the Task Force has been assigned a formal role in the resolution of Airport area land conflicts via the *West Anchorage District Plan*, certain items require Task Force review, clarification, and /or actions. Some of these are highlighted here.

**Appendix D**  
**West Anchorage Land Trade Task Force**  
**Task Force Working Assumptions**

**#1.** Can the Task Force agree to the concept of triggers to initiate a land exchange or a series of incremental trades. Can a land exchange scenario and the MOA un-dedication ballot item include triggers that would initiate the exchange?

**#2.** Should the Task Force recommend initiation of land exchange actions, including completing appraisals, title searches, technical studies, etc., along with a direction to package a ballot proposal for un-dedicating Point Woronzof Park?

**#3.** Task Force will review, discuss, and provide recommendations on a final draft land trade package, with conditions, timing, triggers, and actions. This will likely come from MOA and ANC.

**#4.** Determine if a land trade agreement include a reversion clause that certain areas or parcels shall revert to original ownership and management controls should the future need for each area not come to fruition; e.g., Point Woronzof Park be returned to MOA-Parks and Recreation, etc.

## APPENDIX E

### AIRPORT PRIMARY PARCELS

---

#### EXCHANGE WORK SHEETS

##### PARCEL #1.

<b>Proposed Future Main Function or Use of Site:</b>	Municipal parkland - Kincaid
<b>Change in Interest (title, easement, other):</b>	Title transfer ANC to MOA
<b>Priority:</b>	High
<b>Consistency with Plan policies/conditions:</b>	Yes (Anchorage 2020, WADP, Parks Plan)
<b>Compliance with FAA:</b>	Yes, pending full exchange
<b>Permanent Coastal Trail:</b>	NA
<b>No net loss of park acreage/uses, or access:</b>	Yes, potential gains
<b>Resolves existing compliance issue/policy:</b>	NA
<b>Reversion clause necessary:</b>	No
<b>Change of ownership action:</b>	Deed transfer (plat; restrictions)
<b>Triggers/special conditions:</b>	None

##### PARCEL #2.

<b>Proposed Future Main Function or Use of Site:</b>	Municipal parkland - Kincaid
<b>Change in Interest (title, easement, other):</b>	Title transfer ANC to MOA
<b>Priority:</b>	High
<b>Consistency with Plan policies/conditions:</b>	Yes (Anchorage 2020, WADP, Parks Plan)
<b>Compliance with FAA:</b>	Yes, pending full exchange
<b>Permanent Coastal Trail:</b>	NA
<b>No net loss of park acreage/uses, or access:</b>	Yes, potential gains
<b>Resolves existing compliance issue/policy:</b>	NA
<b>Reversion clause necessary:</b>	No
<b>Change of ownership action:</b>	Deed transfer (plat; restrictions); final boundary needs clarification; use restrictions per FAA
<b>Triggers/special conditions:</b>	None

**Appendix E  
Airport Primary Parcels  
Exchange Work Sheets**

**PARCEL #3.**

<b>Proposed Future Main Function or Use of Site:</b>	Municipal parkland – Kincaid (partial parcel exchange)
<b>Change in Interest (title, easement, other):</b>	Title transfer ANC to MOA
<b>Priority:</b>	High
<b>Consistency with Plan policies/conditions:</b>	Yes (Anchorage 2020, WADP, Parks Plan)
<b>Compliance with FAA:</b>	Yes, pending full exchange
<b>Permanent Coastal Trail:</b>	NA
<b>No net loss of park acreage/uses, or access:</b>	Yes, potential gains
<b>Resolves existing compliance issue/policy:</b>	Yes
<b>Reversion clause necessary:</b>	No; keep transmission line easement
<b>Change of ownership action:</b>	Deed transfer (plat; restrictions; RPZ)
<b>Triggers/special conditions:</b>	None

**PARCEL #4.**

<b>Proposed Future Main Function or Use of Site:</b>	HLB parcels as Coastal Trail, buffer, open space, trails – possible partial transfer to ANC for West Airpark
<b>Change in Interest (title, easement, other):</b>	Title transfer MOA to ANC for future portion
<b>Priority:</b>	Low
<b>Consistency with Plan policies/conditions:</b>	Yes (Anchorage 2020, WADP, Parks Plan)
<b>Compliance with FAA:</b>	Yes, pending full exchange
<b>Permanent Coastal Trail:</b>	Yes
<b>No net loss of park acreage/uses, or access:</b>	No loss, potential gain of HLB acres
<b>Resolves existing compliance issue/policy:</b>	NA
<b>Reversion clause necessary:</b>	No
<b>Change of ownership action:</b>	Deed transfer (plat; restrictions); final boundary needs clarification; use restrictions per FAA
<b>Triggers/special conditions:</b>	None

**Appendix E  
Airport Primary Parcels  
Exchange Work Sheets**

**PARCEL #5.**

<b>Proposed Future Main Function or Use of Site:</b>	Municipal park & Coastal Trail
<b>Change in Interest (title, easement, other):</b>	Title transfer ANC to MOA
<b>Priority:</b>	High
<b>Consistency with Plan policies/conditions:</b>	Yes (Anchorage 2020, WADP, Parks Plan)
<b>Compliance with FAA:</b>	Yes, pending full exchange
<b>Permanent Coastal Trail:</b>	Yes
<b>No net loss of park acreage/uses, or access:</b>	No loss, gain of acres & Trail
<b>Resolves existing compliance issue/policy:</b>	Yes
<b>Reversion clause necessary:</b>	No
<b>Change of ownership action:</b>	Deed transfer (plat; restrictions); final boundary needs clarification; use restrictions per FAA
<b>Triggers/special conditions:</b>	None

**PARCEL #6.**

<b>Proposed Future Main Function or Use of Site:</b>	Expansion area of N-S runway
<b>Change in Interest (title, easement, other):</b>	Title transfer MOA to ANC
<b>Priority:</b>	Medium
<b>Consistency with Plan policies/conditions:</b>	Possible; technical information needed for determination
<b>Compliance with FAA:</b>	Yes, pending full exchange
<b>Permanent Coastal Trail:</b>	Requires plans for determination
<b>No net loss of park acreage/uses, or access:</b>	No loss of park; loss of buffer
<b>Resolves existing compliance issue/policy:</b>	Yes
<b>Reversion clause necessary:</b>	No
<b>Change of ownership action:</b>	Deed transfer (plat; restrictions); final boundary needs clarification
<b>Triggers/special conditions:</b>	None

**Appendix E  
Airport Primary Parcels  
Exchange Work Sheets**

**PARCEL #7.**

<b>Proposed Future Main Function or Use of Site:</b>	Municipal parkland; trail
<b>Change in Interest (title, easement, other):</b>	Title transfer ANC to MOA
<b>Priority:</b>	High
<b>Consistency with Plan policies/conditions:</b>	Yes (Anchorage 2020, WADP, Parks Plan)
<b>Compliance with FAA:</b>	Yes, pending full exchange
<b>Permanent Coastal Trail:</b>	Yes
<b>No net loss of park acreage/uses, or access:</b>	No loss, potential gain of acres
<b>Resolves existing compliance issue/policy:</b>	Yes
<b>Reversion clause necessary:</b>	Yes for ANC
<b>Change of ownership action:</b>	Deed transfer (plat; restrictions); final boundary needs clarification; use restrictions per FAA
<b>Triggers/special conditions:</b>	None

