

Municipality of Anchorage



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David Bronson, Mayor*

*GIRDWOOD VALLEY SERVICE AREA BOARD OF SUPERVISORS
Mike Edgington and Briana Sullivan, Co-Chairs
Jennifer Wingard, Amanda Sassi, Guy Wade*

Resolution 2022-20 Of the Girdwood Board of Supervisors **RESOLUTION OF SUPPORT** **FOR AREAWIDE BOND PROPOSAL FOR CEMETERIES IN ANCHORAGE**

Whereas, in 2015 voters in Girdwood voters passed an ordinance allowing the Girdwood Board of Supervisors (GBOS) powers to tax property owners to establish and maintain a cemetery in Girdwood by an unprecedented 68.7% in favor; and,

Whereas, the GBOS established a committee, The Girdwood Cemetery Committee, which pursued the goal of establishing a cemetery whose meetings are open to the public and which reports regularly to the GBOS; and,

Whereas, public land was chosen from several offered sites from the Municipality of Anchorage's Heritage Land Bank after extensive public process; and,

Whereas, the GBOS expended public funds for the environmental study which proved the suitability of the chosen site; and,

Whereas, communication and consultation has been maintained with the Director of the Anchorage Memorial Park and the Municipality's Memorial Park Advisory Board since 2002; and,

Whereas, a design and construction cost estimate was created for a multi-phase development plan for the establishment of the Cemetery in 2019; and,

Whereas, the Anchorage Daily News reported in 2020 that the Anchorage Memorial Park had space for public burials for five more years; and,

Whereas, the Girdwood Cemetery Committee has reached out with community councils in Chugiak and Eagle River who expressed their wishes to establish a cemetery in the northern part of the Municipality of Anchorage, has shared information, participated in their public process, and has helped coordinate efforts toward that goal; and,

Whereas, the Girdwood Cemetery Committee has also coordinated efforts with the Municipality's Memorial Park Advisory Board to help promote needed improvements for the Anchorage Memorial Park; and

Whereas, through the coordinated efforts of the Girdwood Cemetery Committee, the Eagle River and Chugiak Community Councils, and the Municipality's Memorial Park Advisory Board, a bond proposal is being developed to fund the establishment of a cemetery in Girdwood at an estimated cost of \$5M, a cemetery in Eagle River and for renovations and improvements at the Anchorage Memorial Park;

THEREFORE, the Girdwood Board of Supervisors requests the Municipality of Anchorage place an areawide bond for those projects on the Spring 2023 Municipality of Anchorage Areawide Ballot.

PASSED AND APPROVED by a vote of 5 to 0 this 17th day of October 2022.



Oct 17, 2022

Briana Sullivan
GBOS Parks and Recreation and Cemetery Chair

Date



Attest

GIRDWOOD CEMETERY

Schematic Report

FINAL

May 2019

Prepared for:



Municipality of Anchorage
Project Management &
Engineering Department
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Cemetery Planning and Design



BETTISWORTH^{NORTH}
ARCHITECTS AND PLANNERS

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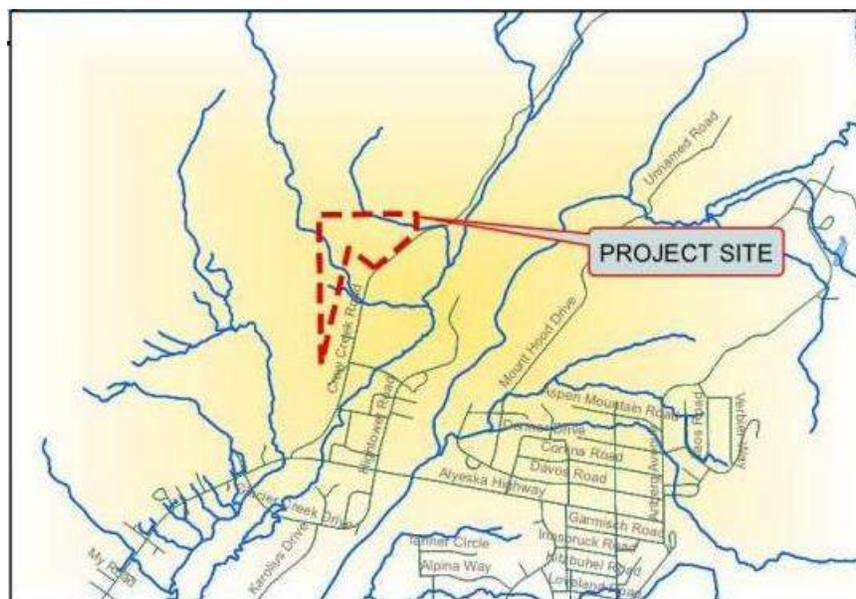
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1. Introduction

The town of Girdwood originally included a cemetery available for local residents. This cemetery was located near the current Forest Service Visitor building and is located on what is now federal land. Following the earthquake in 1969, the cemetery closed and many of the burials were relocated to cemeteries in Sunrise and Hope. A core group of residents in Girdwood have been advocating for development of a new cemetery in Girdwood. With the Anchorage Memorial Park Cemetery reaching capacity within the next ten years, the need for an additional cemetery open to residents of the area is further realized.

Tract D of the Girdwood Elementary School Subdivision (Figure 1) was selected as the new cemetery site following a review of multiple potential locations in the area. The Girdwood Cemetery will provide the community with a location for memorialization and remembrance. The vision of the cemetery is to maintain natural features of the existing land to every extent practical with unpaved walking paths capable of conversion to cross country ski trails in the winter months, and a trail connection from the cemetery site to the Beaver Pond Trail. Additional desires of the community include utilizing GPS to identify burial sites rather than formal headstones, establishment of a Veteran's memorial and incorporating a theme representing the history of Girdwood and surrounding area.

Figure 1– Project Location Map – Girdwood, Alaska



2. Existing Conditions

A summary of existing site conditions is shown on Figure 2.

A. Site

1. General

Tract D, Girdwood Elementary Subdivision encompasses approximately 22 acres of gently sloping terrain. The lot is an irregular triangle shaped parcel. Neighboring properties include Raven Glacier Lodge to the west of the proposed site and Chugach State Park to the north and east. California Creek runs north/south bisecting the site into two distinct areas. The Beaver Pond Trail maintained by the MOA parallels California Creek on the southwest side. Crow Creek Road delineates the property to the southeast. The cemetery site consists of a mixture of evergreen forests and alder meadows.

The Crow Creek area has played an important part in Girdwood history, and a key role in the area's early resource development. The cultural resources likely to exist in the area include materials left from Crow Creek's days as a mining hub. Additionally, a number of historic mining and tie hacking trails run through the area. Evidence of previous mining operations were observed on site. These included evidence of pit exploration and iron mining rails.



Photo 1 - Existing Vegetation with Forested Areas and Alder Meadows in Background

2. Zoning and Required Setbacks

Tract D, Girdwood Elementary Subdivision is zoned GR5. Under GR5 zoning, a cemetery is an allowed use, but only under a Conditional Use Permit. The Conditional Use Permit requires site plan approval from the MOA Planning and Zoning Commission. As part of the site plan approval, the developer must provide public notice and solicit input from the community. Lot setbacks established under zoning GR5 include a 25' front setback, 15' side setback, and a 20' rear setback. No development including parking is allowed in the setback area. A 25' stream setback from the ordinary high water mark (OHW) of an identified stream (Title 21.07.02 Natural Resource Protection) is also required. This setback should overlap with the creek maintenance easement on California Creek. Additionally, a 10' setback is required from the edge of each side of above-ground drainage ways and ephemeral channels. No disturbance in the stream or drainage setbacks are allowed except for trails, utilities and roadways that are perpendicular to the drainage way or stream and do not impact the natural flow characteristic of the stream.

A Wildlife Management Corridor is also required along California Creek in accordance with Title 21.07.02. The Wildlife Management Corridor is a 200' setback from each side of the OHW of California Creek. In this area, all trash receptacles shall be bear resistant. Additionally, trails, driveways and drainage ways shall be designed to accommodate wildlife. Final trail locations will require coordination with the Alaska Department of Fish and Game.

3. Topography

Slopes on the site average 5% to 10% based upon LIDAR imagery, posing few challenges to development. The project area increases in slope as it moves from east to west and south to north into the Chugach Mountains, with slopes of up to 20% at the property edge. The property slopes towards Crow Creek Road and drainage is conveyed overland southwest across the site to California Creek and to the road ditch system on Crow Creek Road. California Creek cuts a valley between the north and south portions of the site making crossing impossible without a bridge.

4. Drainage

In addition to California Creek, multiple regulated and unregulated streams bisect the site. These streams collect runoff and convey it toward Crow Creek Road. Most of the north portion of the site is well draining. However, there have been reports of isolated flooding in the area. A pond was observed on the north portion of the site during numerous site visits. This pond is a relic of the mining operations in the area as it was likely dug by prospectors in the past. The south portion of the site is characterized by complex drainage patterns with seasonal stream flows. Evidence of flooding can be seen on the site.

Runoff from the site collects in a shallow ditch along Crow Creek Road. This ditch conveys water to California Creek. There is no existing storm drain on the project site or along Crow Creek Road.

The most significant flood plain within the project area is located along the west bank of California Creek, on the southernmost extent of the subject property. Although much of the existing Girdwood commercial district is contained in a similar flood zone, new development including burials should be excluded from known and probable flood prone areas. Burials will not be permitted within the 100-year flood plain, which is located across California Creek from the primary proposed access. Burials conducted outside the 100-year flood event zone are not considered to pose a risk of dislodgement. The FIRM and HDR maps are included in the Environmental Feasibility Study.

5. Site Access – Crow Creek Road

The north portion of the site has direct access from Crow Creek Road and is located approximately 1 mile east of the Alyeska Highway intersection. Crow Creek Road has a posted speed of 30 mph. The road is classified as a minor collector in the MOA Official Streets and Highways Plan. The road is paved for a portion of the project site and is unpaved north of the project site. Vehicular access to the south side of the site will be difficult due to access restrictions and topography.



Photo 2 - Crow Creek Road at California Creek

6. Utilities

Anchorage Water and Wastewater Utility provides water and sewer service to Girdwood. The project site is within the AWWU service area; however, water and sewer utilities are not currently

located near the site. As a result, a permanent source of drinking water will not be provided for the cemetery. Septic facilities will be limited to pit toilets and portable facilities.

Chugach Electric Association (CEA) provides electrical service to the Girdwood community and has overhead electrical facilities on the northwest side of Crow Creek Road. The line ends just south of the project site. Connection of electrical facilities for the cemetery will require extension of this line. Telephone and natural gas service is not anticipated to be needed for cemetery development or operations.

B. Geotechnical Investigation

A geotechnical investigation was performed by Shannon & Wilson in November of 2016. Four bore holes were analyzed as part of the report. In general, the borings encountered a surficial layer of organic material (approximately 2' thick) overlying granular soils and over consolidated glacial till. Fines content in the granular soils ranged from 6% to 14%.

Based on the existing subsurface conditions, conventional shallow, heated foundations would be appropriate for building construction. New roads and pathways will require an improved structural section due to the fine contents. The structural section would vary from 2 feet to 5 feet on pathways, driveways, and parking lots. Structural fill will need to be clean, granular soil free of organic material and non-frost susceptible. Structural fill should meet the MOA requirements for Type II material. Due to the depth of groundwater, dewatering for construction of foundations and utilities is anticipated. For the purpose of schematic design, a structural section of 3 feet was assumed for the driveways, concrete sidewalks, and unheated foundations. A 2-foot structural section of clean, granular fill was assumed under gravel pathways. Further geotechnical investigations should occur as design progresses in the location of the proposed parking area and at the shelters to more accurately define specific soils in those locations.

The geotechnical borings encountered groundwater between 5 and 20 feet below ground surface. Those areas with shallow groundwater are not considered eligible for buriable space. Only one boring advanced demonstrated groundwater at 5 feet below ground surface. Selection of burial sites would require temporary installation of groundwater piezometers to document the fluctuation of groundwater across seasons, and selection of those areas where groundwater is not shown to rise above 6 feet below ground surface. Additional groundwater monitoring is recommended to determine what equipment may be required for burial excavations.

