

Submitted by: Chair of the Assembly at
the request of the Mayor
#10.G.2.
Prepared by: Planning Department
For reading: October 7, 2025

ANCHORAGE, ALASKA
AO No. 2025-112

1 **AN ORDINANCE AMENDING ANCHORAGE MUNICIPAL CODE CHAPTERS**
2 **21.03, 21.04, 21.05, 21.06, 21.07, 21.10, 21.11, 21.13, and 21.15 TO ALLOW**
3 **MORE FLEXIBILITY FOR SMALL FORMS OF HOUSING AND RELOCATABLE**
4 **DWELLING UNITS IN MANUFACTURED HOME PARKS AND ALL**
5 **RESIDENTIAL ZONES.**

6 (Planning and Zoning Commission Case No. 2025-0045)

7 **WHEREAS**, the Assembly commissioned a study on the feasibility of new
8 manufactured home communities, which indicated that this type of development is
9 no longer an affordable option; and,

10 **WHEREAS**, the study noted that no new manufactured home communities have
11 been built in Anchorage since 1990, and the development of individual
12 manufactured houses, such as for use on individual lots, has decreased from over
13 128 per year in 2014 to just 3 in 2023; and,

14 **WHEREAS**, the study also stated that zoning restrictions play a significant role in
15 the decline of manufactured home community development; and,

16 **WHEREAS**, one of the goals of the *Anchorage 2020—Anchorage Bowl*
17 *Comprehensive Plan* is for a balanced, diverse supply of affordable, quality housing,
18 located in safe and livable neighborhoods with amenities and infrastructure, that
19 reflects Anchorage's varied social, cultural, and physical environment; and,

20 **WHEREAS**, Policy #59 of the *Anchorage 2020—Anchorage Bowl Comprehensive*
21 *Plan* calls for the Municipality to recognize mobile home parks, co-ops, and common
22 ownership interests as viable, affordable housing choices and neighborhood
23 lifestyle options; and,

24 **WHEREAS**, Goal #3 of the *Anchorage 2040 Land Use Plan* calls for Anchorage's
25 neighborhoods to provide a range of places to live, meeting the housing needs of
26 residents at all income levels, household sizes, interests, ages, abilities, and races
27 and ethnicities; and,

28 **WHEREAS**, Action 4-12 of the *Anchorage 2040 Land Use Plan* calls for the
29 Municipality to work jointly with the manufactured housing industry/community and
30 affordable housing advocates to develop an affordable housing redevelopment
31 displacement mitigation strategy; and,

32 **WHEREAS**, allowing more flexibility with how land can be used within existing
33 manufactured housing communities but maintaining the protections of the building

1 code can both allow people to improve their living conditions and also provide more
2 options for current residents; now, therefore,

3

4 **THE ANCHORAGE ASSEMBLY ORDAINS:**

5

6 **Section 1.** Anchorage Municipal Code section 21.03.115, Review and Approval
7 Procedures, Small Area Implementation Plan, is hereby amended to read as follows
8 (*the remainder of the section is not affected and therefore not set out, additionally
9 formatting in all sections below is based on Planning's hosted code.*)

10

11 **21.03.115 SMALL AREA IMPLEMENTATION PLAN**

12 *** *** ***

13 **G. Compliance with Small Area Implementation Plan.**

14 *** *** ***

15 2. The provision in G.1. shall not apply to the following use
16 categories and types when conditional use approval is required
17 in the applicable Title 21 tables of allowed uses:

18 a. Relocatable dwelling unit[MANUFACTURED HOME]
19 communities;

20 *** *** ***

21 (AO 2021-46(S), 6-8-21; AO 2024-24, 4-23-24; AO 2025-40(S), 4-22-25)

22

23 **Section 2.** Anchorage Municipal Code section 21.04.020, Zoning Districts,
24 Residential Districts, is hereby amended to read as follows (*the remainder of the
25 section is not affected and therefore not set out*):

26

27 **21.04.020 RESIDENTIAL DISTRICTS**

28 *** *** ***

29 **K. R-5: Low-Density Residential District.**

30 1. **Purpose.**

31 The R-5 district is intended primarily for single- and two-family
32 residential areas with gross densities up to five dwelling units
33 per acre.[MOBILE HOMES ON INDIVIDUAL LOTS ARE
34 ALLOWED IN THIS DISTRICT.]