**PARCEL #8.**

<b>Proposed Future Main Function or Use of Site:</b>	MOA park & Coastal Trail, buffer
<b>Change in Interest (title, easement, other):</b>	Title transfer ANC to MOA
<b>Priority:</b>	High
<b>Consistency with Plan policies/conditions:</b>	Yes (Anchorage 2020, WADP, Parks Plan)
<b>Compliance with FAA:</b>	Yes, pending full exchange
<b>Permanent Coastal Trail:</b>	Yes
<b>No net loss of park acreage/uses, or access:</b>	No loss, potential gain of acres
<b>Resolves existing compliance issue/policy:</b>	NA
<b>Reversion clause necessary:</b>	Yes to ANC
<b>Change of ownership action:</b>	Deed transfer (plat; restrictions); final boundary needs clarification; use restrictions per FAA; RPZ
<b>Triggers/special conditions:</b>	None

**Appendix E  
Airport Primary Parcels  
Exchange Work Sheets**

**PARCEL #9.**

<b>Proposed Future Main Function or Use of Site:</b>	Neighborhood buffer space (partial parcel exchange)
<b>Change in Interest (title, easement, other):</b>	Title transfer ANC to MOA
<b>Priority:</b>	High
<b>Consistency with Plan policies/conditions:</b>	Yes (Anchorage 2020, WADP, Parks Plan)
<b>Compliance with FAA:</b>	Yes, pending full exchange
<b>Permanent Coastal Trail:</b>	NA
<b>No net loss of park acreage/uses, or access:</b>	No loss
<b>Resolves existing compliance issue/policy:</b>	Yes
<b>Reversion clause necessary:</b>	Yes for ANC
<b>Change of ownership action:</b>	Deed transfer (plat; restrictions); final boundary needs clarification; use restrictions per FAA
<b>Triggers/special conditions:</b>	None

**PARCEL #11**

<b>Proposed Future Main Function or Use of Site:</b>	MOA park
<b>Change in Interest (title, easement, other):</b>	Title transfer ANC to MOA
<b>Priority:</b>	High
<b>Consistency with Plan policies/conditions:</b>	Yes (Anchorage 2020, WADP, Parks Plan)
<b>Compliance with FAA:</b>	Yes, pending full exchange
<b>Permanent Coastal Trail:</b>	NA
<b>No net loss of park acreage/uses, or access:</b>	No loss
<b>Resolves existing compliance issue/policy:</b>	Yes
<b>Reversion clause necessary:</b>	Yes for ANC
<b>Change of ownership action:</b>	Deed transfer (plat; restrictions); final boundary needs clarification; use restrictions per FAA
<b>Triggers/special conditions:</b>	None

**Appendix E  
Airport Primary Parcels  
Exchange Work Sheets**

**PARCEL #12.**

<b>Proposed Future Main Function or Use of Site:</b>	MOA park
<b>Change in Interest (title, easement, other):</b>	Title transfer ANC to MOA
<b>Priority:</b>	High
<b>Consistency with Plan policies/conditions:</b>	Yes (Anchorage 2020, WADP, Parks Plan)
<b>Compliance with FAA:</b>	Yes, pending full exchange
<b>Permanent Coastal Trail:</b>	NA
<b>No net loss of park acreage/uses, or access:</b>	Possible minor acreage loss for snow dump expansion needs
<b>Resolves existing compliance issue/policy:</b>	Yes
<b>Reversion clause necessary:</b>	No
<b>Change of ownership action:</b>	Deed transfer (plat; restrictions); final boundary needs clarification; use restrictions per FAA
<b>Triggers/special conditions:</b>	None

**PARCEL #13.**

<b>Proposed Future Main Function or Use of Site:</b>	MOA Kloep Snow Dump
<b>Change in Interest (title, easement, other):</b>	Title transfer ANC to MOA
<b>Priority:</b>	High
<b>Consistency with Plan policies/conditions:</b>	Yes (Anchorage 2020, WADP, Parks Plan)
<b>Compliance with FAA:</b>	Yes, pending full exchange
<b>Permanent Coastal Trail:</b>	NA
<b>No net loss of park acreage/uses, or access:</b>	Possible minor acreage loss for snow dump expansion needs
<b>Resolves existing compliance issue/policy:</b>	Yes
<b>Reversion clause necessary:</b>	No
<b>Change of ownership action:</b>	Deed transfer (plat; restrictions); final boundary needs clarification; use restrictions per FAA
<b>Triggers/special conditions:</b>	None

**Appendix E  
Airport Primary Parcels  
Exchange Work Sheets**

**PARCEL #14.**

<b>Proposed Future Main Function or Use of Site:</b>	MOA park
<b>Change in Interest (title, easement, other):</b>	Title transfer ANC to MOA
<b>Priority:</b>	Medium
<b>Consistency with Plan policies/conditions:</b>	Yes (Anchorage 2020, WADP, Parks Plan)
<b>Compliance with FAA:</b>	Yes, pending full exchange
<b>Permanent Coastal Trail:</b>	NA
<b>No net loss of park acreage/uses, or access:</b>	No loss
<b>Resolves existing compliance issue/policy:</b>	Yes
<b>Reversion clause necessary:</b>	No
<b>Change of ownership action:</b>	Deed transfer (plat; restrictions); final boundary needs clarification; use restrictions per FAA
<b>Triggers/special conditions:</b>	None

**PARCEL #17.**

<b>Proposed Future Main Function or Use of Site:</b>	Airport runway, West Airpark & MOA Park (partial parcel exchange)
<b>Change in Interest (title, easement, other):</b>	Title transfer MOA to ANC
<b>Priority:</b>	High
<b>Consistency with Plan policies/conditions:</b>	Technical group; details needed
<b>Compliance with FAA:</b>	Yes, pending full exchange
<b>Permanent Coastal Trail:</b>	Technical group; re-routing details needed
<b>No net loss of park acreage/uses, or access:</b>	Reduction in dedicated park
<b>Resolves existing compliance issue/policy:</b>	Technical group; details needed
<b>Reversion clause necessary:</b>	Relocatable Coastal Trail easement @ ANC expense
<b>Change of ownership action:</b>	Deed transfer (plat; restrictions); to include utility & trail easements
<b>Triggers/special conditions:</b>	Technical group; details needed
<b><u>Comments:</u></b>	ANC would not need tidelands and some of southwest end of park; final acreage for transfer pending technical details on AWWU plant expansion; Coastal Trail relocation; final runway configuration; vote of the public for un-dedication of park; NEPA process.