C. Environmental

An Environmental Investigation and Preliminary Determination of Wetlands and Waters was completed by Restoration Science & Engineering, LLC in November of 2016.

California Creek is an anadromous stream that supports chum, coho, chinook, pink, and sockeye salmon. Fish tend to avoid spawning in glacially fed, braided streams because those channels are unpredictable and frequently shift. The most significant fish spawning in the Girdwood Valley occurs in California Creek. There is a significant fish milling area at the confluence of California Creek and Glacier Creek. (MOA 2010). The extent of salmon use in the segment of the creek that flows through the property is unknown.

Under the National Wild and Scenic Rivers Act (1968), selected rivers in the United States are preserved for possessing outstandingly remarkable scenic, recreational, geologic, fish and wildlife, historic, cultural, or other similar values. Rivers, or sections of rivers, so designated are preserved in their free-flowing condition and are not dammed or otherwise impeded. California Creek is not listed as a Wild and Scenic River.



Photo 3 - California Creek

Potential jurisdictional waters were identified on the property include California Creek, four small streams, and a pond occupied by a small excavation. Several drainage ways were identified on the property that are believed to be intermittent streams since they lack a discernible bed and bank. Based on evaluation of existing soils, vegetation, and hydrology, wetlands were not found within the project site.

D. Demographics

The Municipality of Anchorage has one public and one private cemetery that allow for full body burials. The Anchorage Memorial Park Cemetery is owned by the Municipality of Anchorage and is operated and maintained by the Department of Health and Human Services.

The Anchorage Memorial Park Cemetery estimates the cremation rate to be approximately 75% in Anchorage with the majority of cremated remains being scattered. The cemetery sees approximately 200 burials a year with 60% being a traditional, full body burial and 40% cremation. The cemetery is divided into multiple areas based on religion and community groups. The cemetery does not charge a plot fee but does charge for grounds maintenance and preparation of burial sites. The cemetery also offers a columbarium with individual, companion, and family niches.

The Anchorage Memorial Park Cemetery has outlined burial requirements and fees through Municipal Code 25.60 including requirements for monumentation and personal decoration. The Cemetery prepares 80 grave sites in advance to allow for burial in the winter. This is to accommodate religious groups that require burials to occur within 48 hours of demise. To prepare for winter burials, the cemetery cuts the sod for the grave site, places approximately 12-inches of dry leaves and 4-inches of insulation on top of the grave and then covers the grave with plastic. This prevents the ground from freezing allowing for digging in the winter. If needed, the cemetery also has a grave thawing device.

Girdwood is anticipated to see approximately 25-50 burials a year with the majority of these burials being cremation burials.



Girdwood Cemetery

Girdwood, Alaska

Uniform and gently sloping topography in the north portion of the site makes this land usable for cemetery development without grading for burial areas. The heavy, native tree cover, however, should be protected and preserved by using the site predominantly for in-ground cremation burial and limiting full body burial to selected and dispersed locations within the woodlands.

The existing, historic miners' pond should be preserved and used as a feature within the cemetery, and as part of a cemetery trail system.

This deep, California Creek valley divides the north and south portions of the site making pedestrian crossing impractical or impossible without a structural crossing.

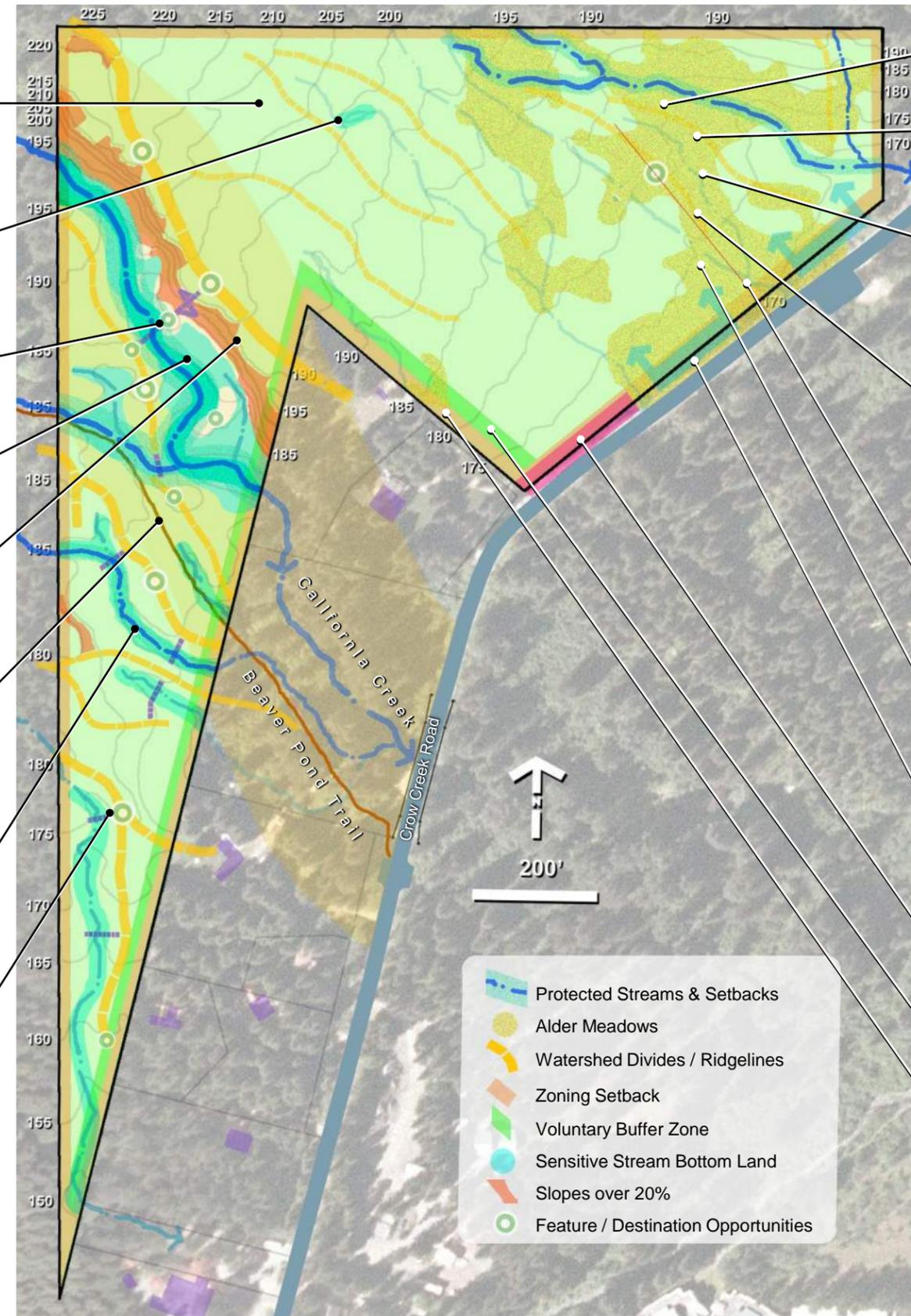
The high banks of this creek corridor offer dramatic views into the valley with opportunities for meditation overlooks from within the cemetery.

These sensitive slopes and regulated stream corridors need to be protected with setbacks for burial and trails at the top of slopes.

Beaver Pond Trail is an important part of the regional trail system. A connection to the proposed cemetery would have mutual benefit to the users of both the Beaver Pond Trail and the cemetery. Cemetery development could add unique historic, natural and cultural features, and meditative open space to the overall trail system.

Complex drainage patterns with seasonal stream flows in the point of land south of California Creek create difficult and wet topography that makes the use of this heavily wooded land impractical for full body burial development.

Well placed trails on ridgelines with drainage crossings would allow for in-ground cremation burial in this difficult topography. Key points located along these ridges offer opportunities for rest and meditation areas, interpretive displays, and special memorial features.



The gently sloping topography of the existing alder meadows is suitable for full body burial without significant grading or tree removal.

This regulated stream requires protective setbacks for burial development.

The existing alder meadows make access on foot impractical or impossible. Removal of the alder growth and restoration of these areas with native meadow grasses offers the opportunity to create naturalistically designed burial areas suitable for full body burial. Their organic, natural configuration should be maintained as much as is practical to create interesting and intimate spaces within the woodlands.

The gently sloping, east-facing land would in this area would be visible from Crow Creek Road with the removal of the alder growth. This is the best opportunity for creating a public face and identity for the cemetery. These alder meadow areas also have good view orientation to the mountain vistas to the east. These site characteristics should be used to advantage in the placement, orientation, and design of the cemetery's structural facilities.

This existing drainage way and low area provides natural location for drainage collection and storm water management.

The east facing slopes and treeless areas of the alder growth create small scaled spaces that can be used to advantage for creating intimacy and privacy in the cemetery design.

These areas of higher ground are good locations for vehicular access to the site.

The bend in Crow Creek Road creates inadequate site distance to the south from the site and prohibits site entrance in this area.

A voluntary 25' buffer zone, in addition to the required setback, would provide additional privacy for neighbors.

A 25' setback is required for structural development.

3. Master Plan

In addition to burial locations, the master plan for the cemetery includes parking areas, access aisles, a central area with shelters, memorials, and columbariums, meditation areas, a public restroom, and a facility storage area.

A. Burial Plan

The Girdwood cemetery will allow for traditional burials, cremation burials, and green burials as well as columbariums for cremation ashes. In addition to required MOA code and environmental setbacks, development of the cemetery will include a 50-foot setback from the privately-owned properties to the south. It is the desire of the community to minimize impacts to the natural vegetation and to preserve the character of the existing land. Natural building materials should be incorporated wherever possible to help achieve this goal.



Photo 4 - Natural Building Materials Utilized in this Cemetery Pathway

The cemetery will be developed around existing alder stands located near the east end of the cemetery. These alders can be cleared without disrupting the character of the site and transformed into meadows. The meadows should be planted with native grasses and wildflowers to ensure sustainability and ease of maintenance. The meadow areas will serve as traditional burial locations allowing for full body burials. These areas will be easily accessed from the parking and shelter areas allowing access for people with limited mobility. As you progress from the central areas, the site becomes more forested and less suitable for full body burial without disturbing the existing vegetation. Furthermore, walking routes increase as the distance from vehicle access increases making them less suitable for traditional burials. These areas can be



Photo 5 - Existing Shelter at a Cemetery

used primarily for cremation burials, with the occasional full body burial accommodated in the dense woodlands. The full body burial sites will need to be hand selected and limited to prevent disturbing the existing trees. Burial sites southwest of California Creek will only be accessible by foot and should be limited to cremation burials. A decorative fence will be installed on the site where it fronts Crow Creek Road. A chain link fence will also be placed around site property lines where the property abuts private property and does not impact the Wildlife Management Corridor.

B. Amenities – Shelters and Restrooms Equipment Storage

The Central Activity area consists of three committal shelters and a central courtyard plaza area. The central plaza area will provide an area for committal services and community activities and will include opportunities for cultural and historic art displays and memorials. The three shelters will be 30 feet by 30 feet, timber frame and be open on one to two sides (Figure 3). Each shelter will have a pitched roof that slopes away from the courtyard area to prevent snow from collecting in the courtyard. The shelters will incorporate columbariums in the walls and provide an opportunity for a Veteran’s memorial on the wall of the shelter that faces the courtyard. This memorial will be visible as you approach shelters. Additional elements can be included into the plaza area and the shelters to help



Figure 3 - Conceptual Shelter Layout

recognize Girdwood’s historic past. These can include statue in the center and informational displays relating to the area’s mining past. The courtyard will also accommodate columbarium niche walls and seating for meditation and gatherings. The central area will be connected to the parking lot by a 10-foot wide sidewalk. The shelters and the courtyard will be oriented to take advantage of the mountain vistas to the south east and north west. Lighting will be provided for both the shelters and the courtyard plaza area. The plaza will also include two flag poles for the American and Alaskan flag.

Public restrooms will be provided to the east of the central activity area. These will consist of two portable toilets and will be vehicle accessible for maintenance and removal. The portable toilets be housed in a screened, roofed shelter. Similar to the central area shelters, the roof will be pitched and sloped away from travel areas. A storage area will be provided to allow for equipment and materials. The storage area will consist of a cleared, fenced area and a gravel pad.

