

# **HERITAGE LAND BANK**

## **2007 ANNUAL WORK PROGRAM and 2008-2012 FIVE-YEAR MANAGEMENT PLAN**



### **MUNICIPALITY OF ANCHORAGE**

**Mark Begich, Mayor**

#### **REAL ESTATE DEPARTMENT**

**Heritage Land Bank**

**Robin E. Ward, Executive Director**

**Art Eash**

**Karlee Gaskill**

**Lynn Roderick Van Horn**

**Denise Y. Moore**

#### **Heritage Land Bank Advisory Commission**

**James Balamaci**

**Matthew Claman, Chair**

**Anne Hays**

**Ray Hickel**

**Dee Quinn**

**Gordon Severson, Vice-Chair**

**Robert Teachworth**

## TABLE OF CONTENTS

Chapter 1. Overview of the Heritage Land Bank . . . . .	3
Chapter 2. Heritage Land Bank – Accomplishments in 2005-6 . . . . .	10
Chapter 3. Heritage Land Bank – 2007 Work Program . . . . .	22
Chapter 4. Heritage Land Bank – 2008-2012 Five-Year Plan . . . . .	31

### Appendices

Appendix A:	Regional maps of HLB Inventory
Appendix B	HLB Policies and Procedures
Appendix C:	HLB Fund Activities, by Year
Appendix D:	HLB Leases and Permits
Appendix E:	HLB Advisory Commission Resolution No. 2006 - 14

---

### **2006-7 Heritage Land Bank Commissioners**

Standing, left to right:

Robert Teachworth, Matt Claman (Chair), Anne Hays, Dee Quinn, Jim Balamaci, and Gordon Severson  
(Vice-Chair) Not pictured: Ray Hickel



---

## Chapter 1. OVERVIEW

---

### **Real Estate Department: Heritage Land Bank**

---

The Heritage Land Bank (HLB) is a member of the Mayor’s Enterprise team, a self-supporting department in the Municipality of Anchorage. HLB has its own fund and an advisory commission to oversee and approve its activities. Title 25 of the Anchorage Municipal Code, “Public Lands,” contains the laws under which the Heritage Land Bank operates (AMC 25.40).

HLB was formed in 1983 to acquire and manage land being transferred to the municipality by the State of Alaska. Anchorage is entitled to receive certain state lands under the 1977 state Municipal Entitlement Act. The Mayor and Anchorage Assembly created HLB to manage these lands for the benefit of present and future residents of Anchorage. Over the years, HLB has accepted an expanded role to become the city’s land management and real estate arm. Today, the land held within the HLB is one of the many crown jewels of Anchorage, comprising a valuable treasure of lands for present and future uses.

The Heritage Land Bank also includes the Division of Real Estate Services, located in the Permit Center at 4700 Bragaw Street.

---

#### The Heritage Land Bank Mission Statement

---

“It is the mission of the Heritage Land Bank to manage uncommitted municipal land and the Heritage Land Bank Fund in a manner designed to benefit present and future residents of Anchorage, promote orderly development, and achieve the goals of the Comprehensive Plan.” (AMC 25.40.010)

The Heritage Land Bank (HLB) manages many types of land in its inventory of approximately 8,000 acres: residential, industrial, commercial, recreational and open space. Some of this land is leased to government agencies or the private sector, while other parcels are used or managed by municipal agencies under special permit or management authorizations. Approximately 5,000 acres, or 60% of the HLB inventory, is forested area in the Girdwood Valley, with only a small percentage of the remaining inventory developed or improved property.

HLB achieves its mission by managing an inventory of HLB land and resources to benefit a wide variety of municipal objectives. All proceeds from HLB land sales, leases, and other sources are deposited into the HLB Fund. With approval from the Mayor and Assembly, the fund is used to support the annual operating expenses of HLB, to manage and/or improve HLB property, conduct land use, planning, and feasibility studies, carry out any off-site mitigations and acquire property for municipal use. Since its inception in 1983, the HLB has operated without any direct taxpayer support.

The Mayor, with Assembly approval, may designate any municipal land or interest in land for placement in the HLB. However, land placed in the HLB generally is:

- land reserved or needed for specific or future public purposes;
- land determined excess to municipal needs but unsuitable for disposal and development; or
- other land determined excess to present or future municipal needs, including land for commercial, industrial, residential, recreational park, open space, or other municipal value that is suitable for disposal or development.