**Appendix E  
Airport Primary Parcels  
Exchange Work Sheets**

**PARCEL #'s 28 & 29.**

<b>Proposed Future Main Function or Use of Site:</b>	Permanent Airport buffer
<b>Change in Interest (title, easement, other):</b>	Title transfer ANC to MOA
<b>Priority:</b>	High
<b>Consistency with Plan policies/conditions:</b>	Yes
<b>Compliance with FAA:</b>	Yes, pending full exchange
<b>Permanent Coastal Trail:</b>	NA
<b>No net loss of park acreage/uses, or access:</b>	NA
<b>Resolves existing compliance issue/policy:</b>	Yes (neighborhood buffer)
<b>Reversion clause necessary:</b>	No
<b>Change of ownership action:</b>	Deed transfer (plat; restrictions); FAA restrictions (#29 may require ANC access provision)
<b>Triggers/special conditions:</b>	None; transfer to MOA-Real Estate

**PARCEL #30.**

<b>Proposed Future Main Function or Use of Site:</b>	AWWU plant expansion; ANC N-S runway facility
<b>Change in Interest (title, easement, other):</b>	Title transfer ANC to MOA
<b>Priority:</b>	High
<b>Consistency with Plan policies/conditions:</b>	Yes (Anchorage 2020, WADP, Parks Plan)
<b>Compliance with FAA:</b>	Yes, pending full exchange
<b>Permanent Coastal Trail:</b>	Technical group; re-routing details needed
<b>No net loss of park acreage/uses, or access:</b>	No loss of parkland
<b>Resolves existing compliance issue/policy:</b>	Technical group; details needed
<b>Reversion clause necessary:</b>	Relocatable Coastal Trail easement @ ANC expense
<b>Change of ownership action:</b>	Deed transfer (plat; restrictions); final boundary needs clarification;
<b>Triggers/special conditions:</b>	Technical group; details needed

## **APPENDIX F**

### **WEST ANCHORAGE LAND TRADE TASK FORCE**

---

#### **MEMBER STATEMENTS OF FINDINGS ON REPORT RECOMMENDATION**

West Anchorage Land Trade Task Force members and interested members of the public who attended Task Force meetings were given the opportunity to review and comment on the Task Force Report.

Task Force members and the interested public were instructed to provide up to a two-page written statement of their findings and responses to the Task Force Report's recommendations. These statements are included in this Appendix.

*This page intentionally left blank.*

OCT 23 2014

West Anchorage Land Trade Task Force

October 23, 2014

PLANNING DIVISION

Jerry T. Weaver, Jr., Director  
Municipality of Anchorage  
Community Development Department  
P. O. Box 196650  
Anchorage, AK. 99519-6650

Thehe Tobish, Senior Planner  
Municipality of Anchorage  
Community Development Department  
Planning Division, Long Range Planning  
P. O. Box 196650  
Anchorage, AK. 99519-6650

Subject: West Anchorage Land Trade Task Force & Task Force Report of September 2014.

Gentlemen:

The selection and appointment of task force members by Municipality staff to represent community councils, was a flawed process. The Municipality staff asked only certain individuals to represent Community Councils, as opposed to asking the Communities Councils to nominate someone of their choosing as a delegate.

Examples:

Letter dated November 22, 2013 from Jerry T. Weaver, Jr. Director Municipality of Anchorage Community Development Department, to Ms. Cathy Gleason, President Turngain Community Council. Second Paragraph states: “On Behalf of the Mayor, I invite you to participate in this West Anchorage Land Trade Task Force”.

In a letter date September 22, 2014, from Thehe Tobish, Senior Planner, Planning Division, Long Range Planning, Municipality of Anchorage Community Development Department, to Ms. Cathy Gleason. Second Paragraph states: “At this time we are requesting your review and statement on this report”.

The Second paragraph of the letter dated June 13<sup>th</sup>, 2014, from Thehe Tobish, to Cathy Gleason states: “At this time we are requesting your review and statement on this report”.

Chapter 3. page 17, Initiation and Purpose:

First paragraph second sentence states: “The Task Force invitee list comprised 16 individuals representing community councils, recreation user groups, local and state elected officials, business interest, the Airport, and MOA departments.

This statement is misleading as it appears to imply Community Councils were asked to participate, when in fact they were not asked, and were never officially notified that such a task force existed. The MOA made all the appointments without consulting or receiving the Community Councils input, recommendations and/or approval.

Per provisions of the Municipal Charter and Municipal Code, {See underlined excerpts below} Turnagain Community Council should have been notified of the Task Force Creation and should have been asked and allowed to participate.

The Municipal Charter Part 1, ARTICLE VIII. COMMUNITY COUNCILS, Section 8.01. Establishment and procedures.

The assembly by ordinance shall provide for establishment of community councils to afford citizens an opportunity for maximum community involvement and self-determination. The ordinance shall include procedures for negotiation between the local government and each community council with respect to the duties and responsibilities of the community council.

The Municipal Charter PART II - ANCHORAGE MUNICIPAL CODE TITLE 2 - LEGISLATIVE BRANCH Chapter 2.40 - COMMUNITY COUNCILS 2.40.060 Municipal responsibilities to community councils.

A. Notice and submission of proposals for review by community council. In supplement to the community council functions in section 2.40.050 and except where action must be taken on an emergency basis, the mayor shall be responsible for giving to community councils an opportunity to participate in the formulation of, and to review and comment upon, all land use, social and economic proposals which in the opinion of the mayor, the assembly, or the agency head involved, will have a significant impact on all or a substantial portion of district residents. Such notice shall not preempt due process requirements in code or regulation. Timely notice under this section with regard to the processing, hearing, and appeal of applications for rezoning, special exceptions, variances, conditional use, building permits, and other matters of significant impact to the community council is supplemental to other code-required notice to community councils.

1. Such opportunity for participation shall be afforded community councils in the initial stages of planning as well as in subsequent stages of proposal development.

Myself and others members of the Turnagain Council set through all ten 2 hour meetings. I asked on a number of occasions beginning with the very first Task Force meeting to meet with Ms Gleason to discuss position and strategy. To my knowledge she never offered to meet or discuss the issues before the Task Force, with me the other Turnagain Community Council members who regularly attended the task force meeting or sought the council of the Turnagain Community Council membership.

Throughout the ten meetings Ms. Gleason stated and restated the positions she was advocating were those previously advocated by the Turnagain Community Council. I have lived within the boundaries of the Turnagain Community Council for 44 years and have pretty regularly attended Turnagain Community Council meetings for the last 15 years.

I have heard many times at Turnagain Community Council meetings the views of individuals expressed on the positions voiced by Ms. Gleason at the Task Force meetings related to the Parks, Costal Trail, the trees and foliage located at Point Woronzof. What I do not recall is the Turnagain Community Council voting on those positions.

I concede the Community Council probably has sent letters objecting, for instance to the construction of a 2<sup>nd</sup> North South Runway at Anchorage International Airport. Weather the Membership voted to send out the letters, or the letters were sent out by the Turnagain Community Council Board with or without the knowledge or consent of the membership are unknown.

The point however is when the Turnagain Community Council last objected to the construction of the 2<sup>nd</sup> North South runway it was not aware of or took into consideration the land use issues which were the reasons for creating the Land Trade Task Force. Most council members were not at the time aware or are they now fully aware of the need of the Municipality of Anchorage to expand its snow dump processing capabilities and secure “long or short term” access and continued use of Airport Lands which it has invested MOA funds in developing for recreational use. Had all of the above been known to the membership the last time Turnagain Community Council voted to approve a position on the parks and Costal Trail at Point Woronzof the councils memberships may have voted differently.

The demographics of the Turnagain Community Council continually change. The Municipality of Anchorage should never have allowed one person to express his/her version of a group, like a community council position, without having to show proof the membership was cognizant of the Land Trade Task Force issues and had authorized and voted to support the position on the issues being taken in its name.

The MOA Staff Task Force member was asked on more than one occasion to define the boundaries of what was Parcel 10 and what improvements was located on it. This was never done. It is highly likely the Anchorage International Airport has constructed improvements on this Municipal owned parcel and needs this parcel so it's permittee's and licensees can access airport constructed improvements. It is possible, based on the Task Force aerial photos depiction of the Parcel 10, the airport has constructed up to a half a million dollars worth of improvements on the MOA's parcel 10. If the airport has improvements on parcel 10 then it also has been collecting rents from its permittee's and Licensee's that it has contracted with to use these airport improvements.