Overlooks and meditation areas should be provided at strategic locations across the site. The historic miners’ pond can be a focal point for the cemetery allowing for interpretive displays teaching the mining history of Girdwood and the surrounding area. This area can be combined with a small “council ring” allowing for small scale activities and committal services.



Photo 6 - Council Ring

C. Memorials/Enhancements

It is the desire of the Girdwood community to not include memorials at each grave site. As an alternative, cenotaphs can be incorporated into multiple areas throughout the cemetery. A cenotaph is a monument to a person or groups of persons buried elsewhere. These can include stone monoliths or wooden markers that provide a memorial of persons buried in each area or a cenotaph wall incorporated in the shelter area. Additional memorials could include memorial benches added at meditation areas along the gravel pathways or living trees in the meadow areas.



Photo 7 - Boulder Cenotaph

Each burial site including cremation burials should include a marking steel pin. This pin would be buried above the remains and could be identified with a metal detector. GPS coordinates can be logged with each grave. However, satellite reception may be difficult in areas with thick tree canopies making exact identification difficult.



Photo 8 - Memorial Bench



Photo 9 - Example of a Miner's Memorial

D. Pedestrian Access

Pedestrian access to the site will be provided from the parking area and Beaver Pond Trail. Additional trails will be present throughout the site to provide access to burial sites and the meditation areas. Raised footbridges will be included at the small stream crossings. A 125-foot



Figure 4 - Conceptual Gravel Pathway

pedestrian bridge should be constructed to connect the north and south portions of the cemetery. The bridge should be designed to carry occasional maintenance vehicles.

Pedestrian trails (Figure 4) will be 8-feet wide, unlit gravel trails with shoulders to allow for occasional equipment to dig graves and maintain the site. In order to minimize tree loss. It is recommended that an arborist be consulted prior to pedestrian trail placement to ensure loss of forest is minimized and a natural setting is maintained in the cemetery.

E. Access and Parking

Access to the north portion of the site will be provided by two, 24-foot driveways with a 200 foot separation. A 24-foot access aisle (Figure 5) will connect these driveways and provide access to parking, restroom facilities, the central activity area, and the storage facility. A total of 22 parking spaces, including 1 accessible parking space will be included in the parking area. Access gates should be provided on both driveways to limit access when the cemetery is closed. The driveways, parking, and access aisles will include electrical lighting in accordance with MOA code. Storm runoff from the parking areas will drain to a basin in the center that will allow for both detention and infiltration of the stormwater.



Photo 10 - Cenotaph Wall with Memorials on Rock Faces

A 14-foot wide gravel roadway (Figure 6) with turnaround will provide access further into the site allowing for hearse access and private vehicles when needed for graveside ceremonies. At the option of the cemetery, this roadway could be made available during the summer only or plowed as needed.



Figure 5 – Front Entry and Vehicle Access

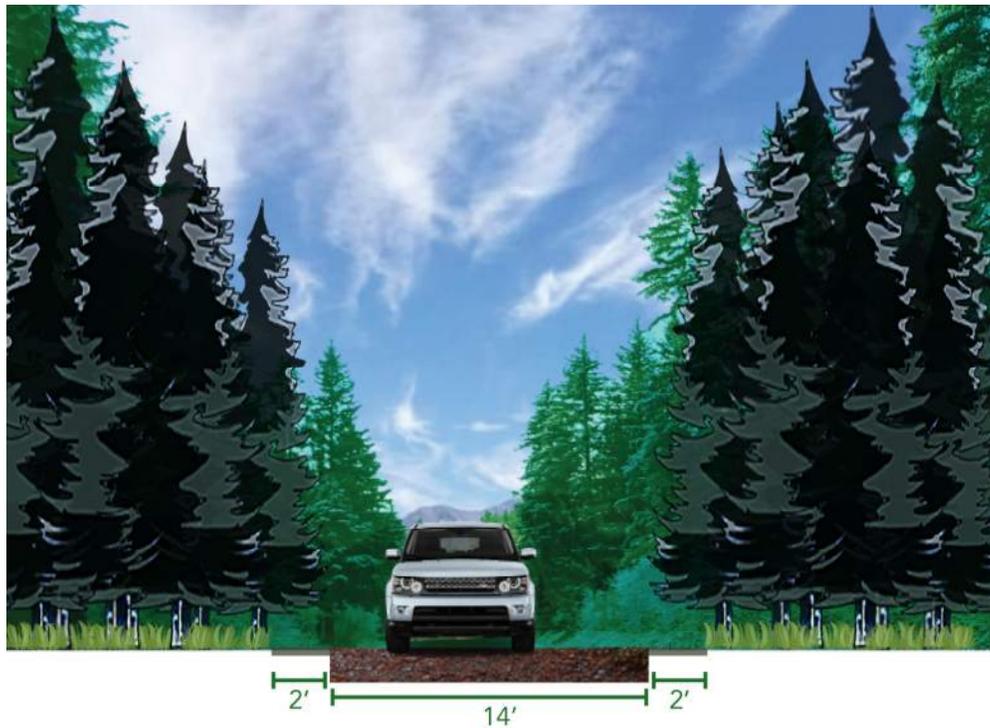


Figure 6 – Gravel Roadway

Girdwood Cemetery
Girdwood, Alaska

Long Range Master Plan
Recommendations for Cemetery Development



Cremation burials and selected full body burial sites are available throughout the dense woodlands. Memorialization can be personalized, but should be limited to natural and locally available stone and wood materials. Stone memorials should be in the form of natural boulders.

The historic miners' pond is the central feature for a meditation area that can also accommodate committal services or gatherings. This includes a "council ring" for small scale activities and performances. The facilities can include interpretive displays of natural features and cultural history.

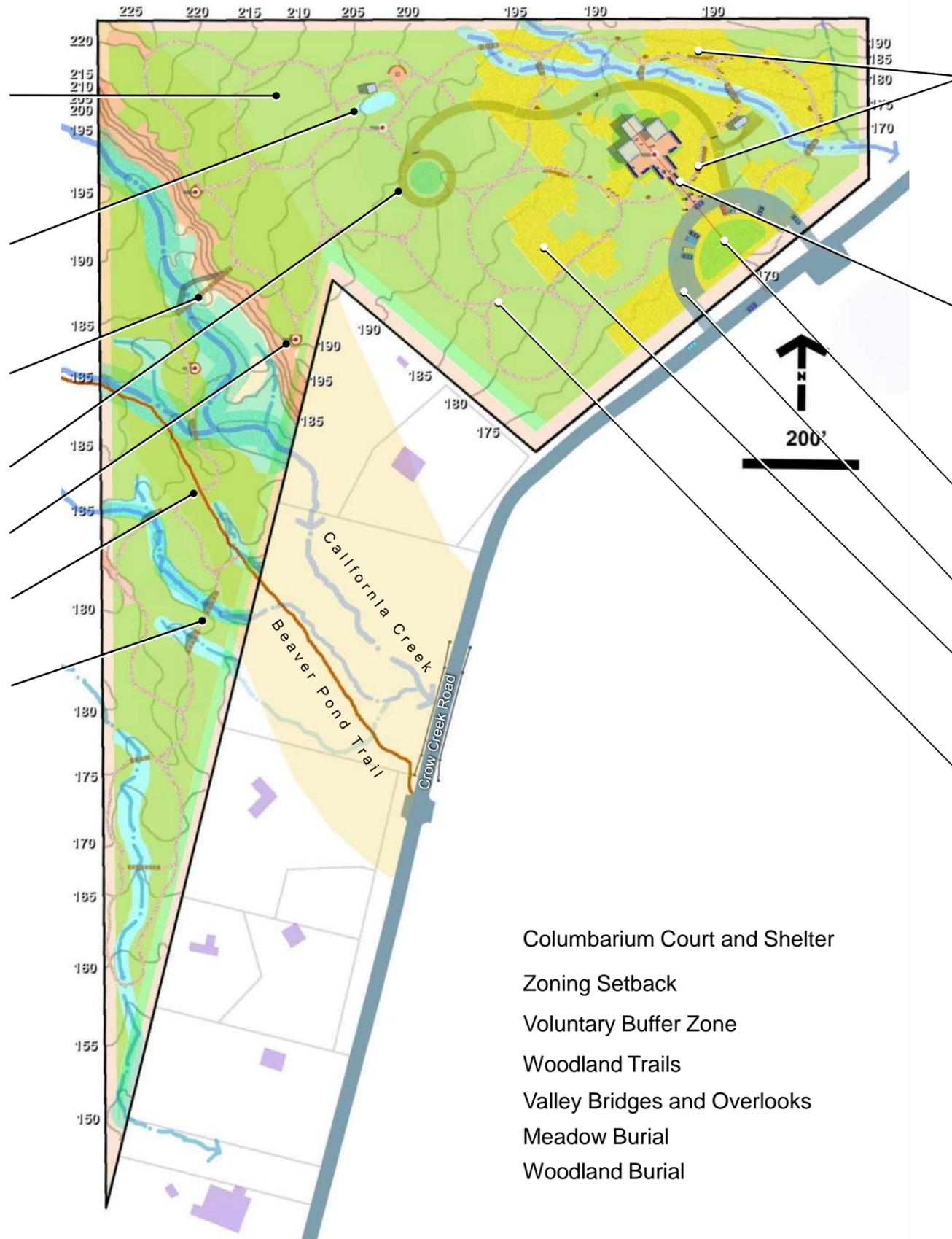
The California Creek bridge creates the important link between the Beaver Pond Trail and Girdwood Cemetery and connects the north and south halves of the cemetery.

A stabilized but unpaved road provides access to the western parts of the cemetery.

Valley overlooks with seating for meditation are placed at key vista points along the trails.

The cemetery trails link the Beaver Pond Trail with the cemetery

Foot bridges provide year-round access across the seasonal streams on the trails through the cremation woodlands in the south "Point" of the cemetery.



Open meadows of native grasses and wildflowers accommodate full body burials. Mowed pathways provide access through the meadows. Burial options include "visitation" graves along the paths and "non-visitation" graves within the meadows. Native boulders are used for personal memorials along the pathways and boulder monoliths are used for cenotaph memorialization of burials in the non-visitation meadows.

The central activity area provides shelters and an events plaza for committal services and community activities. These facilities include columbarium niche walls and seating for meditation and gatherings. The central plaza includes the opportunity for historic and cultural art displays and memorials. This includes the opportunity to create a Veterans' memorial.

Storm water detention and snow storage is captured in the natural basin at Crow Creek Road.

Paved access road and parking.

