



7. IMPLEMENTATION STRATEGIES

A. GENERAL APPROACH FOR IMPLEMENTATION

Implementing the plan will engage many players, including the Municipality of Anchorage (MOA), the Government Hill Community Council, the major landowners in the neighborhood (the Port, JBER, and the Alaska Railroad), as well as private property owners and developers.

The investments will be substantial and will require creative use of financing tools, incentives, and assistance programs. Because market conditions are especially constraining at this time, it will be essential for the MOA to find ways to “prime the pump,” in terms of creating a climate for private-sector investment.

B. IMPLEMENTATION TOOLS FOR THE GHNP

Implementation will also require careful coordination of a variety of planning systems, capital improvement programs, and regulations. A clear phasing program is therefore an essential part of an implementation strategy.

These are some of the tools that may be used; further analysis should occur to determine the appropriateness of each tool:

1. Capital Improvement Program

The MOA’S Capital Improvement Program (CIP) could be an important source of funds for infrastructure replacement.

This should be an annual source of funds for several years of phased improvements. The MOA’S CIP should be coordinated with the Anchorage School District, Anchorage Metropolitan Area Transportation Solutions (AMATS), and Anchorage Water and Wastewater Utility.

The CIP is appropriate for:

- Street and sidewalk construction
- Intersection improvements
- Parks construction and improvements
- Playgrounds and sports fields
- Trails
- Heritage interpretation materials

2. Transfer of Development Rights

In a conventional Transfer of Development Rights (TDR) program, rights are exchanged among private property owners, usually as a purchase. A “sending site” must have more development rights than are needed, and a “receiving site” must be limited to an amount of development that is less than what the market supports. These specific conditions do not exist in Government Hill. However, there may be the possibility of transferring surplus property from a governmental entity to a redevelopment agency. For example, the Railroad or JBER may transfer property for redevelopment, or provide a long-term lease at terms that will make private investment feasible.

TDR is appropriate for:

- Providing new developable parcels at reduced costs to potential developers in the Neighborhood Center.

- Providing land for new parks, public open space, and recreation facilities.
- Providing land for housing that would benefit the community and JBER.

3. Impact Fees

In a case in which sufficient value will result from development and impacts of the development could affect the neighborhood, an impact fee may be charged to help mitigate the condition. In the case of Government Hill, impact fees may not be feasible because market conditions are tight. However, the inverse, in which fees are waived as an incentive for development, may be appropriate to consider.

Waiver of Impact Fees would be appropriate for:

- Private-sector development projects that meet the objectives of the plan.

4. Inclusionary Zoning

Where market conditions are sufficient to support doing so, the MOA may provide incentives for construction of housing and in conjunction require that a minimum percentage of such a project be reserved for low-moderate income homes.

5. Infill, Redevelopment, and Reinvestment Incentives

The MOA may offer a package of incentives to attract the types of investment that are desired in the area. Specific incentives to employ are:

a. Tax Increment Financing

In this program, any increased property tax revenues that may occur for a designated period of time are targeted to repay the costs of infrastructure improvements that are made up front,

to enhance the development climate. Based on the projected revenues, the MOA may issue bonds to finance the initial construction costs. This could be used to finance construction of new streets, sidewalks, and streetscape improvements.

b. Multi-unit Property Tax Exemption (MPTE)

Alaska Statutes permit cities to adopt property tax exemptions for multi-unit residential development. This offers a 10-year property tax exemption.

c. Zoning Flexibility

The MOA may modify certain zoning limits that would improve the financial appeal of certain designated projects. Reducing parking requirements, waiving development fees, permitting certain conditional uses, or increasing in density are examples.

6. Public–Private Partnership

This is a mechanism to include a variety of agencies as well as private landowners in a joint agreement to achieve specific projects. In this way, the MOA could collaborate with Cook Inlet Housing Authority, federal agencies (such as HUD), a Government Hill Neighborhood Project Team, and others to buy parcels or secure development rights for commercial and residential redevelopment.

7. Federal Grants & Other Programs

The MOA may partner with the GHCC or a Government Hill Neighborhood Project Team to apply for federal grants. The Sustainable Urban Renewal Projects program is an example. The Community Development Block Grant program, new market tax credits, and the historic rehabilitation tax credits are other examples.

8. Redevelopment Authority

A Redevelopment Authority may be established, which could be focused on the Government Hill neighborhood, or it may cover many neighborhoods. A key role of a RDA is that it can assemble individual properties and reconfigure them to fit objectives of the neighborhood plan. (One option is to re-focus the Anchorage Community Development Authority to play this role.)

9. Long-term Lease

Major property owners could provide long-term leases for redevelopment with conditions that would make investment in the area more attractive.

10. Business Improvement District

Property owners could petition to establish a Business Improvement District, which would take on services to enhance the function, maintenance, and promotion of the neighborhood center. In the initial years, the amount of revenue to be generated could be relatively small but could increase as business activity expands.