If Parcel #10 has the possibility of having value to the Airport, why was it not recommended for consideration for trade by the MOA in exchange for the Anchorage International Airport Parcel 13 which the MOA wants for use in it snow dump processing?

Had the Turnagain Community Council appointed its own delegate the Task Force report would likely have read much differently? Parcel #10 would have been considered for trade, the importance of Spenard Beach Park Parcel 11; Parcel 13 the area need for snow dump expansion and Parcel 12 the Dog Park would have been given a higher resolution priority, by the Turnagain Community Council than that shown in the Task Forces report.

I think the land use problems that were planned to be addressed by the Task Force need to be address and solutions found. However as pointed out above the process chosen was so badly flawed it should go no further. A new approached needs to be devised.

Sincerely



Merle W. Akers

**DAVID McCARGO**

P.O. Box 100767  
Anchorage, AK 99510-0767  
Tel. 907-563-6450  
FAX: Same (Call First)  
e-mail: [iclaude@alaska.net](mailto:iclaude@alaska.net)

---

October 23, 2014

Mr. Thede Tobish, Senior Planner  
MOA Community Development Department, Planning Division  
P.O. Box 196650  
Anchorage, AK 99519-6650

**SUBJECT:** TSIA Task Force Comments

Dear Thede,

First, thanks for keeping those of us who attended the meetings but who were not on the Task Force in the loop in addition to soliciting our comments.

Keeping in mind that I was not able to attend the last one or two meetings owing to Jury Duty, my distinct impression was that there was no consensus about moving forward with any scenario. To say that "The Task Forces' recommendations for a Partial Parcel Exchange scenario ..." is incorrect although a Partial Parcel Exchange may make the most sense absent the No Action Alternative that many of us advocate. What the Task Force, however, did accomplish was to flush out many of the numerous concerns and specifics.

Is the map depicted on p. 16 a MISTAKE because the proposed N/S runway not only got moved but has been shortened? It must be a mistake because otherwise the basic premise of the Airport's proposed Master Plan has changed which in turn would change the entire ball game. Was the runway location shifted to accommodate the sewerage plant? It became clearly evident during the meetings that the AWWU sewerage plant is the monster in the closet. Another fly-in-the-ointment is that a shorter runway is not what the Airport has been saying it needs all of these years. If the scenario has indeed changed and there were meetings among some of the principals subsequent to the official Task Force meetings, it moots the Task Force's work such as it is was.

As many of the Task Force members observed and if the Task Force process is to move forward in some fashion or another, it would require expensive and lengthy technical studies involving numerous entities. Who knows what the lay of the land would look like not to mention they likely would change many of the presumptions by the time they were completed? Moving forward with any recommendations would be premature under any scenario(s). Many of us who have been involved in the various Airport planning process(es) have advocated the No Action Alternative until there is a demonstrative need for another N/S runway which there has

not been so far. Another aspect of a “Final Solution” that sticks in our craw is that it may not be a Final Solution after all as evidenced by the revisit of the Point Woronzof exchange twenty years ago. “Unsuccessful fits and starts best characterizes the past attempts to resolve parcel conflicts at the Airport” (p. 37). Indeed, this has been the case but then again is frequently the case. So-called “progress”, that is a euphemistic cover term for mindless growth, is moving from one bad idea to another.

A big reason for waiting is to avoid expensive and environmentally deleterious mistakes such as the ones that already plague Alaska including the Municipality. Long-range planning to be sure is good but “good” means that it has to be well-thought out which most “planning” does not. In fact, planning can be nothing more a disguise for greed-driven chicanery. At one point in the proceedings when it was asked what would happen if the Muni conveyed Point Woronzof to the Airport and the second N/S runway did not materialize, John Parrot as least according to my recollection ventured that it could be used for parking space. This, of course, is the sort scenario that makes some of us wonder about the need for an exchange.

While I do not want to get into parcel specifics that were exhaustively discussed by the Task Force, a couple a further observations are in order. The first is Parcel #5. It puzzles me how this parcel would be satisfactory compensation when it would sit between two runways. Something that appraisals are not designed to do is to address natural values. A ancillary issue as was pointed out is that moving parcels around to accommodate the Airport’s interests (that are debatable) is not as simple given the non-Airport public interests. For example, the Airport and to a lesser extent the Muni believes that rerouting the Coastal Trail is a fairly straightforward matter which it is not. A trail running under pilings, next to runways, and open to the Inlet absent natural buffers is a far cry from the qualities of the existing trail. Another element that no one discussed is that increasing recreation use and congestion will collide with Airport expansion into these parcels.

A heretical notion that just popped into my head is that a limbo situation wherein the Airport remains a landowner might be a better alternative than turning some of the parcels over to the Muni. Look at what has happened to Kincaid. Under the Muni’s ownership, it has gone from a largely natural area to an intensively recreational use area. Parks are useless if the net result is destruction.

Please keep me informed of further developments given my continued interest in the uncertain future of the dedicated and defacto natural and recreational areas approximate to the Airport.

Sincerely,

*David McCargo*

David McCargo

Ed Fogels  
6930 Serenity Circle  
Anchorage, AK 99502  
fogels@gci.net

October 24, 2014

Mayor Dan Sullivan  
Municipality of Anchorage  
632 West 6<sup>th</sup> Avenue  
Anchorage, AK 99501

Dear Mayor Sullivan,

I would like to thank you for appointing me to the West Anchorage Land Trade Task Force. While my seat on the task force was designated as an "At-Large" seat, I brought the perspective and concerns from my neighbors as well. I am currently president of the board of the Country Lane Estates Homeowners Association, a small neighborhood of 44 residences just south of Ted Stevens International Airport. I was assisted in my work on the task force by Albert Circosta and Angie Burris, also residents of our neighborhood. Together we tried hard to ensure that the views we brought to the task force were representative of our community.

First, we would like to thank you for establishing the West Anchorage Land Trade Task Force, which is clearly an outgrowth of the West Anchorage District Plan (I also served on the Advisory Committee for that effort). We believe that this task force was a necessary step to resolving the numerous issues that surround our airport. We all appreciate the importance of the airport to our community, and we want to ensure its continued viability while maintaining and enhancing the wonderful part of Anchorage that we live in. We believe that ultimately a land exchange is the best way to ensure this goal.

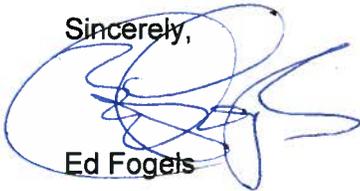
We see the major issues that must be addressed as:

- Ensuring that neighborhoods are buffered to the extent possible from airport activity. The best way to accomplish this is to create buffer areas adjacent to neighborhoods that are not owned by the airport.
- Maintaining and enhancing the recreational and environmental assets surrounding the airport and our neighborhoods, especially the Coastal Trail and Kincaid Park trails. We believe that the Coastal Trail alignment can be moved in places, as long as the land position is secured, and the character of the trail is protected.
- Ensuring that the airport has enough land for future long-term expansion. This expansion may or may not happen, but ultimately we hope that the airport, the city, and the state all continue to thrive economically--and we imagine that this would necessitate some future growth of the airport.
- Ensuring that AWWU has adequate land for expansion. It is only a matter of time before they will need to upgrade their facility.
- Ensuring that the land position is conducive to mitigating the serious coastal erosion problems that threaten both the Coastal Trail and the airport runway.
- Ensuring that the Municipality of Anchorage has a secure position on land for a snow dump.