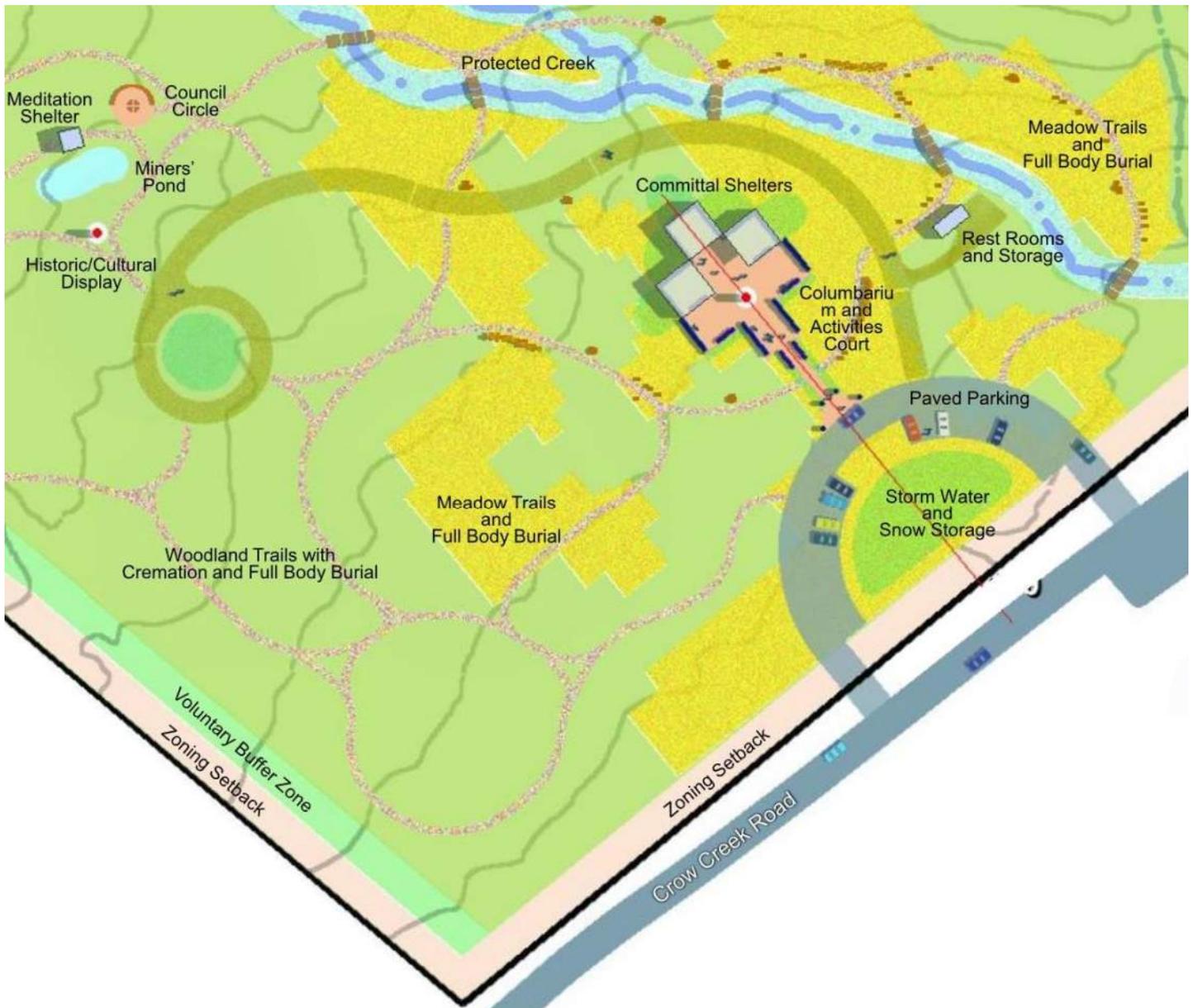
Naturally configured, existing alder stands are converted to meadows within the open areas of the dense woodlands.

Woodland trails provide access to the woodland cremation burials and selected full body burial sites as well as recreational hiking trails which connect to the Beaver Pond Trail.

- Columbarium Court and Shelter
- Zoning Setback
- Voluntary Buffer Zone
- Woodland Trails
- Valley Bridges and Overlooks
- Meadow Burial
- Woodland Burial



Figure 8 – Girdwood Cemetery Master Plan – Central Area and Parking



4. Operations and Maintenance

A. Operations

The MOA Department of Health and Human Services will manage the cemetery for Girdwood. To assist them and help guide development, an operational and planning manual should be developed. This manual will require placement of burials in a manner that minimizes earth disturbing activities and allows for revegetation of burial areas such as full body burials should occur sequentially. A grid pattern should be established for the cemetery site that designates areas set aside for protection and identifies acceptable burial locations for full body and cremation. The MOA will require documentation for each grave site and the grid pattern can start as a basis for this requirement. The cemetery should be prepared for winter burials in a manner similar to the Anchorage Memorial cemetery.



Figure 9 – Potential Grid Pattern for Cemetery

While it is the desire of community to offer the land for the burial spots at no charge, costs for services such as excavating and columbarium niches will need to be established and outlined in the operations and planning manuals.

B. Maintenance

The MOA will be responsible for maintenance on the cemetery site. The MOA intends to plow snow from the parking and plaza areas during the winter. Snow storage is provided in the center area of the parking lot. Additional snow storage can be accommodated north and south of the driveways. The gravel pathways and gravel roadway that run through the cemetery site will not be plowed in the winter and instead will be maintained as ski trails. The portable restrooms will only be available in the summer and will be removed during winter. Upon request, the restrooms can be reinstalled for specific winter activities.

Selection of new landscaping should incorporate native, local species that require low to no maintenance.

5. Public Involvement

A. Girdwood Cemetery Committee

The Girdwood Cemetery Committee was created by the Girdwood Board of Supervisors to oversee planning and development of the cemetery. Prior to this report, the committee has met with the public and organized walk throughs with the site. The project team has been coordinating with the committee for review and approval of the schematic design. The following table summarizes the meetings with the committee.

Table 1 – Girdwood Cemetery Committee Meetings

Date	Meeting Type	Remarks
October 20, 2018	In Person	Met with the Committee and walked the site
November 2, 2018	In Person	Reviewed preliminary findings and potential cemetery development
December 18, 2018	Telephone Conference	Reviewed preliminary cemetery layout and preliminary phasing plan
January 15 th , 2019	Telephone Conference	Reviewed cemetery master plan and revised phasing plan
February 7 th , 2019	In Person	Reviewed cost estimate and Open House Agenda

B. Open House

A public open house was held on February 28, 2019. The meeting was held at the Girdwood Community Room and had 16 attendees. The meeting format included a formal presentation in addition to an open house format style where the attendees could look at project boards, ask questions, provide comments and talk to Municipal representatives and design consultants. A summary of the meeting minutes and comments received is included in Appendix C.

6. Permitting

Cemetery Development is governed by the State of Alaska Statute 10.30 and Anchorage Municipal Code 21.50.140. State of Alaska Statute 10.30 outlines requirements for formation of a nonprofit cemetery including requirements for a cemetery plan and identifying cemetery lots. The Anchorage Municipal Code 21.50.140 outlines design requirements for cemeteries. The Code requires platting of burial plots and a maximum density of no more than 1,500 burial plots per gross acre. These requirements were written with the intention of full body burials. If needed, the cemetery should request a variance for a greater density of burials with cremation. The Code also requires the maximum height of principal and accessory structures not exceed 35 feet.

Crow Creek Road is owned and maintained by the State of Alaska. As such, any driveway connecting the site to Crow Creek Road will require a State of Alaska driveway permit. Municipality of Anchorage Building Permit.

RSE reviewed required environmental permits required for the project. A summary of their review is included in Appendix D. The following environmental permits will be required for work at the cemetery site:

- Alaska Pollution Discharge Elimination System Construction General Permit Stormwater Pollution Prevention Plan for disturbances greater than 1 acre.
- Alaska Department Fish and Game Habitat Permit will be required for construction of the crossing over California Creek
- Flood Hazard Permit will be required if development occurs within the floodplain of California Creek.
- California Creek and surround streams and tributaries are considered Waters of the U.S. and will require an evaluation for a Nationwide Permit if development or fill encroaches into these waters.

The wetlands survey completed by RSE did not identify jurisdictional wetlands on the property. However, the survey did not get submitted to the US Army Corp of Engineers for review and concurrence. As such, it is possible additional areas could be considered jurisdictional wetlands by the Corp of Engineers.

If federal funding is used for development of the project, a Section 106 Cultural Resource consultation is required. At a minimum, the State Historic Preservation office should be contacted to preserve artifacts and features onsite.

7. Phasing

Cemetery development will occur in four phases. See Figure 9 for phasing layout. The first phase will encompass the majority of infrastructure including the parking areas, central activity area, storage yard, meditation facilities, restroom facilities, and pedestrian connection to Beaver Pond Trail. The remaining phases will open additional areas for burials. Since maintenance of pedestrian trails relies partially on foot traffic, it is recommended that the trails be furthered phased, with the exception being the main trail to access the Beaver Pond Trail system.

Table 2 - Cemetery Phasing Summary

Phase	Construction Year	Development
Phase 1	2021	5 acres total to be developed. Includes parking areas, shelters with columbarium walls, pathways including connection to Beaver Pond Trail. Allows for full body burials, cremation burials, and ashes interred in columbarium
Phase 2	2040	3 acres to be developed. Includes gravel roadway to northwest portion of site and additional pedestrian pathways. Columbariums can be constructed as needed along pathways. Allows for additional full body burials and cremation burials.
Phase 3	2080	8.5 acres to be developed. Includes development of remote southern portion of the cemetery site. Allows for cremation and select full body burials
Phase 4	2100+	3.5 acres to be developed. Includes further development of the site including additional meadows for full body burials. Columbariums can be constructed as needed along pathways. Allows for additional full body burials and cremation burials.