35 *** *** ***

36 (AO 2012-124(S), 2-26-13; AO 2014-132, 11-5-14; AO 2015-100, 10-13-15;
37 AO 2017-176, 1-9-18; AO 2019-58, 5-7-19; AO 2022-36, 4-26-22; AO 2023-
38 77, 7-25-23; AO 2023-42, 8-22-23; AO 2023-50, 7-11-23; AO 2023-103(S),
39 12-18-23; AO 2025-33AA, 4-16-25; AO 2025-64AA, 6-10-25)

40

41 **Section 3.** Anchorage Municipal Code section 21.05.010, Use Regulations,
42 Table of Allowed Uses, is hereby amended to read as follows (*the remainder of the
43 section is not affected and therefore not set out*):

44

45 **21.05.010 TABLE OF ALLOWED USES**

46 *** *** ***

47 **E. Table of Allowed Uses - Residential, Commercial, Industrial, and
48 Other Districts.**

1

		TABLE 21.05-1: TABLE OF ALLOWED USES – RESIDENTIAL, COMMERCIAL, INDUSTRIAL, AND OTHER DISTRICTS									
		P = Permitted Use S = Administrative Site Plan Review C = Conditional Use M = Major Site Plan Review T = Special Land Use Permit for Marijuana									
		For uses allowed in the A, TA, and TR districts, see section 21.04.060.									
		All other uses not shown are prohibited.									
		RESIDENTIAL									
		RESIDENTIAL USES									
		Household Living									
		Relocatable dwelling unit, relocatable [MOBILE HOME]									
		Dwelling unit, [MANUFACTURE HOME] Community									
		*** P *** P ***									
		Habillative care facility medium, (9-25 residents)									
		C C C C C P P P P C C C									
		Habillative care facility large (26+ residents)									
		P P P P P P P P P P P P									
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1 read as follows (*the remainder of the section is not affected and therefore not set*
2 *out*):

3

4 **21.05.030 RESIDENTIAL USES: DEFINITIONS AND USE-SPECIFIC**
5 **STANDARDS**

6 *** *** ***

7 **A. Household Living.**

8 *** *** ***

9 **7. Dwelling Unit, Relocatable[MOBILE HOME].**

10 a. Definition.

11 A form of transportable housing that can be certified as
12 safe for habitation by the MOA Building Official. This
13 includes dwellings that meet federal requirements for
14 manufactured housing, sometimes referred to as
15 "mobile homes" or "manufactured homes."[, FACTORY-
16 BUILT DWELLING UNIT DESIGNED AND INTENDED
17 TO BE USED AS A YEAR-ROUND DWELLING, AND
18 BUILT PRIOR TO THE ENACTMENT OF THE
19 FEDERAL MANUFACTURED HOME
20 CONSTRUCTION AND SAFETY STANDARDS ACT
21 OF 1976.]

22 b. Use-Specific Standard.

23 [ONLY ONE MOBILE HOME IS ALLOWED PER LOT IN
24 THE R-5 DISTRICT, UNLESS THE LOT IS WITHIN A
25 MANUFACTURED HOME COMMUNITY.]A relocatable
26 dwelling unit[MOBILE HOME] shall be placed on a
27 permanent foundation unless it is located within a
28 relocatable dwelling unit[MANUFACTURED HOME]
29 community.

30

31 **8. Relocatable Dwelling Unit Community (RDUC)**
32 **[MANUFACTURED HOME COMMUNITY (MHC)].**

33 a. Definition.

34 Any parcel or adjacent parcels of land in the same
35 ownership that are utilized for occupancy by two
36 relocatable dwelling units[MOBILE HOMES, OR
37 MANUFACTURED HOMES]. This term shall not be
38 construed to mean tourist facilities for parking of travel
39 trailers or campers, which are classified under "camper
40 park."

41

42 b. Use-Specific Standards.

43 All RDUs[MH]Cs within the municipality, except for those
44 located within the PLI district, shall be constructed,
45 operated, and maintained in accordance with the
46 general standards listed below.