In summary, we agree with the task force report's conclusion that Scenario D, Partial Parcel Exchange Scenario is the preferred scenario. We believe that our issues can only be truly solved with a land exchange. The issues are too interrelated to attempt to solve them with a limited exchange--we need to look at all relevant parcels and put them on the table. Likewise, the issues are complex enough where we must carefully look at the boundaries of these parcels, and will have to adjust some of these boundaries. We realize that such an exchange will take a significant amount of work, but it needs to be done.

Again, thank you for your support of this task force, and your efforts to help us resolve these issues, and maintain the high quality of life that we all enjoy here in Anchorage.

Sincerely,

A handwritten signature in blue ink, appearing to read 'Ed Fogels', is written over the word 'Ed Fogels' which is printed below it. The signature is somewhat stylized and overlaps the printed text.

Cc: Thede Tobish, Senior Planner, MOA

## **Tobish, Thede G.**

---

**From:** David Landry [dlandry@yahoo.com]  
**Sent:** Friday, October 24, 2014 3:29 PM  
**To:** Tobish, Thede G.  
**Subject:** Re: Task Force Report

Thede,

Thanks for your work on this. I don't have any specific comments at this time about particular scenarios outlined in the WALTF Report. I do have a few observations about the relationship between the Municipality and TSAIA if I may.

One of the main points made clear to me after attending the WALTF meetings is the contrast between the Municipal representatives' and TSAIA management's approach to these issues. Where the Municipal representatives were accommodating toward TSAIA management's stated goals, TSAIA management seemed to view the Municipality and the surrounding neighborhoods as nuisances that must be dealt with in pursuit of these goals.

Throughout the WALTF meetings, proposed resolutions to conflicts surrounding the West Anchorage Snow dump short of the Municipality ceding Point Woronzof to TSAIA were met with claims from TSAIA management that these resolutions are not possible due to FAA regulations. Many interesting questions arose from these claims, largely from Ms. Gleason and Mr. Moe, that were not thoroughly addressed by a knowledgeable third party. In a negotiation, is it wise to accept the legal interpretations of the other self-interested negotiator without verification? The distinction between a regulation and a managerial interpretation of it is an important one.

The West Anchorage District Plan states,

"The resolution of land use and parcel conflicts at TSAIA is complicated by a long-standing dispute over who has regulatory land use and development authority inside the airport boundary....The practical outcome of this legal stalemate is that the normal provisions and processes of Title 21 are not applied inside the airport. This has heightened significance at TSAIA, since it is one of the few large airports situated within a city that is not city owned. Consequently, there is no municipal oversight body (such as an airport authority) that is politically accountable to balance local concerns against FAA regulations. This combination of legal impasse and management autonomy has created a situation where airport decision-making is driven by the State and may not always include MOA land use interests as thoroughly and consistently as it should."

This points to the grey area between what is FAA regulation and what is a TSAIA managerial decision. This is important. Does anyone think that the Municipality would find itself in the pickle it's in regarding the Kloep Station Snow Dump if there were a "a municipal oversight body (such as an airport authority)...politically accountable to balance local concerns against FAA regulations"?

The Municipality should seek greater oversight over the management of TSAIA's 4600 acre chunk of West Anchorage, either through the legislature or the Governor's office. This would ultimately result in a more thoroughgoing resolution of existing conflicts over land use. Point Woronzof Park exists today due to a land trade yet is on the trading block again. Until TSAIA management views itself as part of and accountable to the greater community these problems will reoccur.

David Landry



**Gloria Manni**  
2208 Churchill Drive  
Anchorage, AK 99517  
T. 276.8498; Email: glmanni@gci.net

October 24, 2014

Thede Tobish  
Senior Planner, Community Development Department  
Planning Division, Long Range Planning  
Municipality of Anchorage  
[tobishtg@muni.org](mailto:tobishtg@muni.org)

Re: West Anchorage Land Trade Task Force Report (Confidential)

Dear Mr. Tobish,

Thank you for providing me copy of the Report and the opportunity to comment on it as a regular attendee of the Land Trade Task Force Meeting. The overall intent of the land trade satisfies and/or resolves issue for many of the parcels in consideration; however there is an evident and disproportionate difference in the respective level of primary interest for the trade: in part essential and urgent for the Municipality of Anchorage (MOA.) while on the side of the Ted Stevens Anchorage International Airport (ANC) the primary interest is for presumed long-term needs affecting the largest parcels. Of notice is also that the amount of acreage requested for the trade by ANC is much greater than the acreage offered in the trade to MOA.

I recommend a partial trade at this time because portions of the proposed trade will affect the best interest of the Anchorage residents that both governmental entities, MOA and ANC, have the obligation to protect. A partial trade could satisfy MOA's immediate and short term health and safety needs (e.g.: snow storage improvements; potential expansion of the main waste water plant, etc.). My comments concern the parcels I have great concerns with: Parcels 6, 7, 8, 17 and 30 and further address the reason for my recommendation.

Parcels 7 and 8 (owned by ANC)

These parcels, owned by ANC, have scenic value and are an integral part of the costal trail system. However, the parcels are being subject to grave ongoing erosion; they must be stabilized and protected before they are transferred to MOA. These concerns are generally addressed on page 14 of the Report, under "Conditions for Airport Area Land Exchange". However, I wish to highlight the situation and the fact that the funding for parcels defense from erosion is an ANC's responsibility as the airport has long deferred due maintenance of that property.

Parcels 6, 17 and 30 (owned by MOA)

ANC interest in these parcels stems from its current draft Master Plan Update/Phase 4 (AIA/MPU) that presumes the future need of a new, widely spaced runway that, as currently planned, would be built on or impact these parcels. Accommodating as many as possible "gas & go" operations of oversea cargo airplanes seem to be the major reason for the potential need of the new runway. However, the AIA/MPU recognizes that "gas & go" operations can be also directed to the Fairbanks or other suitable airports. Yes, ANC may try to exercise "eminent domain" on some of these parcels but, based on simple good sense, it seems difficult that ANC could prove that "gas & go" operation are a unique benefit to Anchorage and to the State of Alaska. Those operations may indeed benefit the national economy at large, but at the same time ANC is not the absolute single airport that can provide that kind of service and the Anchorage residents do not have to sacrifice hundreds of acres of great natural open spaces to allow ANC to unreasonably expand.

ANC's primary interest for this presumed long-term need is based on purely speculative growth projections. ANC itself has recognized that it is impossible to predict future airport uses/needs because they are impacted by external and unforeseeable global socio/economic/political events. Given the fact that at this time the airport has only presumed

long-term but primary interest on these parcels, it is clear to me that the land transfer should eventually be constructed in a phased manner similar to the AIA/MPU itself. This last phase of the transfer must be subject to the demonstrated need for Parcels 6, 17 and 30; subject to the revision/determination of airport needs based on and verified against actual airport usage in the coming 5-10 years, in a collaborative effort between ANC and MOA. Another conditions for transfer must be the completion of a Detailed Feasibility Study of the proposed new runway to include: 1) Economic Feasibility (identifying number of permanent new jobs in Anchorage and economic impact on subsidiary and supporting, or new, local businesses; 2) Engineering Feasibility, inclusive of geological studies of Parcel 17 and of the inlet's land where the proposed new N-S runway would be built; 3) Environmental Feasibility, as well feasibility of other disciplines pertinent to such project.

Transfer of Parcels 6 and 30 must also be subject to future potential expansion of the AWWU Asplund Facility that provides a truly essential health service to the city.