11. State of Alaska

- a. The Planning and Zoning Commission requests that ADOT&PF make a presentation on the H2H project.
- b. Encourage the State of Alaska to restore full funding to the H2H project to help alleviate the north/south traffic that is anticipated by the KAC project and identified in the KAC FEIS to help mitigate the increase in traffic.

C. IMPLEMENTATION PARTNERS

These are key groups and organizations that should collaborate as partners in implementing the Government Hill Neighborhood Plan:

- Municipality of Anchorage
- Government Hill Community Council
- Port of Anchorage
- Anchorage Community Development Authority
- Cook Inlet Housing Authority
- State Historic Preservation Officer
- JBER
- KABATA
- Alascom
- Anchorage School District
- Anchorage Metropolitan Area Transportation Solutions (AMATS)
- Anchorage Water and Wastewater Utility
- * ADOT&PF

D. PHASING

Government Hill Neighborhood Center

Early phasing considerations to apply when evaluating the five alternative development scenarios:

1. Focus on the Most “Stable” Area.

The first phase should be “in the middle” of the town center, away from the “edges of uncertainty.” That is, avoid any development that requires that parking be provided on the “lid,” since that may not happen for a few years, and avoid major land transfer agreements from JBER. It needs to be an area in which a developer would feel confident that their investment would perform well in the early years of implementation.

PHASING TABLE

ACTION	POST ADOPTION	NEAR TERM	MID TERM	LONG TERM
Step 1: Adopt the Neighborhood Plan	X			
Step 2: Initiate Funding Systems and Land Transfers	X			
Step 3: Preliminary Infrastructure Design		X		
Step 4: Develop final block configuration concept for the neighborhood center area		X		
Step 5: Refine the redevelopment phasing plan for the neighborhood center		X		
Step 6: Assemble parcels and blocks		X		
Step 7: Develop final infrastructure design		X		
Step 8: First phase of infrastructure construction			X	
Step 9: First phase of redevelopment				X
Additional development phasing continues for subsequent years				X

2. Create a Noticeable Impact

The first phase of development should yield enough critical mass to make a noticeable impact. (While a single building could go up first, building two or more, which face each other and create a new “image” of a pedestrian-oriented realm, is preferred.

3. Emphasize Viable Uses

It should focus on commercial uses, primarily retail but offices to some extent, which are more economically feasible.

4. Make Room for Directly Affected Existing Uses

It should, at a minimum, replace all displaced square footage that would be directly affected and provide opportunities for existing users to relocate with it.

5. Keep Property Acquisition Simple

Include acquiring complete parcels of existing ownership. A first phase that only requires working with a couple of property owners may be preferred.

6. Coordinate Private Development with Public-Sector Infrastructure

To the extent feasible, it should involve a minimum amount of street restructuring for the first phase, while yielding parcels that can be reconfigured to fit the long-term vision for the specific scenario.

PRELIMINARY PHASING RECOMMENDATIONS

After the Government Hill Neighborhood Plan is adopted, the Municipality will need to engage in more detailed planning and analysis of the plan concepts to move them to a level

of precision that will permit implementation. This also involves establishing an organizational structure that enables coordinated actions by various entities and that facilitates enacting certain funding mechanisms.

This section outlines some of those key actions in a critical path. Note that some of the specific steps may vary in sequence, depending upon actions that others may take, and the steps may vary in the length of time that may be required to accomplish them. For example, the outcome of the proposed KABATA project, and the specific timing of it, could influence some of the steps, as could the timing of decisions by JBER about the potential transfer of land.

These are the recommended steps:

Step 1: Adopt the Neighborhood Plan.

Objective:

To establish the policy base for implementing the plan.

Actions:

- 1.1 Neighborhood council endorsement.
- 1.2 Planning and Zoning Commission adoption/resolution to support the plan.
- 1.3 Assembly adoption.
- 1.4 Forward the plan to KABATA to include in their potential RFP to contractors.
- 1.5 Forward the plan to other agencies (e.g., JBER, the Railroad and the Port) to include in their planning efforts.
- 1.6 Forward plan to SHPO and FHWA.
- 1.7 Amend the neighborhood planning boundary, to reflect the land recently acquired by the Port, and potentially the area under discussion with JBER.

Step 2: Amend plan with two preferred scenarios: KAC “Creating Value” scenario and without KAC “Conservative/Moderate Investment” scenario.

This formal amendment through PZC and the Assembly will provide the MOA with two paths forward in the Government Hill neighborhood. Through the planning process, the Government Hill community indicated that they would like a dedicated community/civic use building or space within a building to be located within the revitalized commercial center. The Planning Division looks forward to working with KABATA and the Government Hill community to decide on an appropriate location for this civic space.

Step 3: Initiate funding systems and land transfers.