Figure 10 – Girdwood Cemetery Phasing Plan

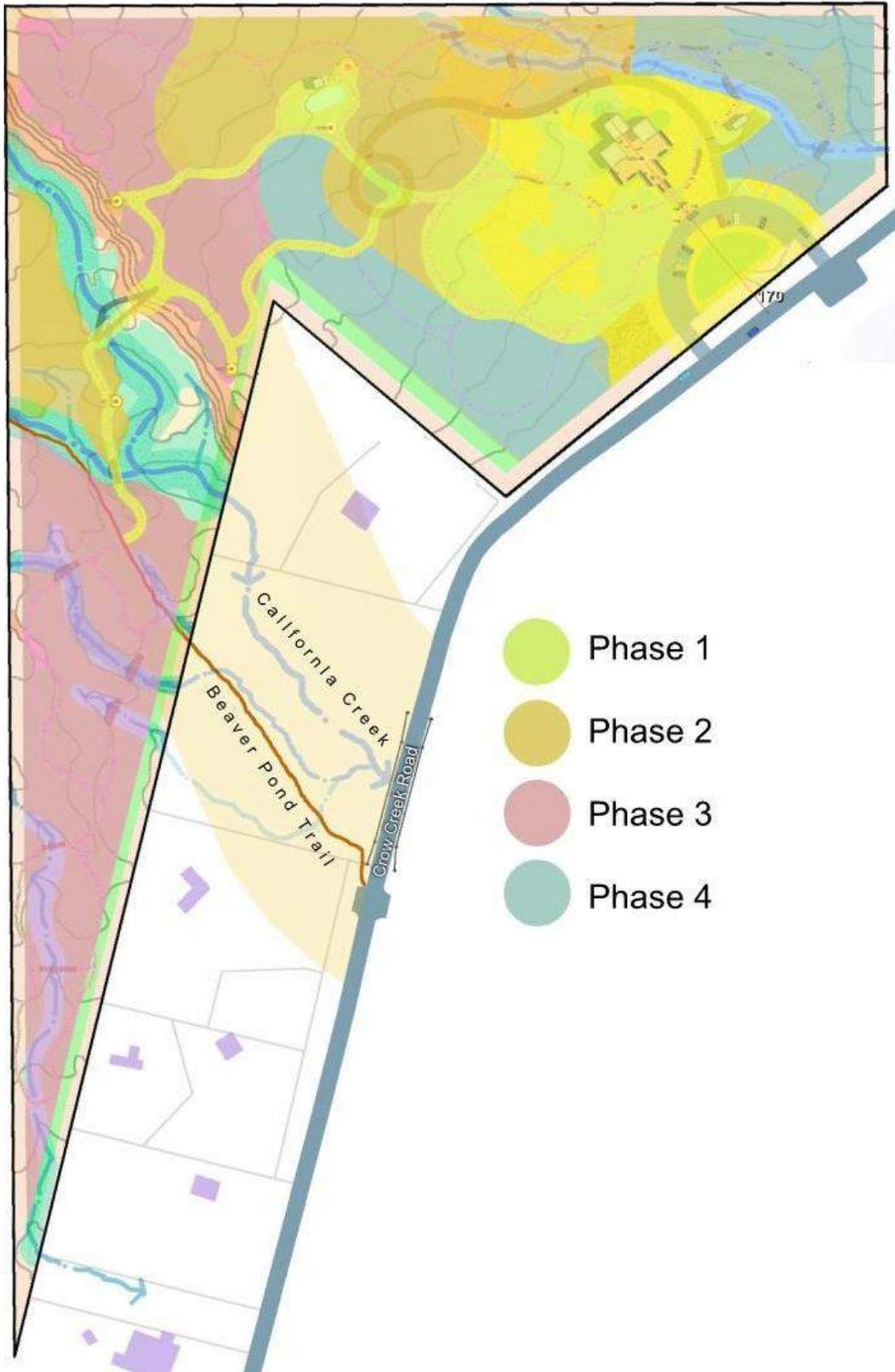
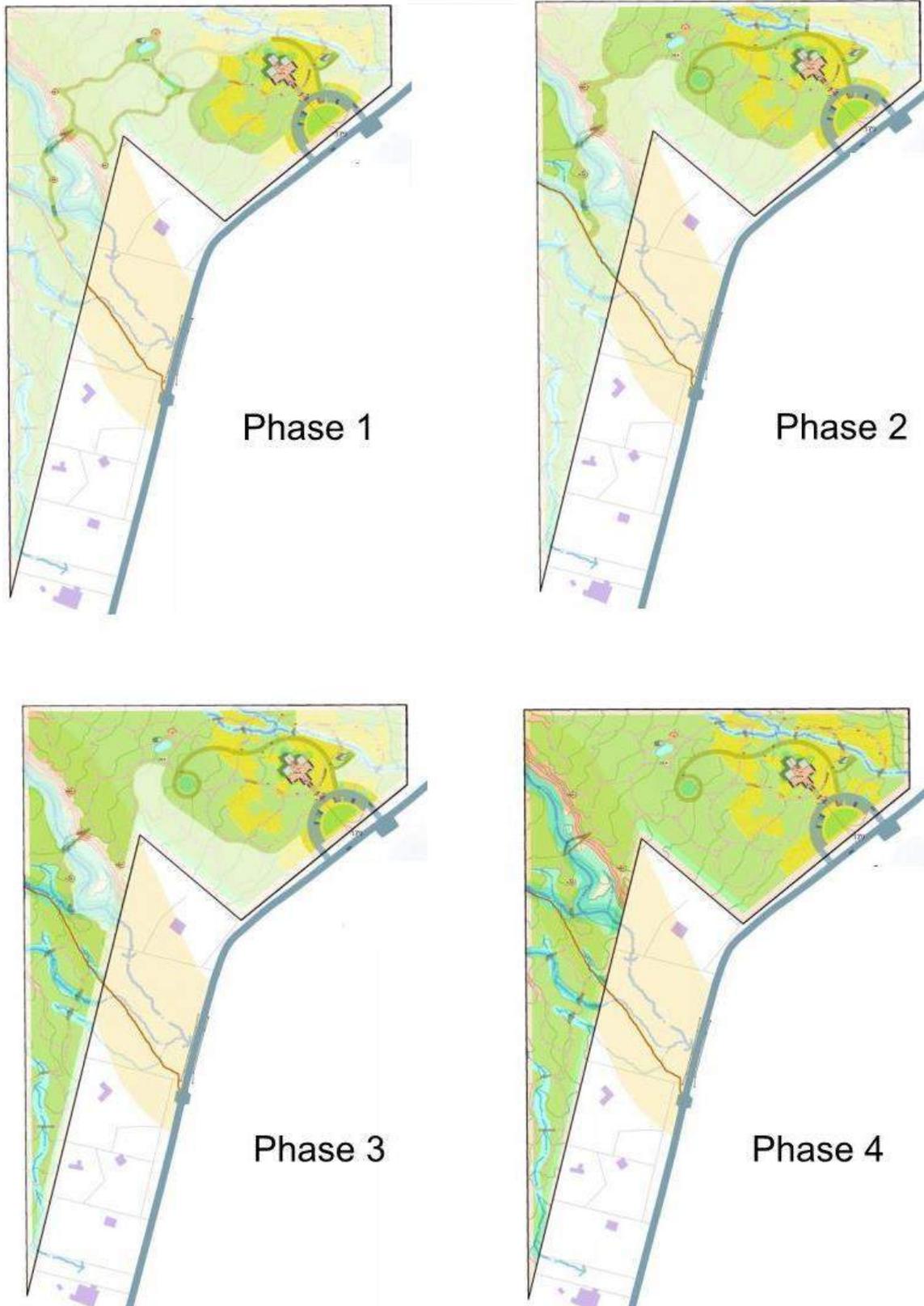


Figure 11 – Phasing Plan – Breakdown per Phase



8. Cost Estimate

The following table summarizes project costs per phase. Detailed cost estimates are included in Appendix B.

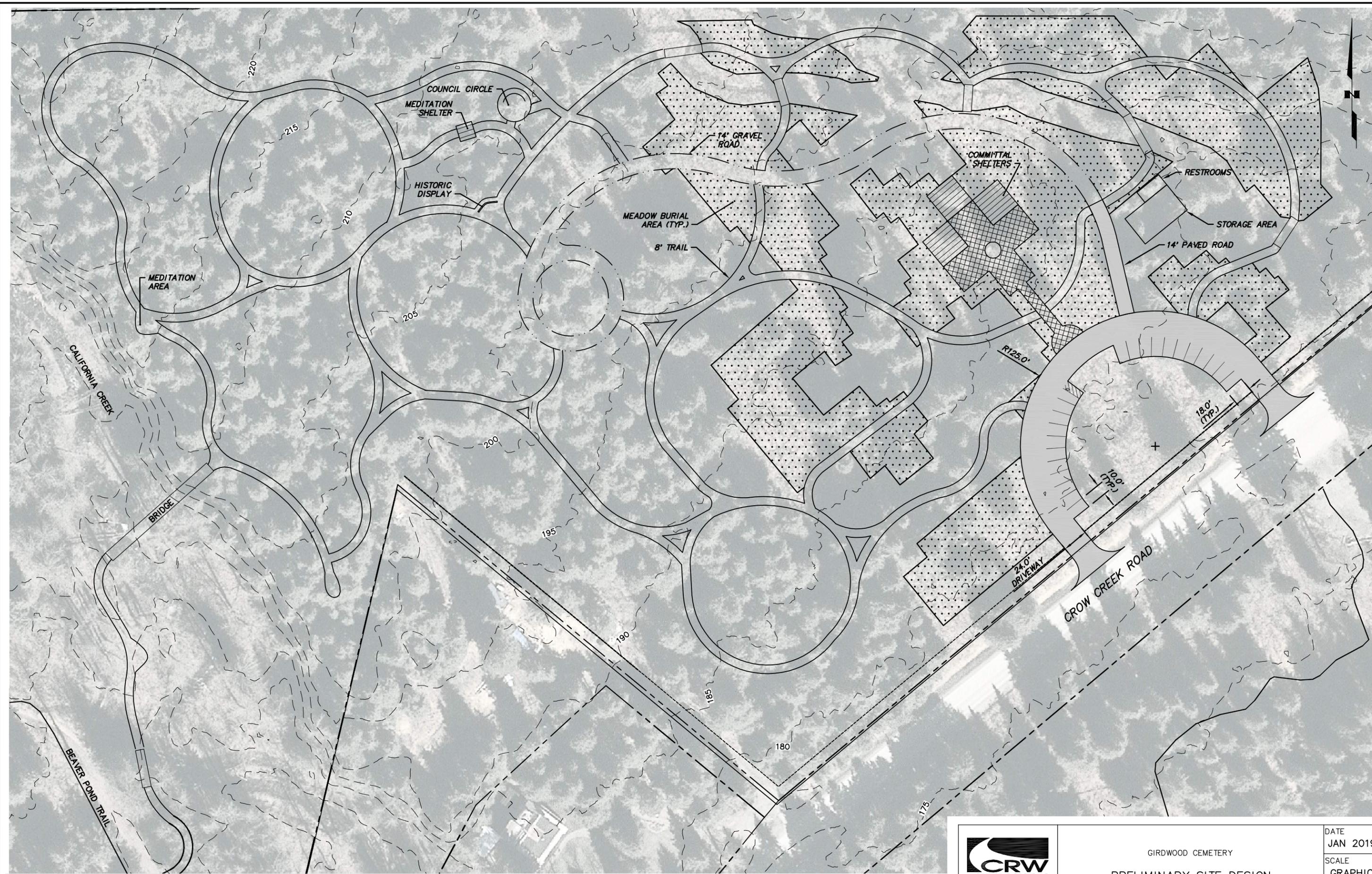
Table 3 - Summary of Estimated Project Costs

Description	Estimate
Phase 1	
Parking Area and Vehicle Access	\$500,000
Central Activity Area	\$660,000
Storage Yard	\$15,000
Pedestrian Walkways and Fencing	\$405,000
Meditation Areas	\$40,000
California Creek Bridge	\$250,000
Columbariums/Cenotaphs	\$500,000
Subtotal:	\$2,370,000
Construction Contingency (25%)	\$595,000
Engineering and Construction Management (35%)	\$830,000
Permitting	\$200,000
Total for Phase 1	\$3,995,000
Phase 2	
Gravel Roadway	\$50,000
Pedestrian Walkways	\$115,000
Subtotal:	\$165,000
Construction Contingency (25%)	\$41,000
Engineering and Construction Management (35%)	\$58,000
Total for Phase 2	\$264,000
Phase 3	
Pedestrian Walkways	\$355,000
Subtotal:	\$355,000
Construction Contingency (25%)	\$89,000
Engineering and Construction Management (35%)	\$124,000
Total for Phase 3	\$568,000
Phase 4	
Pedestrian Walkways	\$200,000
Subtotal:	\$200,000
Construction Contingency (25%)	\$50,000
Engineering and Construction Management (35%)	\$70,000
Total for Phase 4	\$320,000
Grand Total:	\$5,147,000

End Report

APPENDIX A – SCHEMATIC DRAWINGS

File: J:\JobsData\10144.00 Girdwood Cemetery Schematic Report\00 CADD\01 Working Set\01 Civil\10144.00 Site Layout.dwg



SEE FIGURE 2



PROJECT: 10131.07
 STATUS:



GIRDWOOD CEMETERY
 PRELIMINARY SITE DESIGN

DATE	JAN 2019
SCALE	GRAPHIC
FIGURE	1

APPENDIX B – COST ESTIMATE

Girdwood Cemetery Schematic Design
Cost Estimate

Girdwood Cemetery	
Phase	Estimated Cost
1	\$3,994,269
2	\$264,744
3	\$567,160
4	\$319,945
Total - Girdwood Cemetery	\$5,146,118

Girdwood Cemetery Schematic Design
Cost Estimate

ITEM No.	ITEM DESCRIPTION	UNIT	EST QUANT	UNIT PRICE	TOTAL COST
Phase 2					
	Storm Water Pollution Prevention Plan	LS	1	\$2,000	\$2,000
	Clearing and Grubbing	Acre	0.2	\$40,000	\$8,000
	Unusable Excavation	CY	1,030	\$25	\$26,059
	Classified Fill & Backfill (Type II)	Ton	2,040	\$25	\$51,612
	Pathway Gravel	Ton	270	\$48	\$13,041
	Recycled Asphalt Paving (RAP)	Ton	120	\$62	\$7,452
	Construction Survey Measurement	LS	1	\$4,500	\$4,500
	Two Person Survey Crew	Hour	40	\$265	\$10,580
	Footbridges (boardwalk)	LF	85	\$500	\$42,500
Subtotal - Phase 2					\$165,744
Construction Contingency (25%)					\$41,000
Engineering (15%)					\$25,000
Construction Management (20%)					\$33,000
Total - Phase 2					\$264,744

Girdwood Cemetery Schematic Design
Cost Estimate

ITEM No.	ITEM DESCRIPTION	UNIT	EST QUANT	UNIT PRICE	TOTAL COST
Phase 3					
	Storm Water Pollution Prevention Plan	LS	1	\$4,000	\$4,000
	Clearing and Grubbing	Acre	0.5	\$40,000	\$20,000
	Unusable Excavation	CY	2,090	\$21	\$43,263
	Classified Fill & Backfill (Type II)	Ton	3,500	\$25	\$88,550
	Pathway Gravel	Ton	540	\$31	\$16,767
	Construction Survey Measurement	LS	1	\$8,500	\$8,500
	Two Person Survey Crew	Hour	40	\$265	\$10,580
	Footbridges (boardwalk)	LF	225	\$500	\$112,500
	Pedestrian Bridge	LS	1	\$50,000	\$50,000
Subtotal - Phase 3					\$354,160
Construction Contingency (25%)					\$89,000
Engineering (15%)					\$53,000
Construction Management (20%)					\$71,000
Total - Phase 3					\$567,160

Girdwood Cemetery Schematic Design
Cost Estimate

ITEM No.	ITEM DESCRIPTION	UNIT	EST QUANT	UNIT PRICE	TOTAL COST
Phase 4					
	Storm Water Pollution Prevention Plan	LS	1	\$2,000	\$2,000
	Clearing and Grubbing	Acre	0.3	\$40,000	\$12,000
	Unusable Excavation	CY	1,150	\$21	\$23,805
	Classified Fill & Backfill (Type II)	Ton	1,900	\$25	\$48,070
	Pathway Gravel	Ton	300	\$48	\$14,490
	Construction Survey Measurement	LS	1	\$4,000	\$4,000
	Two Person Survey Crew	Hour	40	\$265	\$10,580
	Footbridges (boardwalk)	LF	70	\$500	\$35,000
	Pedestrian Bridge	LS	1	\$50,000	\$50,000
Subtotal - Phase 4					\$199,945
Construction Contingency (25%)					\$50,000
Engineering (15%)					\$30,000
Construction Management (20%)					\$40,000
Total - Phase 4					\$319,945

APPENDIX C – PUBLIC INVOLVEMENT

GIRDWOOD CEMETERY PUBLIC MEETING

Date: February 28, 2019
Attendees: 16, see sign-in sheet
Location: Girdwood Community Room
Project: Girdwood Cemetery

Public Meeting Summary

A public meeting for the Girdwood Cemetery Project was held on Thursday, February 28, 2019 from 7:00 PM – 9:00 PM in the Girdwood Community Room located at the Girdwood Public Library. The meeting format included a formal presentation in addition to an open house format style where the attendees could look at project boards, ask questions, provide comments and talk to Municipal representatives and design consultants.