Parcel 17 is a 191 acres parcel of dedicated park land "Point Woronzof Park" that is of great interest to a large population in Anchorage, although the park is not being promoted or made easily accessible by MOA. To prematurely trade that great natural open spaces land while the need for the construction for a N-S runway may not occur in the coming 30 years, or not at all, would prevent access to Anchorage's residents to much prized land. The upcoming work force in Anchorage will soon include a large percentage of the "Millennial" population, a group interested in a "live, work and play" community that provides in town opportunity for work and outdoor recreation. Indeed we need to be concerned both with the presumed future ANC needs but certainly more with the needs and demands of the upcoming generation of Anchorage's residents.

I understand that federal funds would finance the great majority of the construction of the proposed new runway. However, because the cost of construction will not be much of a burden to MOA or the State of Alaska, it does not exempt either of the responsibility to pursue the construction of a new N-S runway only if a real and justifiable need exists. As a footnote: ANC already has a white elephant (AKRR station at the airport) generously financed by federal funds - we do not need another one.

Should the need for a new runway prove to be true in the future, ANC should also considered building it on Fire Island with a short bridge connecting to the terminal. This would alleviate the airport noise now impacting residences surrounding ANC, it would likely need much less acreage of the Parcels 17 or 30. Again, this potential alternative would allow Anchorage residents the continued use and enjoyment of the parcels in discussion .

Anchorage residents desire a well functioning airport to serve its passengers, the needs to accommodate transportation to Alaska communities not accessible by roads or water plus cargo, derivative and support services and businesses. The airport has been always located very near the city, although the density in the residential and business areas surrounding ANC has certainly grown in the past 60 years, when Alaska had a population of 200,000 residents versus the current 700,000 (comparison period per the Report, Figure 1, page 4). The city of Anchorage and ANC must find ways to gradually accommodate the respective needs.

Last, in the interest of full disclosure, I recommend that in the final Report a footnote be included to recognize that MOA and ANC shared financial contribution for a contractor to coordinate the West Anchorage Land Trade Task Force meetings.

Thanks again for accepting my comments.

Sincerely,

Gloria Manni

Cc: Per cover email message.



Municipality of Anchorage, Alaska  
**Parks & Recreation Department**

632 W. 6<sup>th</sup> Avenue, Suite 630  
P.O. Box 196650  
Anchorage, AK 99519  
**Tel** 907-343-4355

**URL** [www.muni.org/departments/parks](http://www.muni.org/departments/parks)



**MEMORANDUM**

**Date:** October 24, 2014

**To:** Thede Tobish

**Cc:** John Rodda, Parks & Recreation Director

**From:** Holly Spoth-Torres, Parks Superintendent

**Project:** West Anchorage Land Trade Task Force Report Comments

---

The Parks & Recreation Department agrees with the conclusion reached by the majority of Task Force participants that a comprehensive land exchange between the MOA and ANC is the means for resolving longstanding community conflicts. We agree that the Partial Parcel Exchange Scenario would meet the long-term goals and needs for the land at the airport perimeter for the MOA, the public and the airport.

The Parks & Recreation Department wants to stress that it is critically important to maintain a continuous, Coastal Trail with a greenbelt buffer under permanent, municipal control.

Following, we do have a few, specific comments regarding the draft report:

Page 18, Parcel 11: Although we recall a discussion about needing more slips for floatplanes in general, we need to be very cautious about creating new slips in the vicinity of Spenard Beach Park and the public. Access to the lake is one of the public's favorite elements of Spenard Beach and we need to be careful not to create conflict between park users and aircraft.

Page 19, Parcel 16: We recall a discussion about continuing a protected buffer through this parcel along Raspberry Road. This area is the gateway to Kincaid Park and we want to ensure that the development of the parcel takes into consideration its importance in proximity to the entrance to Kincaid Park.

Page 34, Bullet 7: We agree that the airport should be responsible for all costs associated with realignment and construction of the Coastal Trail to accommodate a new runway; however, we think it is important to state that we should be consulted *during* the design process, not just at a final approval stage. We think that is what is intended, however would feel more comfortable if it were stated as such.

Thank you for the opportunity to participate and to comment!



THEDE TOBISH  
COMMUNITY DEVELOPMENT  
PLANNING DIVISION  
LONG RANGE PLANNING  
PO BOX 196650  
ANCHORAGE, AK 99519-6650

10-22-2014

RECEIVED

OCT 24 2014

PLANNING DIVISION

Dear Thede,

Attached are comments regarding the West Anchorage Land Trade Task Force (WALTTF).

These comments may not be the same as the Turnagain Community Councils "representative" to the WALTTF, who never provided the council with any information regarding the WALTTF meetings or proceedings. That "representative" only coordinated with individuals and an organization who are not members of the council.

I have attended all but the first of the WALTTF meetings and have a good grasp of the issues and problems presented by the Task Force members.

Thank you for the opportunity to attend and provide comments on behalf of the Turnagain Community.

Sincerely,



Bill Wortman

Turnagain Community Council President

## TURNAGAIN COMMUNITY COUNCIL COMMENTS ON THE WEST ANCHORAGE LAND TRADE TASK FORCE REPORT AND RECOMMENDATIONS

Concur with the Land Exchange Summary and recommendations. These conclusions are the best solutions for the multiple land issues that confront the Airport and the Anchorage Municipality (MUNI).

- The Kloep Snow Dump needs resolution as soon as possible. Anyone who has ever walked a dog on the trail next to the snow dump and seen the sheens on the water from the run off would agree that further treatment of the run off is needed.
- Thousands of people use the Conners Bog area and the dog park each year. A private organization has made improvements in the area. Muni ownership would allow for further upgrades. People come from many different areas of the city to use the dog park, not just Turnagain residents.
- Point Woronzof Overlook Park is used by individuals from many different areas of the city and is also used by a lot of people taking photographs. Ownership by the Muni would ensure its continued use.
- Spenard Beach Park is valued by the Spenard and Turnagain Community Councils as a small park play ground that also allows access to Spenard Lake seating for viewing the lake aviation activity. With MUNI ownership it would be possible to upgrade the park.
- The Little Campbell Lake Area (parcel 2) transferred to Kincaid Park would compete that park by extending its northern boundary which would include part of the hiking/skis trails that exist, thus preventing commercial development there.

- The Delong Lake Park appears to be the only public access to the lake. It has a great little park that has picnic areas and a dock for boating and fishing. Transfer to the MUNI is supported.
- The Turnagain Community Council has consistently supported having Parcel 9 be a buffer between the airport operations and the neighborhood.
- The Turnagain Community Council continues to support maintaining the Coastal Trail system.
- The AWWU/Airport land situation needs to be addressed at a higher level than the council.
- Parcel 17, except for the Coastal Trail portion and the archeological site, has minimal value for recreation for residents of Anchorage because of its remoteness and lack of trails or recreational equipment.

In conclusion, the proposed land trade could provide the MUNI with property with high value for use by the population of Anchorage in exchange for land that has much lower value for public usage. All aspects indicate the land issues will only become worse by doing nothing.