Land Management Objectives - HLB manages land to maximize benefits to the Municipality and the public. All management activities are consistent with the comprehensive plan and implementing measures, in order to enhance or protect land values over the long term. To the extent possible, the HLB's goal shall be to achieve more efficient and cost effective land management.

1. The HLB shall ensure that all HLB lands are reasonably protected from adverse impacts, including fire, insect damage, plant disease, illegal dumping, hazardous or contaminated materials, trespass, vandalism, timber theft, and other threats.
2. The HLB will base all land use authorizations on prevailing market rates, except as otherwise provided by AMC 25.40. All payments due to the HLB shall remain current, or the HLB will take appropriate action to ensure payment or terminate the authorization in accordance with applicable lease terms.
3. The HLB shall seek to divest itself of improved lands; transferring management authority for such lands to the appropriate municipal agency with the capability to manage improved facilities.
4. HLB will assist in implementing municipal plans, as long as they are in accordance with HLB policy and economic guidelines.

## Land Development Authority

In recent years, the Municipality of Anchorage was interested in creating a “development authority,” and early in 2005 the Anchorage Assembly approved Assembly Ordinance 2004-181 (S-1), creating the Anchorage Community Development Authority. HLB continues to manage its inventory for primarily municipal uses, but those parcels deemed to be developable could be transferred to The Anchorage Community Development Authority. The ordinance authorized the restructuring of the Parking Authority as the Anchorage Community Development Authority, repealing Anchorage Parking Authority Chapter 9.60, amending Section 25.10.030 for development facilities, and amending Section 4.80.01. The changes in the municipal code formally authorized the Executive Director of the Heritage Land Bank and Real Estate Services to also be the Executive Director of the Anchorage Community Development Authority (ACDA). The Heritage Land Bank and Real Estate Services will work collaboratively with the ACDA to work on special land use and development projects on behalf of the municipality, at times, using selected parcels from the land bank. This joint effort will consolidate land management, real estate development and financial expertise.



---

## Annual Work Program

---

“The advisory commission, following public notice and hearing as specified in this chapter, shall recommend, and submit annually for assembly approval, a work program which conforms to the ... five-year management plan, and which includes detailed descriptions of the proposed land acquisition, inventory, management, transfer and disposal activities of the Heritage Land Bank for the coming year...”. AMC. 25.40.020)

HLB is one of the few municipal agencies required to submit an annual work program to the Assembly. This requirement reflects the considerable public interest inherent in our programs, and offers the public an excellent opportunity to participate in the overall direction and scope of our activities.

AMC 25.40.020 also requires submission of a Five-Year Management Plan to the Assembly. In 2002, the HLB combined these two requirements into a single document. This template was recommended for future annual publications and in that year the Assembly approved the first combined annual and five-year reports as a single document.

---

## Five-Year Management Plan

---

“The advisory commission, following public notice and hearing as specified in this chapter, shall recommend, and submit for Assembly approval, a five-year Heritage Land Bank management plan. The plan shall identify those land acquisition, inventory, management, transfer and disposal objectives anticipated during this timeframe.”  
(AMC. 25.40.020)

Predicting the future is at the very least a challenging undertaking. The success of land transactions often depends upon market conditions, financing, creative marketing, good ideas, politics and luck. Therefore, the one-year and five-year plans are best used as an overall guide. As an enterprise activity, HLB must be prepared to seek out or recognize unforeseen opportunities as they arise that will promote the goals of the Anchorage Comprehensive Plan. Many changing factors make long range forecasting a challenge, and therefore the assumptions, objectives and projections that follow in this document are our best attempt at charting our future. Accordingly, many of these changing factors will be reflected in changes in our goals and accomplishments in this publication.

Where no known municipal purposes can be identified by municipal agencies and when market conditions are generally determined favorable, HLB may sell, exchange or lease particular parcels within its inventory, following public and agency reviews, a Heritage Land Bank Advisory Commission recommendation, and Assembly approval.

The majority of HLB land and resources will continue to be held for future use. HLB will seek to preserve and enhance the value of the land asset. HLB will focus its management responsibilities on unimproved land, while generally transferring improved land to other appropriate municipal agencies.

Such land management decisions, including land disposals, must be consistent with the Anchorage Municipal Code, the Anchorage Comprehensive Plan and its component area plans, and implementing measures. If it cannot be determined whether a proposed management or disposal action is consistent with the comprehensive plan and implementing measures, the HLB will complete a site-specific land use study prior to a final management or disposal decision.