Upon arrival, attendees were greeted and asked to sign-in. Project team members were available to answer questions and discuss the project. A fact sheet was available to provide general project information. There were comment forms for attendees to fill out in writing and a written exercise for participants to provide their ideas on what to name the cemetery.

A copy of the graphics, fact sheet, project presentation, sign-in sheet, and comment forms are included in this summary report.

Open House Advertising

Website: The public meeting details, including the date, time and location were posted on the Girdwood Cemetery Committee section of the GBOS website.

Flyer: A flyer was printed and posted in multiple high-traffic community locations in Girdwood including the post office, the library, and the merc.

Email Notice: An email notice about the public meeting was mailed to Girdwood municipal email lists.

Project Presentation

The project presentation began at 7:30 PM and lasted for about 60 minutes including a question and answer session. The project presentation is attached.

Question – Answer – Comment Summary

Q: Will there be headstones?

A: The project team is looking for input and ideas on how to mark burial sites.

Q: Cemetery visitors frequently leave flowers, momentos, and other important items at burial sites. What will we do with these items?

A: As the project progresses the community, via the Cemetery Committee will need to develop appropriate policies and procedures to address items that are left at burial sites.

Q: Will the installation of a bridge over California Creek be part of Phase I?

A: Yes, this is the goal, however there will need to be enough funding acquired to accomplish this.

Q: I'm worried about water quality. Will a cemetery have negative impacts on water?

A: There is no historical or scientific evidence that burials contaminate water. As a body decomposes

over the course of a year, the soil works naturally to clean water. Additionally, if the body is embalmed with formaldehyde (embalming will likely be optional at this cemetery), there is no contamination. Formaldehyde turns to a gas when it reacts with the air and then it dissipates.

Q: What are the plans for allowing access off of the new road?

A: All future development on land adjacent to the new road will have to complete a traffic analysis through the Municipal Traffic Department to determine access feasibility.

Q: Will caskets and/or vaults be required?

A: The Cemetery Committee wants to keep burial options open. The 2 other Anchorage Cemeteries do not allow green burials and this method might be appropriate here in Girdwood.

Q: How will the project be funded?

A: The project will be funded via an areawide municipal bond. The bond will include both the Girdwood and the Eagle River Cemeteries, but all of Anchorage will vote to authorize the bond proposition. The bond will be on the ballot in 2020.

Q: Is the Cemetery for Girdwood residents only?

A: As the project progresses the community, via the Cemetery Committee will need to develop appropriate policies and procedures for burial.

Q: Has this plan considered climate change?

A: Yes. The site plan responds to the existing natural conditions of the site. Additionally, the bridge will be designed to current flood/drainage criteria.

Q: Will there be restrooms?

A: There will be restrooms for use in the summertime only.

General Comment: Sometimes there is a negative cultural perception of cemeteries, but I think that this is changing.

General Comment: I own a business adjacent to the site. My business depends on a magical feeling.

General Comment: As someone who recreates, I will love the opportunity for improved access to this area via trails. Please build trails in a manner that respects the people who will be interned there.

General Comment: This project should look like a park, not a traditional cemetery.

General Comment: Please allow for winter trail use.

General Comment: Please ensure that cemetery signage fits in with the natural environment, but that it is also very clear so people know how to find things.

Community Ideas for Naming the Girdwood Cemetery

Girdwood Memorial Park

Girdwood Memorial Cemetery

Girdwood Remembrance Park

Girdwood Community Cemetery

Glacier City Gardens

The Girdwood Preserve

Attachments

1. Fact Sheet
2. Meeting Flyer
3. Sign-in sheet
4. Graphical Displays
5. Comment Forms
6. Presentation

APPENDIX D – ENVIRONMENTAL PERMIT REQUIREMENTS

February 6, 2019

Rebecca Campbell
CRW Engr. Group LLC
3940 Arctic Blvd. #300
Anchorage, Alaska 99503
(907) 562-3252
rcampbell@crweng.com

RESTORATION
SCIENCE & ENGINEERING, LLC
911 W. 8TH AVENUE, SUITE 100
ANCHORAGE, AK 99501
VOICE : 907-278-1023
FAX : 907-277-5718
EMAIL: DNYMAN@RESTORSCI.COM
URL: WWW.RESTORSCI.COM

Re: Environmental Permitting Requirements for Proposed Girdwood Cemetery

Ms. Campbell:

Restoration Science & Engineering, LLC (RSE) is providing this memo outlining the environmental permitting requirements for the proposed Girdwood Cemetery located within parcel Tract D, Girdwood Elementary School Subdivision, in Girdwood, Alaska. RSE was provided a Preliminary Analyses of Existing Conditions Planning & Design Figure, as well as a Preliminary Phasing Plan Figure, both dated January 14, 2019, for the preparation of this memo.

Environmental Permit requirements are identified as follows:

- Alaska Pollution Discharge Elimination System (APDES) Construction General Permit (CGP) SWPPP (Equivalent to Type 3 under MOA designations)
 - o For phases of the project disturbing more than 1 acre of land at a time
 - o Requires site plan, mitigation measures for potential stormwater impacts, and fresh waterbody protections
 - o Requires inspections every 7 days during construction, and final documentation of site stabilization upon completion of land disturbing activities
 - o Requires posting of SWPPP onsite
 - o Requires notification to the ADEC through the online Notice of Intent filing system, and termination of permit upon final site stabilization per phase through same system
 - o Requires maintenance of records for 5 years at a location described in the SWPPP
 - o MOA requires lesser actions under a MOA Type 1 or Type 2 SWPPP.

- ADF&G Habitat Permit
 - o For construction of crossings over anadromous streams
 - o Requires crossing description and narrative of waterbody characteristics
 - o Submitted to ADF&G Division of Habitat
 - o ADF&G may issue stipulations to permit that will determine how the crossing is constructed

- Wetlands
 - o A 2016 Wetland Survey did not identify jurisdictional wetlands on the subject property. This survey has not been submitted to the US Army Corps of Engineers (USACOE) for jurisdictional determination at this time. Given this, it is unknown if the USACOE will concur with the delineation and as such, it is possible that additional areas could be considered jurisdictional wetlands which requires permitting for the placement of fill material. California Creek and the surrounding streams and tributaries are considered Waters of the U.S. Should development and the placement of fill encroach upon these waterbodies, such as the bridge over California Creek, evaluation will be required for a Section 404 or Nationwide Permit. A final note is that the USACOE generally requires that wetland permitting be performed for the entire project area covering all stages of development
- Flood Hazard
 - o If no development occurs within the floodplain of California Creek, a Flood Hazard Analysis through the MOA is not required.
- Section 106
 - o RSE understands that no federal funding sources are being used in the development of this project. As such, no Section 106 Cultural Resource consultation is required. However, due to the historic nature of the subject property, RSE highly recommends contacting the State Historic Preservation office to establish a collaborative relationship in preserving the artifacts and features present onsite. Depending on the nature of the Section 404 permitting, which is dependent on the USACOE conclusions regarding the presence of wetlands, Cultural Resource consultation could be required through that regulatory program.

RSE notes that this memo provides only for permits pertaining to environmental issues and concerns. Cemetery development and maintenance is governed by State of Alaska Statute 10.30 and Anchorage Municipal Code 21.50.140. Further, any changes to the preliminary plans provided to RSE for the development of this memo may change the permitting requirements for the proposed project. RSE appreciates the opportunity to provide this environmental permitting review for the Girdwood Cemetery. If you should have any questions, please contact David Nyman.



David Nyman, PE

RESTORATION SCIENCE & ENGINEERING, LLC

Eagle River 2021 Report:

<https://www.muni.org/Departments/operations/streets/Service/Girdwood%20Cemetery%20Committee/Cemetery%20Committee%20April%202021%20packet%20final.pdf>

Proposal for additional Girdwood Valley Service Area (GVSA) service: “Economic and Housing Stability”

Mike Edgington

Co-Chair & Land Use, Girdwood Board of Supervisors

Background

Girdwood is a geographically separate community within the Municipality of Anchorage subject to the same general housing problems seen across Alaska & Anchorage. However, as a resort community, Girdwood experiences a very distinct housing usage pattern from anywhere else in Anchorage and is consequently subject to the *additional pressures on housing* common to other resort communities across the nation.

While there are recommended development and housing policies that are common to all areas suffering from high housing costs, resort communities have three specific characteristics that are distinct from non-resort towns:

- A substantial proportion of housing demand is for uses other than full-time primary residential occupation (e.g. second/vacation homes, STRs etc).
- There is limited developable land, development costs are high and there are few other nearby communities.
- Local employment is dominated by the relatively low wage service and recreational sectors, yet housing demand is driven by those not employed in the local economy.

These traits cause an extreme mis-match between the cost of housing and the income distribution of residents & employees in resort communities. Note that almost 70% of Girdwood’s housing units are second/vacation homes or used as commercial visitor accommodation (e.g. AirBnB, VRBO, Vacasa).

Over the past decade or two many resort communities have established policies to address their housing problems. It’s noteworthy that simply building more housing does not help, unless a proportion of that housing is directed to the community itself rather than the second/vacation home market. How can this be achieved for Girdwood?

As has been clear from the Holtan Hills project, HLB has a mission to benefit the entire Municipality, and has no special duty toward the needs of Girdwood if a project would reduce the benefit to the Municipality as a whole. HLB is evidently not the vehicle to address resort community housing problems.

Guidance provided in adopted plans

The Crow Creek Neighborhood Land Use Plan (adopted by AO 2006-47, presumed expired, but recently revived by a Law Dept opinion) identifies several key elements of a Girdwood housing strategy (p 34), including:

- A. Formal commitment to providing affordable housing in Girdwood
- B. Creation of a management body, or affiliation with an existing entity equivalent to the housing authorities used in other resort communities
- C. Defining a funding strategy, such as requiring new development to contribute to developing affordable housing.

The 1995 Girdwood Area Plan does not have concrete recommendations to address housing cost.

Housing is one of the four critical focus areas in the draft Girdwood Area Plan rewrite, expected to move to adoption during 2023.

Proposal: add a local service within Girdwood Valley Service Area

A service area can provide services to a geographically defined area – in fact it's a requirement that the service is limited to a defined area. Since Girdwood has a well-established service area in GVSA, and provides multiple local services through it, we already have a framework to address Girdwood-specific housing needs.

In recent years, Girdwood voted to provide two additional services in the GVSA. In 2015 we voted to add a service for funding development of a Cemetery, and in 2016 Girdwood narrowly voted to add local police service.