BILL WORTMAN  
TURNAGAIN COMMUNITY COUNCIL PRESIDENT  
10-22-14





Mayor  
Dan Sullivan

# Anchorage Water & Wastewater Utility

## Engineering Division



Board Chair  
David M. Richards

October 29, 2014

Thede Tobish  
Senior Planner  
Municipality of Anchorage  
Department of Community Development  
4700 Elmore Road  
Anchorage, AK 99507

Re: West Anchorage Land Trade Task Force Report

Dear Mr. Tobish:

The Anchorage Water and Wastewater Utility (AWWU) has reviewed the West Anchorage Land Trade Task Force Report dated September 2014 (report). A comprehensive land exchange involving portions or all of the identified parcels is likely the best way to optimize future land use and meet the needs of the overall community. However, the Municipality of Anchorage (MOA) has not internally developed an exchange strategy that prioritizes the various municipal services dependent on lands in the study area. In addition, the conditions identified within Chapter 5 lack a detailed scope of study to ensure varying land uses in congested areas will survive a potential trade. As stated in the report... *disposal of airport land requires a formal FAA determination that ANC will never need the surplus area for aviation purposes...* Therefore, once a trade occurs MOA will not likely be able to re-acquire land if needed.

The West Anchorage District Plan and the Land Trade Task Force did a good job identifying areas of conflict, identifying future land uses and summarizing individual stakeholder desires (individual MOA departments, Anchorage International Airport -ANC and the Public). These efforts were not able to ascertain the value (both fair market and operational value to support community needs) of each parcel. MOA has fewer parcels to trade than the airport. **An understanding of our (MOA) internal needs and development of a strategy is essential prior to progressing forward with formalized agreements with ANC.** To internally develop a strategy the MOA must have a clear understanding of the value of our land and the priority of related operational uses.

The conditions for airport area land exchange identified within Chapter 5 generalize the scope of study needed to ensure varying land uses continue in future congested areas. The Land

Anchorage Water & Wastewater Utility  Clearly

3000 Arctic Boulevard • Anchorage, Alaska 99503  
Phone 907-564-2774 • Fax 907-562-0824 • [www.awwu.biz](http://www.awwu.biz)



Trade Task Force effort did not gain a consensus between MOA, ANC, and the general public related to the level of detail required for such study. **A detailed scope of study with the goal of protecting existing land use and optimizing the future land uses must be developed prior to the execution of any future agreements between ANC and MOA.** This scope must not be bound strictly by constraints identified within past planning efforts, but must ensure competing land use issues are resolved. The MOA should ensure that the land traded will never be needed for a Municipal use, similar to FAA requirements for ANC. AWWU is a willing participant in this effort and has outlined scope requirements related to Parcel 30.

**AWWU will not support a final land exchange scenario that does not provide an area to expand the Asplund Wastewater Treatment Facility accommodating the tertiary wastewater treatment.** The expansion area must allow operations at the facility in consideration of competing existing and future land uses in the vicinity. These land uses include but are not limited to the ANC expansion, a coastal trail corridor and access/maintenance corridors for other utilities necessary for the Municipality of Anchorage. AWWU has suitable area to achieve such goals at this time through our Management Authority of parcel 30. **It would be a mistake for MOA to trade portions of parcel 30 without a clear understanding of the value of the expansion area in relation to other parcels or how to maintain existing land uses given competing development plans of the MOA and ANC.**

Lacking both articulation of the Municipality's land use priorities and a commitment to a detailed scope of analysis of how those priorities will be protected in the future, AWWU urges caution. While we have no objection to the land trade concept, we are not ready to support the recommendations of the Task Force Report.

Please call me at 564-2765 if you have any questions or comments regarding this letter.

Respectfully,



**Brian D. Baus**  
*Planning and Development Services Manager*  
*Anchorage Water & Wastewater Utility*  
*Direct: 907-564-2765*  
*Fax: 907-562-0824*  
[brian.baus@awwu.biz](mailto:brian.baus@awwu.biz)





Alaska International Airport System  
Ted Stevens Anchorage International Airport  
Fairbanks International Airport

P.O. Box 196960  
Anchorage, AK 99519-6960  
Main: 907.266.2526  
Fax: 907.243.0663  
Website: anchorageairport.com

RECEIVED

NOV 3 2014

COMMUNITY DEVELOPMENT DEPT

October 30, 2014

Thede Tobish  
Post Office Box 196650  
Anchorage, Alaska 99519

Dear Mr. Tobish,

We have appreciated this opportunity to participate in the Land Trade Task Force (LTTF). The Airport fully supports the recently completed West Anchorage District Plan's and LTTF's recommendation of a comprehensive land exchange between the Municipality of Anchorage and the State of Alaska as the best approach to achieving permanent resolution of these long standing land use issues. The Airport supports the comprehensive partial parcel land exchange as the only viable option that provides the most benefit to both the community and to the State of Alaska, and allows for long-term management such as prioritization, budgeting and proper planning for these parcels.

Our requested edits to the final report are described in the following:

1. **Page 1, first paragraph, first sentence:** For better clarification of the location of issues, we request the following edit in green. "...convened a task force to address longstanding land use conflicts at **and around** the Ted Stevens Anchorage International Airport (ANC)."
2. **Page 1, third paragraph, second sentence:** "...land conflicts around the airport include the transfer of portions or all of parcels 6, 17, and 30 from the MOA to ANC **in exchange for a transfer of portions or all of** parcels 12, 13...".
3. **Page 1, third paragraph, last sentence:** "...the AWWU plant expansion **concepts**, and other conditions...".
4. **Page 2, Aerial photo of map:** Parcel 5 is shown much larger than it has been traditionally depicted in parcel maps. We understand that this parcel is considered one of the parcels that may be edited in size to accommodate a land trade. However, the size it is shown in this map and other maps throughout the report is not consistent with Table 1 on page 18, or allowing for the possibility of a future North/South runway. Request that this map along with others in this report be edited to remove the excess area representing primary trade area of the parcel that would conflict with the new N-S runway overlay.

5. **Page 4, Figure 1, Airport aerial photo depicting today's layout:** Request this photo and other applicable photos throughout report be edited to reflect the recent FCC property acquisition.
6. **Page 10, last paragraph, second sentence:** "ANC determined that the optimal alignment for this feature places it parallel to and **approximately 3,300 feet, centerline to centerline**, west of the existing N-S runway."
7. **Page 11, "Coastal Trail Lengths in Vicinity of TSAIA" map:** Clarify what portions of the trail make up the 1.54 miles stated as trail length in potential airport land exchange. Isn't all 2 miles on airport property involved in the land exchange?
8. **Page 15, first paragraph, fifth sentence:** "The airport **may be** obligated to this easement...".
9. **Page 17, first paragraph:** In an effort of full disclosure, recommend noting somewhere in this paragraph that ANC shared in the funding of the facilitator.
10. **Page 18, Table 1, Parcel 5:** Recommend language stating accommodation of new N-S runway.
11. **Page 30, first paragraph, fifth paragraph:** "**A few** members did not support the comprehensive land...".
12. **Page 30, third bullet:** Suggest adding language in this bullet to represent that a permanent easement can provide as much of a guarantee as a land trade, and perhaps maybe the only means FAA would agree to in a runway protection zone.
13. **Page 34, item #4 under Conditions for Airport Area Land Exchange:** Suggest adding the following language in green at the end of the sentence – "Exchange shall preserve sufficient, suitable area for the future AWWU facility expansion **and future airport N-S runway.**"
14. **Page 34, item #5 under Conditions for Airport Area Land Exchange:** Request including the following language in green – "Exchange proposals must not change or negatively impact the permitted AWWU mixing zones or air quality permit zones **without mitigation of that impact.**"
15. **Page 34, item #7 under Conditions for Airport Area Land Exchange:** There is no mechanism for getting approval by the public. Request editing the last sentence – "Final configuration must be approved by MOA and permitting agencies, **with consideration of public input.**"
16. **Page 35, second bullet:** Rewrite to read "Archeological site **and cultural resources**".
17. **Page 35, third bullet under item #9:** Rewrite to state "...goal is no disturbance until needed for a runway expansion project start-up **or other airport development.**"

18. **Page 36, ninth line under the Land Exchange Milestone chart:** Delete the word 'possibly' from the responsible part column.