Objective:

To establish the organizational, regulatory, and funding mechanisms that will be needed to implement the plan.

Actions:

- 3.1 Set up a Community Development Corporation (or coordinate with the Redevelopment Agency).
- 3.2 Get a line item in CIP budget for streets and intersections improvements.
- 3.3 Establish line item in CIP budget for non-motorized transportation improvements.
- 3.4 Set a line item in CIP budget for parks and trails improvements.
- 3.5 Set up a Tax Increment Financing district.
- 3.6 Pursue housing programs.
- 3.7 Submit a formal request for land transfer to JBER.

- 3.8 Finalize mitigation actions with KABATA.
- 3.9 Establish a Neighborhood Committee to champion plan implementation.
- 3.10 Secure funding for preliminary infrastructure design.
- 3.11 Encourage the State of Alaska to restore full funding to the H2H project to help alleviate the north/south traffic that is anticipated by the KAC project and identified in the KAC FEIS to help mitigate the increase in traffic.
- 3.12 This plan recommends that the current businesses and residents on Government Hill are relocated in compliance with the Federal Uniform Relocation Assistance and Real Property Acquisition Policies Act of 1970. This could mean relocation to other comparable properties on Government Hill, which could also assist in the redevelopment of the Government Hill Neighborhood Center.

Step 4: Create preliminary infrastructure design.

Objective:

To develop preliminary design concepts to a level of detail that will enable determining more clearly the feasibility of road realignments and the relationship to other infrastructure work. This would include traffic counts and projections, parking capacity studies, and potential costs associated with various design options. This will help to determine the final parcel configuration concept.

Actions:

- 4.1 Develop an infrastructure impacts mitigation plan.
- 4.2 Develop preliminary engineering for:
 - Neighborhood entry design (at Hollywood and E. Loop Road).
 - New school road.
 - JBER entry intersection.

- Note that the design of the entry into the neighborhood center may need to be phased, depending upon the timing of decisions about the proposed KABATA project. It could be designed with an interim improvement, and then refined if the tunnel and lid project occurs at a later date.

4.3 Coordinate street improvements with water and sewer replacement projects.

4.4 Refine design and phasing concepts for parks and trails.

Step 5: Develop final block configuration concept for the neighborhood center area.

Objective:

To refine the new block layouts to facilitate acquisition and re-drawing of parcels. Based on results of establishing funding mechanisms and preliminary streets, finalize the block configuration plan. This would become the “preferred alternative” for implementation.

Actions:

- 5.1 Develop the preliminary re-plat plan.
- 5.2 Outline the new parcel boundaries.
- 5.3 Prepare design guidelines for landscapes and buildings.

Step 6: Refine the redevelopment phasing plan for the neighborhood center.

Objective:

To establish a phasing plan that is realistic and that reflects the new information that will be generated in the preceding implementation steps.

Actions:

6.1 Develop a more specific phasing plan. This should be based on the refined block layout, updated market analyses, community input, and negotiations with partners. This may include some parcels that can redevelop without reconfiguration, and some rehabilitation and addition projects as well.

6.2 Determine “mini steps” within a first phase of development. This may be one building or a small block first. This relates to street improvement phasing as well.

6.3 Seek a “master developer” to coordinate smaller development projects and individual phases.

Step 7: Assemble parcels and blocks.

Objective:

To enable re-configuring properties to allow for more efficient building footprints, and planning of public realm improvements that meet the urban design objectives for the neighborhood center.

Actions:

- 7.1 Initiate assembly of parcels.

Assembly of parcels will be a “willing seller/willing buyer” condition. Fair market prices would be negotiated by the acquiring entity, presumably a neighborhood development corporation. In some cases, land may be leased for development. If they wish to, this process could also enable an existing owner to remain in the development as a partner rather than selling.

Step 8: Develop the final infrastructure design.

Objective:

To complete a “preliminary design” stage for infrastructure components and to facilitate re-drawing parcel boundaries.

Actions:

- 8.1 Establish specific street alignments.
- 8.2 Establish formal parcel boundaries.
- 8.3 Rezone parcels to fit redevelopment plan.
- 8.4 Revisit market potential at this stage as well, which may influence anticipated land uses.

Step 9: Begin first phase of infrastructure construction.

Objective:

To execute infrastructure work that will facilitate the first phase of redevelopment.

Actions:

- 9.1 Construct key intersections and road segments.
- 9.2 Initiate first phase of parks and trails improvements.

Step 10: Begin first phase of redevelopment.

Objective:

To secure developers for the initial stages of redevelopment and begin construction that meets the urban design objectives for the neighborhood center.

Actions:

- 10.1 Issue an RFP for developers if a master developer has not been identified in an earlier stage.
- 10.2 Negotiate contracts.
- 10.3 Facilitate design development and expedited permitting.
- 10.4 Begin initial redevelopment construction.