GBOS is considering adding a new GVSA service for *Economic and Housing Stability*. If adopted by GBOS, this would appear on the April 2023 ballot for approval by Girdwood voters.

Economic stability – local businesses are cutting services and limiting opening times due to the lack of housing for employees. This affects almost all businesses: restaurants and retail, the resort and recreation, childcare services, government services such as teaching and firefighting, and even local professional services such as architects.

Housing stability – community members who rent housing under long-term leases face a constant risk of losing their housing due to sale or conversion to short-term rental. This lack of stability has driven many longer-term residents and young families away from our community - exactly the demographic critical for the continued health of the community. There is currently no housing dedicated to residents.

By adding this power, we would be recognizing that the character of the Girdwood community is inextricably linked to the availability of stable housing for those who **live** and **work** in the community. This approach addresses element A of the Crow Creek Neighborhood Land Use Plan above – Girdwood would be making a commitment through a formal vote to provide a local housing solution.

Service Areas in code

Here are some relevant sections of code and the charter:

27.10.010 - Service areas generally.

- A.** A service area may be created, altered or abolished as provided in Charter section 9.01. As used in this title, the term "area affected" shall mean that area determined by the assembly to be subject to significant change in the cost, quality, quantity or other factor affecting the delivery of service therein if the proposed action is approved.

27.10.015 - Service area jurisdiction.

- A.** *Purpose of service areas.* A service area may be created or maintained to fund governmental services in accordance with the provisions of this title and section 9.01 of the Charter. A service area may not be established or maintained to provide an area of territorial jurisdiction for any regulatory ordinance or general code of regulations.

27.10.020 - Procedures for creating, altering and abolishing service areas.

- A. *Initiation.* Establishment of a service area, alteration of the boundaries of an existing service area, abolition of a service area, or other changes with respect to a service area may be initiated by the assembly or the administration of the municipality by introduction of an ordinance and, in the case of residents or owners of property within the service area, within the area proposed for annexation or affected by a proposed change of the service area, by filing a petition with the department of community planning.

9.01. - Service areas.

- (a) A service area may be created, altered, or abolished only with the approval of a majority of those voting on the question within the area affected, or, if no qualified voter resides within the area, with the written consent of the owners of all real property within the area affected. However, the assembly, by ordinance may consolidate service areas in which services are provided by the municipality at the same level in each of the areas to be consolidated.

AMC 27.10.010 speaks to the *creation* of a Service Area, while this proposal is for the establishment of a new service within an existing service area. However, in the recent past two new services were established within GVSA by a process similar to creating a new service area – ordinance with a ballot ratification by the voters of GVSA (tax district 004).

AMC 27.15.020 establishes that the service area can be established by either the administration or assembly.

In **AMC 27.10.015 A**, the second sentence limits territorial jurisdiction of regulations. I'm not aware of an established interpretation, but we already have an example of the Building Service Area which only enforces building code regulations in part of the Municipality. And we have many examples of Land Use policy which only apply in specific Districts (Girdwood, Chugiak/Eagle River or Downtown). Any regulatory requirements for Girdwood housing policy would be established in Title 21, or possibly elsewhere, and could be constructed in a similar way.

Note also that **AMC 27.40 Areawide Powers** does not list any aspects of housing policy or implementation that are reserved as an Areawide power.

What would an Economic and Housing Stability service provide?

The service would provide the support, management and technical expertise to deal with the specific housing and economic needs of a resort community.

Phase I – create the foundations

While there are many ideas and examples of policies and projects at other resort communities, there needs to be an integrated implementable plan for Girdwood, taking into account other resources, specifics of the Girdwood's needs and its unique governmental structure.

By adding a local power, GVSA can directly fund the next steps to develop this implementation plan. This is similar to the Cemetery process, where GVSA funded the feasibility & site studies, conceptual planning, and identified a mechanism to fund construction & operation. However, Girdwood did not commit to fund the cemetery construction alone.

GVSA would fund the analogous initial steps for housing:

- Develop a Housing Action Plan with outside consultant including a detailed implementation plan
- identify / create an entity for implementation (CCLUP, element B)
- Technical help for code changes with the Assembly & MOA administration
- Identify funding needs and opportunities for future program implementation

Phase II – implementation

GVSA currently contracts out police, fire & road maintenance services, along with some recreation and trails work. We would likely do the same with the new power, with most of the implementation performed by the subcontractor – the entity created/identified in Phase I.

Basic operation might be direct funded by GVSA, while specific programs & projects would be funded by a combination of municipal, state & federal funding and additionally from program revenue.

Examples of specific programs:

- Voluntary “primary residential” deed restriction for existing housing
- “Lease to Locals” program
- Possible development of specific housing projects with other public, private & non-profit partners

Operational tasks would include general advocacy and evaluation of existing projects, monitoring and work with MOA for enforcement of code.

Municipality of Anchorage



P.O. Box 390
Girdwood, Alaska 99587
<http://www.muni.org/gbos>

David Bronson, Mayor

GIRDWOOD VALLEY SERVICE AREA BOARD OF SUPERVISORS
Mike Edgington & Briana Sullivan, Co-Chairs
Jennifer Wingard, Amanda Sassi, Guy Wade

June 22, 2022

Community Development Director Adam Trombley:
Adam.Trombley@anchorageak.gov

Dear Director Trombley,

Thank you for your attendance and contributions to the June 14th joint Girdwood Board of Supervisors/Land Use Committee (GBOS/LUC) Town Hall meeting regarding Holtan Hills.

The meeting minutes are available at:

<https://www.muni.org/Departments/operations/streets/Service/GBOS/GBOS%20LUC%20Town%20Hall%20June%2014%202022%20minutes%20final.pdf>

A recording of the full meeting has been published on YouTube: <https://youtu.be/t-cWGfIvVI>

The context for the Holtan Hills project is that Girdwood has an acute housing crisis.

There is high demand from non-residents to purchase property in Girdwood, and a very limited inventory. House prices have increased dramatically. Consequently, and inevitably, this has squeezed out those who work in the community and either rent here or wish to move from renting to purchase. These very individuals contribute significantly and are essential to the healthy, sustainable functioning of our community. A paucity of workforce housing is the primary factor limiting the operation, stability, and certainty of local businesses and service providers.

At the June 14th Town Hall the overriding sense was extraordinarily clear that the community of Girdwood has serious concerns with the Holtan Hills development as currently proposed. These concerns broadly fall into four categories:

- **Process** Several speakers expressed concerns about the process of developing the RFP, the lack of information provided to the community during the negotiation of the development agreement, and the limited degree of public engagement since the proposal award in June 2021. The development agreement itself was only made publicly available on May 23, 2022. Girdwood embraces a very attentive public process: Our community values and expects updates and information, especially when requested and of significant interest. Such data directly affects current and future planning for infrastructure, vital services, residents, and visitors to our town. HLB, as an entity managing public assets, is required to honor public process and transparency. The RFP taking place behind closed

doors lowered the trust in the project from the start by giving the impression that public input would be ignored.

- **Infrastructure & impact study** The Holtan Hills project will add approximately 30% to our residential developed land and ultimately about a 20% increase in housing units. Given the scale of this development, many in the community want to see an impact study to understand the anticipated changes to traffic, utilities, noise, and other environmental factors.
- **Indirect link to housing** Since this is a land development project, housing will not be produced directly. The resulting housing would be built by third parties, however there is no guarantee on the amount, nature, or timescale for that housing. The developer has explained that HOAs and the requirements of conventional financing could guide the eventual housing, yet this depends on multiple unknown factors which may not materialize. This lack of clarity does not earn community support, rather, increased uncertainty.
- **Housing affordability** During the June 14th town hall, the developer stated the estimated market sales price of the least expensive, entry-level one bedroom apartment would be \$500,000 in current value. This would mean that the lowest price entry-level unit is 20% higher than the *average* 2021 home sale price across Anchorage.

While the Holtan Hills project may provide additional housing stock (although that is dependent on future actions from third parties) the project does not address our housing affordability crisis. The creation of a large number of second homes, investment properties, or short-term rental businesses does nothing to alleviate the economic and societal problems that our community is facing, and instead exacerbates the widespread stress on Girdwood's housing, vital services, commerce, labor, and economic stability.

Other resort communities use public land, partnerships, and related policies to provide workforce housing at affordable rates. All developable public lands in Girdwood are held by HLB, pressing our community from all sides. Consequently, we urge HLB to use their ownership of those lands to address the desperate need for workforce housing. GBOS is in the process of forming a Holtan Hills Advisory Committee, and we hope HLB can work together with GBOS and the Advisory Committee to amend the Development Agreement so it benefits the community.

While GBOS has yet to vote regarding support of the Holtan Hills project, it remains difficult to see how any responsible body could support such a major development in Girdwood without any mechanism to address the most serious of our housing needs.

Regards,



Briana Sullivan
Co-Chairs, Girdwood Board of Supervisors
Cc:



Mike Edgington

Mayor Bronson: dave.bronson@anchorageak.gov
Municipal Manager Demboski: amy.demboski@anchorageak.gov
Assembly Committee on Housing and Homelessness Chair Rivera: felix.rivera@anchorageak.gov
Assembly Committee on Housing and Homelessness Vice Chair Constant: Christopher.constant@anchorageak.gov
Assembly Community & Economic Development Committee Chair Petersen: pete.petersen@anchorageak.gov
District 6 Assembly Member Sulte: randy.sulte@anchorageak.gov
District 6 Assembly Member LaFrance: suzanne.lafrance@anchorageak.gov
HLB Advisory Commission Chair Oswald: oswaldtr.ak@gmail.com
HLB Advisory Commission Girdwood Representative Tenny: ron10e@gmail.com
HLB: hlb@anchorageak.gov

Municipality of Anchorage



*P.O. Box 390
Girdwood, Alaska 99587
<http://www.muni.org/gbos>*

David Bronson, Mayor

*GIRDWOOD VALLEY SERVICE AREA BOARD OF SUPERVISORS
Mike Edgington and Briana Sullivan, Co-Chairs
Jennifer Wingard, Amanda Sassi, Guy Wade*

Resolution 2022-14

Resolution in Support of Amendment of the Development Agreement between Heritage Land Bank and CY Investments to Address Girdwood Community Housing Needs

Whereas, the community of Girdwood recognizes the importance of developing Heritage Land Bank (HLB) lands for a variety of critical needs; and

Whereas, on April 6, 2021, Heritage Land Bank issued a Request for Proposals (RFP) for “Girdwood Residential 2021”, development of a portion of HLB parcels 6-011, 6-016, 6-017; and

Whereas, the project envisioned by the RFP would be the largest housing development in Girdwood since Alyeska Basin over 40 years ago, and the largest development of any kind since the Alyeska Hotel was built almost 30 years ago; and

Whereas, the RFP included “Promote Housing and Employment Stability” as one of eight development goals, and required the proposal to detail the number of specific housing units intended for “affordable or senior housing, market rate housing, workforce housing, multi-generational housing, etc.”; and

Whereas, two proposals were received in response to the RFP and evaluated by a nine member selection committee which, on June 29, 2021, recommended selection of the “Pomeroy Partnership” proposal, a partnership between Pomeroy Property Development Ltd, Seth Anderson P.E. and CY Investments LLC; and

Whereas, between July 2021 and April 2022, HLB negotiated a Development Agreement with CY Investments LLC for development of part of the “Pomeroy Partnership” proposal, specifically the part west of Glacier Creek referred to as “Holtan Hills”; and

Whereas, the Development Agreement between HLB (through the Municipality of Anchorage) and CY Investments LLC for Holtan Hills was signed and became effective on April 29, 2022, with the agreement made publicly available on May 23, 2022; and

Whereas, HLB provided no formal or informal mechanism to incorporate Girdwood community concerns and priorities into the original RFP or into the Development Agreement, and provided very limited information on the status of either document during their drafting and finalization; and

Whereas, as a resort community, Girdwood has a very distinct housing market from the rest of Anchorage, characterized by an extremely high proportion of second homes and investment properties at approximately 70% of residential housing units, and a high proportion of housing used for Short Term Rentals at 15-20% of the total housing units; and