19. **Page 37, second line under the Land Exchange Milestone chart:** Correct the responsible party column regarding appraisals to read "MOA & ANC real estate teams".

Thank you again for this opportunity to assist in the preliminary steps of resolving these long standing land use issues. Please do not hesitate to contact me if you have questions or need further clarification on any of the items listed above.

Sincerely,



John Parrott, AAE  
Airport Manager



**From:** Lindseth, Teri D (DOT) [teri.lindseth@alaska.gov]  
**Sent:** Wednesday, October 29, 2014 9:39 AM  
**To:** Tobish, Thede G.  
**Cc:** Parrott, John E (DOT); Johansen, John E (DOT); Wassel, Trudy K (DOT); Gage, Katie (DOT)  
**Subject:** FW: Airport Comments on the LTTF Final Report

Thede, on behalf of Mr. Parrott, below are *additional* comments we would like to submit under a separate cover as these are more informal than the comments submitted in our earlier letter.

1. Page 5, third paragraph, first sentence: "The City of Anchorage **received** Spenard Beach Park...". We believe this property was acquired rather than purchased.
2. Page 5, third paragraph, second sentence: "Much of this area was then acquired by the State of Alaska via a condemnation action filed by the State for the operation, maintenance, expansion, improvement and protection of the Lake Hood Seaplane Base Project." Recommend removing this sentence or clarifying reason for condemnation action. We believe condemnation action was regarding price.
3. Page 5, fourth paragraph, fifth sentence: Suggest deleting the following sentence as it's purely speculation. "The alignment through the airport may have been based on an assumption at the time that ...".
4. Page 7, first paragraph, last sentence: Add the following narrative in green at the end of the sentence. "The WADP calls for the permanent protection and municipal ownership of this section of trail with an associated greenbelt buffer **with the recognition that portions of the trail may need to be relocated.**"
5. Page 7, title of second paragraph: Recommend changing title of this section from "1986 State Entitlement Process – Parcels 2, 3..." to "1986 **Municipal** Entitlement Process – Parcels 2, 3...".
6. Page 7, second paragraph: Suggest rewording this paragraph for clarification and accuracy to read as the following. "In a 1986 "Agreement for the Conveyance of Land of the State of Alaska to the Municipality of Anchorage" (Agreement), the MOA identified six airport-owned parcels it was interested in as part of the 44,893 acres it was entitled to under AS 29.65.010. Most of these were areas then and currently used for parks and trial purposes (e.g. areas adjacent to Kincaid Park and Connors Lake) and were covered under ANC Maintenance Agreements. Acquisition of these parcels would have resolved several land use conflicts at the airport perimeter. Because all six parcels were situated on ANC property, they were and are subject to special airport and deed/title restrictions governed by FAA grant assurances and State statutes. The agreement included numerous conditions based on FAA regulations which had to be met prior to any transfers. These conditions included FAA concurrences, land use limitations, and a requirement that ANC prove that it would never have an aviation related need for the selected parcels. Future land uses would be required to be compatible with FAA grant assurances and airport functions. Another agreement condition was a fair market value compensation or proportionate land exchange. Despite pursuing these selections since 1986, the MOA was unsuccessful in obtaining the land. Because the municipal selection is subordinate to the federal jurisdictions and FAA regulations, the West Anchorage District Plan concluded it is unlikely that the MOA could obtain titles or uncompensated rights to these parcels. The State Department of Natural Resources (DNR) is the lead state agency in charge of the Municipal Entitlement Program. DNR staff have noted that the MOA municipal entitlement file is "closed". Any future airport lands that the MOA is interested in acquiring will have to be negotiated from a "new start"."

7. Page 7, third paragraph, third sentence: "In the original trade scenario, ANC could have developed their new land up to the Coastal Trail...". It is our understanding that ANC never would have been closer than 600' to the Coastal Trail. Request edits made to correct this sentence.
8. Page 7, third paragraph, fifth sentence: "~~The Assembly and the Mayor ultimately approved a compromise exchange~~ The MOA and the airport ultimately agreed to an exchange, which included a 40-acre track for the school...".
9. Page 8, first paragraph, fourth sentence: "The Planning effort identified two runway alignments, one of which, the widely-spaced runway, was partly suited...".
10. Page 8 third paragraph, last sentence: "~~ANC has not provided the MOA with~~ ANC and the MOA have not been able to come to an agreement on an acceptable long-term lease or fee-simple sale agreement of this land."

Thank you,

**Teri Lindseth**

Planning Manager

(907) 266-2544

P.O. Box 196960

Anchorage, AK 99519

[www.anchorageairport.com](http://www.anchorageairport.com)

Develop-Operate-Maintain

The Airport for Anchorage-Alaska-the World

---

**From:** Parrott, John E (DOT)

**Sent:** Wednesday, October 29, 2014 9:20 AM

**To:** [TobishTG@ci.anchorage.ak.us](mailto:TobishTG@ci.anchorage.ak.us)

**Cc:** Johansen, John E (DOT); Lindseth, Teri D (DOT); Gage, Katie (DOT); Wassel, Trudy K (DOT)

**Subject:** Airport Comments on the LTTF Final Report

Thede, Attached are the Airport's comments on the Draft Final report. I can get you an actual signed hard copy if needed. Overall we really appreciate the effort and hope to keep the momentum going to finally resolve some of these issues.

Cheers,

John P.



**Tobish, Thede G.**

---

**From:** Robert Auth [authrm@gci]  
**Sent:** Thursday, October 30, 2014 10:05 PM  
**To:** Tobish, Thede G.  
**Subject:** West Anchorage Land Trade Task Force Report

Thede, thank you for sending me the West Anchorage Land Trade Task Force Report. While I disagree with a number of the recommendations, I think the Report candidly identifies some of the real challenges which faced the task force members. For example, the Report concedes that “the State can use *eminent domain* to take land needed for a future runway.” (p.31) This was no idle threat, as the Airport itself reminded the members at more than one meeting that it had such powers. When one party to a negotiation can merely take what it wants, it puts the other parties in an inferior bargaining position.

And it is the Airport that is driving this process. With regard to the most immediate short term issue, the Kloep Snow Dump, the Report notes that the Airport “has not provided the MOA with an acceptable long-term lease or fee-simple sale agreement for this land.” (p.8) The Report goes on to note that the Airport expressed “very little interest” in any limited exchange scenarios for this parcel. (p.26)

What the Airport wants is “control of portions of certain MOA parcels for the predictability of locating a future N-S runway facility, West Airpark expansion, and general airport growth.” (p.31) But the need for such a runway is not anticipated for the next 15 - 20 years. (p.15) When viewed objectively, there is simply no need for a comprehensive land exchange at this time.

Even if such an exchange could be accomplished, the Spenard Community Council is concerned that the Parks Department has expressed its opinion that it is flatly opposed to allowing swimming at Lake Spenard Beach Park, despite the fact that the park is set up as a swimming beach, and was a swimming beach, for decades.

Robert Auth