The public has several formal opportunities to comment on any proposed action, disposal or activity of the HLB. Each year, the annual work program attempts to discuss every foreseen near-term initiative, and must be approved by the HLB Advisory Commission and then the Assembly in public hearings. Later, each initiative must be approved separately by the Advisory Commission and the Assembly. Thus, the public generally has at least four occasions to provide testimony on any given issue.

---

## A Brief History of the Heritage Land Bank

---

In 1972 the Greater Anchorage Borough established a Land Trust Fund. Amended in 1976, the trust fund was created to acquire and manage property for the municipality. Six municipal department directors originally made up a Land Trust Fund Council, which maintained oversight over the fund and its properties. In 1983, the Anchorage Assembly created HLB by ordinance to manage municipal lands acquired from the state.

The Municipal Entitlement Act of 1978 granted Anchorage a total land entitlement of 44,893 acres. However, a shortage of available state land in the Anchorage area has made it impossible to fulfill this entitlement. As a result, the municipality has been able to select and obtain title to only about half its total land entitlement, or approximately 25,000 acres.

The ordinance creating the HLB also established the Heritage Land Bank Advisory Commission. The Advisory Commission consists of seven members, appointed by the mayor, to advise the mayor and Assembly regarding the management of land and funds in the HLB portfolio. The commission solicits public comment and public hearings as appropriate in order to gather and consider public input prior to making recommendations. HLB staff handles the day-to-day land management responsibilities of the HLB.

The HLB recognized the need to inventory its landholdings and in 1984 completed the first land and resource inventory. This inventory map book was last updated in 1999, and now includes maps and categories of all HLB land by region. In addition, the inventory identifies all lands by HLB parcel number, municipal tax identification number, zoning classification, acreage and includes a statement of management intent. The inventory also lists all leases on HLB land, including name of lessee and annual rental amount.

According to the 2005 inventory, the HLB manages approximately **7,620** acres divided into approximately **370** parcels. Currently, about 88 parcels of this total are leased or permitted to **45** yearly and seasonal lessees or permittees, not including trailhead acreage leased by the state parks system. A spreadsheet of leases and permits currently held by the Heritage Land Bank is attached as Appendix C.

Many significant land uses and facilities in Anchorage have become reality over the years through contributions from the Heritage Land Bank. These include school sites throughout the municipality, the Cuddy Family Mid-Town Park, demolition of Hollywood Vista apartments on Government Hill, protection of Conner's and Klatt Bogs, the Botanical Gardens lease of HLB lands, Rabbit Creek greenbelt purchase, the Eagle River Town Commons, Eagle River Greenbelt, expansion of the Chugiak Senior Center, and disposal of the NW1/4 of Section 25 to the Parks Department.

Over half of HLB lands are situated in Girdwood. HLB contributions in Girdwood include the dedication of Moose Meadows Park, facilitating development of the Alyeska Prince Hotel, parking expansion plans for town square, a small industrial park, annual permits for the Girdwood Forest Fair, and the recent sale of HLB land for a new Girdwood post office. A thorough land use study was completed in 2006 for the Crow Creek area and a development suitability study is now underway for the Glacier/Winner Creek drainages.

---

## The Heritage Land Bank Fund

---

In 1976, the Municipality of Anchorage created a Land Trust Fund. In July 1976, its balance was \$170,432. During that year, the fund accrued \$10,826 in revenues and expended \$120,097, with the fund's first year-end balance of **\$61,161**.

On August 1, 1983, the **Heritage Land Bank** was created and the MOA's Land Management Fund was renamed the Heritage Land Bank Fund. According to AMC 25.40.035, the HLB Fund can be used for three purposes: the annual HLB operating budget; to acquire land for municipal use; and to improve HLB land.

The following graphs on the next page outline the fund's activities since 1983. The first graph shows the annual fund balance at the end of each year, with a trend line showing the moving

average from year to year, and the second graph lists revenue and expenditure activities on an annual basis. The highest year-end fund balance occurred at the end of 2003, with a fund total of \$6,045,350. The lowest year-end fund balance (following the HLB's initial 1983 fund balance of \$62,172) occurred at the end of 1987, at \$1,803,175. For additional information, Appendix C has an itemized listing of major HLB Fund activities by year.