Whereas, using the Federal definition of “affordable housing” as spending no more than 30% of gross household income on housing, including mortgage or rent plus basic utilities, median housing costs continue to be well above median household income, indicating a housing affordability crisis; and

Whereas, through testimony at Girdwood Board of Supervisors (GBOS), Girdwood Land Use Committee, Housing Working Group and the experience of local service organizations, there is a well-established lack of housing in Girdwood for purchase or long-term rental with evidence suggesting the problem has become significantly worse over the past 3-4 years; and

Whereas, this lack of housing is having a demonstrable negative impact on the housing stability of residents and the viability of local businesses, first responders, health care providers, educators, daycare and local government entities; and

Whereas, Girdwood's most urgent need for land development is provision of workforce and mid-income housing, which is critically under-supplied and becoming less available each year; and

Whereas, the land covered by the Development Agreement has a significant footprint and impacts trail use areas, the airport, school, community water source, utility lines and access roads, yet HLB has not released any information regarding the studies required under 2021 HLB Annual Work Program and 2022-2026 Five-Year Management Plan that would address these issues; and

Whereas, the Development Agreement for Holtan Hills is set up to perform land sales, leaving the characteristics of resultant housing to third parties, with no identified mechanism for construction of specific housing uses; and

Whereas, the Development Agreement for Holtan Hills provides only market-rate housing, with no provision of affordable or senior housing, workforce housing or even mid-income housing; and

Whereas, the Development Agreement for Holtan Hills has no mechanism, such as deed restriction, to encourage use of the resultant housing as primary residences, or to discourage their use as vacant second homes or commercial short-term rental businesses; and

Whereas, despite the RFP including promotion of housing and employment stability as a goal, there is no evidence that the Holtan Hills Development Agreement meets that goal; and

Whereas, successful land development has to be commercially viable; and

Whereas, there are other critical needs for HLB lands, including but not limited to, residential, commercial, industrial, access, and for recreational purposes; and

Whereas, GBOS has created a Holtan Hills Advisory Committee to recommend how the Holtan Hills project could meet community needs; and

Whereas, this resolution was recommended by the Girdwood Land Use Committee by a vote of 42 in favor, 1 opposed and 6 abstaining at their Regular Meeting on June 13, 2022;

NOW, THEREFORE BE IT RESOLVED that the Girdwood Board of Supervisors requests the Heritage Land Bank engage with GBOS and the Holtan Hills Advisory Committee to address the community needs for workforce and mid-income housing as part of this development, perform the required MOA impact studies, and codify changes through an amendment to the Development Agreement or through a similar binding mechanism.

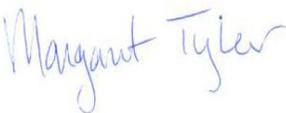
PASSED AND APPROVED by a vote of 4 to 1 this 18th day of July 2022.



Mike Edgington
GBOS Co-Chair



Briana Sullivan
GBOS Co-Chair



Attest

DATE: September 14, 2022

TO: Adam Trombley: Adam.Trombley@anchorageak.gov
Connie Yoshimura, CY Investments: cyoshimura@gci.net

CC: Heritage Land Bank and HLBAC Commissioners: hlb@anchorageak.gov
Girdwood Board of Supervisors: gbos@muni.org

FR: Holtan Hills Housing Advisory Committee, Sam Daniel and Emma Kramer, Co-chairs

Introduction

Girdwood is experiencing an ongoing housing crisis. Every resident and business owner is acutely aware of the lack of housing and the incredible challenges posed by the cost of housing. This reality is known and acknowledged in the HLB Girdwood Residential 2021 RFP (Attachment A, page 8 Section 3). The winning proposal, submitted by CY Investments, LLC, Pomeroy Lodging, and Seth Anderson PE. (Attachment B, p.20;4.5.1 Business Plan) indicates awareness of Girdwood's housing crisis and an intent to create "workforce housing, affordable housing, moderately priced single family homes with ADUs, luxury 50,000 square foot lots as well as cottages and 'bird' houses" (ibid). The Girdwood community is concerned that the Development Agreement (Attachment C) between CY Investments and MOA HLB addresses creation of lots only, without the specific guarantee of creation of the housing Girdwood needs.

In July an informal survey of Girdwood renters was conducted online via social media platforms. The 133 responses reveal many of the struggles our community faces with housing:

- 73% responded that their rent is over 30% of their income.
- 56% have stayed in unsafe living conditions.
- 36% have experienced homelessness while living in Girdwood.
- 69% have lived in housing that is not up to code.
- 21% have had to take out a loan to pay rent.
- 87% have considered moving out of Girdwood because of the lack of housing.
- 78% work more than 40 hours per week to afford rent.

Following a series of community meetings, widespread written input from community members and business owners, and at the suggestion of Connie Yoshimura, the Holtan Hills Housing Advisory Committee was formed by the GBOS to coalesce the community's concerns and work toward an agreement with CY Investments and HLB. This letter is the product of their work.

Goals

After deep listening to our community, our goals are to work collaboratively and use inclusionary housing concepts to:

- A. Increase the supply of workforce and mid-income housing;
- B. Increase the affordability of housing in Girdwood;
- C. Increase the amount of housing occupied by Girdwood residents; and,
- D. Limit the use of new housing as short term rental property.

Recommended Revisions to the Development Agreement.

1. Add language from the RFP (Attachment A) and the winning proposal (Attachment B) to the Development Agreement as a binding commitment that:
 - a. CY Master Plan/Plat/etc. shall “promote employment stability” within Girdwood. (Attachment A: p. 8).
 - b. CY Master Plan shall identify which of the lots / potential housing units in Phase 1 and Phase 2 will be affordable housing, senior housing, workforce housing, market rate housing, multi-generational housing, seasonal workforce apartments, residential homes with ADU’s, and “bird” houses / compact houses (Attachment A: p.11; Attachment B: p.2, 20, 24, 30).
2. Add specific requirements (Attachment B: p.12) for consultation with:
 - a. Girdwood Board of Supervisors/ Girdwood Land Use Committee
 - b. Girdwood Community Land Trust
 - c. Imagine Girdwood
 - d. Girdwood Trails Committee
3. Restructure HLB Profit Sharing through a combination of deed restrictions on Phase 1 and 2 lots to use of property as primary places of residence; and land transferred from Phase 1 and 2 to be deeded to a specified Girdwood nonprofit entity for the purpose of constructing inclusionary housing.
4. Increase density and/or increase number of multifamily lots in Phases 1 and 2.
5. Add deed restrictions on Phase 1 and Phase 2 to limit the use of properties as short term rentals.
6. Seed funding for creation and initial operation of Girdwood managed housing authority/ housing strategies
Upon the disposal of land to CY Investments, an initial investment of \$500,000 shall be designated by HLB and treated as encumbered funds to support creation and operation of a management body or contracting with an existing entity to implement inclusionary housing strategies within the Girdwood Valley Service Area in a manner similar to housing authorities in other resort communities.
7. Deadline for Construction of Housing
HLB shall create a requirement for construction of a specified number of housing units in a set period of time.
8. Increase transparency
Prior to land disposal, HLB provide the following:
 - a. Unredacted copy of the winning proposal by CY Investments, Seth Anderson, PE, and Pomeroy Lodging to the public;
 - b. Initial project budget as required in the signed Development Agreement (Attachment C: p. 6, section 3.7).
 - c. Written update on the status of the residual rights of the other 3 original partners in the winning proposal.

HLB and CY shall provide a communication calendar for the Holtan Hills development to the entities named in Item #2 above.

Encl:

Attachment A: HLB RFP

Attachment B: CY et al proposal

Attachment C: Development Agreement

MUNICIPALITY OF ANCHORAGE

Mayor Dave Bronson

◆
CHIEF OF STAFF

MEMORANDUM

TO: HOLTAN HILLS HOUSING SUBCOMMITTEE

FROM: ADAM TROMBLEY, CHIEF OF STAFF

SUBJECT: AUTHORITY OF GIRDWOOD BOARD OF SUPERVISORS AND HLB

DATE: OCTOBER 11, 2022

At the September 29th meeting with representatives of the Holtan Hills Housing Subcommittee, I made the commitment to ask MOA Legal for an opinion; can a Girdwood entity receive money from the HLB Fund and land from the designated Holtan Hills housing development. During that same meeting, I asked the question, "What type of entity would the money and land be given too?". The representatives did not have an answer for whom the money and land would be distributed.

MOA Legal does not provide opinions based on generalities. They provide opinions based on what is factually known. For example, they cannot provide an opinion if a fictional entity can receive land and money from HLB. Their opinion was based on what is known. They researched whether the Girdwood Board of Supervisor is capable of receiving land and money from HLB.

The answer from MOA Legal is no. Girdwood Board of Supervisors' function is to provide a taxing mechanism to fund the delivery of special government services to an area where the residents need and can afford the tax. They also act in an advisory capacity, advising the Assembly and Administration regarding the delivery of services to the service area as well as the annual budget for the service area. Girdwood Board of Supervisors does not have the authority to act as a housing authority. Nor do they have the capability to accept HLB funds or land.

It should be noted that the HLB Fund is not tax supported. Proceeds and expenditures must be executed in a manner that promotes the long-term viability of the HLB Fund.

DATE: October 24, 2022

TO: Girdwood Board of Supervisors: gbos@muni.org

CC: Adam Trombley: Adam.Trombley@anchorageak.gov
Connie Yoshimura, CY Investments: cyoshimura@gci.net
Heritage Land Bank and HLBAC Commissioners: hlb@anchorageak.gov

FR: Holtan Hills Housing Advisory Committee, Sam Daniel and Emma Kramer, Co-chairs

The Holtan Hills Housing Advisory Committee (HHHAC) was initiated at the request of the Girdwood Board of Supervisors on July 5, 2022. The purpose of this committee was to research the project, investigate the details, and make a recommendation to the GBOS for final action.

Since July 5 the seven-member committee has met formally together on 9 occasions and has sent representatives to meet with Adam Trombley and CY Investments twice. Our goal was to influence the disposal agreement to ensure that local housing needs are intentionally addressed in this proposed sale of public land in Girdwood, through mechanisms that impact the HLB, rather than the developer. These were the following:

1. Transfer of land plots within the Holtan Hills development to a non-profit agency such as the Girdwood Community Land Trust, or Girdwood Inc. This land would be appropriate sized and zoned for a housing development to be implemented that would help meet the work force housing needs.
2. Seed money in the amount of \$500,000. This money would come from the profits realized by the MOA/HLB rather than CY investments. The transfer of this money would not need to go through the Girdwood of Supervisors but rather the entity that took control of the deeded land.
3. Deed restrictions to a percentage of the land sold. These deed restrictions would be shaped to have the homes be primary residences rather than vacation rental homes. Through discussion with the developer this item was seen as a much larger topic to address in the very short timeline that we are presented with.

In reviewing the 2006 Crow Creek Neighborhood Land Use Plan, the committee found direction regarding establishment of a housing authority or non-profit entity focused on housing (Page 33). Since the HLB/MOA is now following the Crow Creek Neighborhood plan, these asks from our community are within the parameters set by this land use plan.

The ideas of land/seed money from HLB at closing seemed the most likely options to pursue at the conclusion of the meeting. The formal response from Mr. Trombley, however, focused on the current lack of an entity to receive land/seed money, and did not address the potential of such a transfer were an entity established. The HHHAC has been advised that a broader statement regarding the potential is to be expected. We are eager to receive a response that includes ideas on how to make such a transaction guaranteed for our community.

There is still time; we believe that any substantive discussion requires that the Municipality of Anchorage and Heritage Land Bank join with us in solution-based discussions. The answer to Holtan Hills development likely falls well outside of other real estate transactions that the MOA has engaged in previously. It will take out of the box thinking, collaboration, and partnership of HLB, CY Investments, and the community.

In conclusion the HHHAC does not support the Holtan Hills Development in its current form. The HHHAC sees that there is tremendous potential for the development of Holtan Hills for Girdwood, not only as a tax source, but also as a way for people to participate fully in our school, culture and community. Although the committee is discouraged by the tone and lack of assistance by the MOA/HLB thus far, we stand by to re-engage at any time. We would appreciate meeting as a committee with Mr. Trombley prior to any final decisions being made.