47 *** *** ***

48

49

- iv. Maximum Site Density.
Gross density for RDU[MH]Cs shall not exceed 25[EIGHT] units per acre. Relocatable Dwelling Unit Community owners shall ensure that private infrastructure systems can adequately and safely serve all units within that RDU community.
- v. Impermanent Foundations.
No relocatable dwelling units[MOBILE HOMES AND MANUFACTURED HOMES] within an MDU[H]C shall be placed on a permanent foundation.
- vi. Relocatable Dwelling Unit Spaces. [MOBILE HOME OR MANUFACTURED HOME SPACES]
 - (A) Occupancy.
No relocatable dwelling unit[MOBILE HOME OR MANUFACTURED HOME] space shall contain more than one relocatable dwelling unit or duplex relocatable dwelling unit[MANUFACTURED HOME, HOME, OR DUPLEX MOBILE HOME OR MANUFACTURED HOME,] [NO OTHER DWELLING UNIT SHALL OCCUPY A MOBILE HOME OR MANUFACTURED HOME SPACE].
 - (B) Minimum Size.
In relocatable dwelling unit[MANUFACTURED HOME] communities created after January 1, 2014, all single relocatable dwelling unit[MOBILE HOME OR MANUFACTURED HOME] spaces shall have a minimum of 1,750[3,500] square feet of land area and all duplex relocatable dwelling unit[MOBILE HOME OR MANUFACTURED HOME] spaces shall have a minimum of 2,500[5,000] square feet of land area.
 - (C) Relocatable Dwelling Unit[MOBILE HOME OR MANUFACTURED HOME] Separation.
 - (1) No part of any relocatable dwelling unit[MOBILE HOME,

MANUFACTURED HOME], accessory building, or its addition shall be placed closer than 15 feet from any other relocatable dwelling unit[MOBILE HOME, MANUFACTURED HOME], or its addition, or no closer than ten feet if that relocatable dwelling unit[MOBILE HOME, MANUFACTURED HOME], accessory building, or its addition being placed meets building code, NFPA (National Fire Protection Act) 501A and HUD #24 CFR 3280 standards.

(2) The requirements of sections 21.06.030C.2., Projections into Required Setbacks, and 21.05.070, Accessory Uses and Structures, shall not apply to RDU[MH]Cs. All relocatable dwelling units[MOBILE HOMES, MANUFACTURED HOMES], and accessory structures shall be placed at least five feet from the front space line. Steps shall not be considered in determining the separations required by this subsection.

(D) Access.

Each relocatable dwelling unit[MOBILE HOME OR MANUFACTURED HOME] space shall have direct access to an internal street. Direct access to exterior public streets is prohibited.

vii. Streets and Drainage Facilities.

All streets within an RDU[MH]C shall comply with the following standards:

*** *** ***

viii. Water and Sewage Systems.

All dwelling units[HOMES] in RDU[MH]Cs shall be connected to water and sewage systems approved by the appropriate governmental body before they may be occupied.

ix. Landscaping.

Landscaping:

(B) All areas not devoted to relocatable dwelling unit[MOBILE HOME OR MANUFACTURED HOME] spaces, structures, drives, walks, off-street parking facilities, or other required landscaping shall be planted with site enhancement landscaping.

x. Additions to relocatable dwelling units[MOBILE HOMES OR MANUFACTURED HOMES]; Accessory Buildings.

(A) Generally.

All additions and accessory buildings shall be subject to the spacing and setback requirements for relocatable dwelling units[MOBILE HOMES AND MANUFACTURED HOMES]. Any addition or accessory building shall be constructed in accordance with building safety code regulations pertaining to temporary structures, provided that additions will not be required to have a permanent foundation.

(B) Height.

The height of accessory buildings is limited to that of the underlying zoning district. In the case of districts where the height is unrestricted, the maximum height of accessory structures shall be 12 feet. The height of additions to relocatable [MOBILE] dwelling units[MOBILE HOMES OR MANUFACTURED HOMES] is limited to that of the underlying zoning district. The use of any area created above the original roof line of the relocatable dwelling unit[MOBILE HOME] or manufactured home as living space is prohibited.

(C) Exits.

The number of exterior exits from additions shall be equal to or greater than the number of exits leading from the relocatable dwelling unit[MOBILE HOME OR MANUFACTURED HOME] to the addition. When two exterior exits are required from additions, they shall be

placed a distance apart equal to one-fifth of the total perimeter of the addition.

*** *** ***

xiii. Campers and Travel Trailers. Occupied campers and travel trailers are not subject to paragraphs 8.b.vi., Relocatable Dwelling Unit[MOBILE HOME OR MANUFACTURED HOME] Spaces, and 8.b.viii., Water and Sewage Systems, of this subsection. Any permitted spaces intended for occupied campers and travel trailers shall be placed in an area segregated from permanent relocatable dwelling unit[MOBILE HOME OR MANUFACTURED HOME] spaces. Any area within an RDU[MH]C that is occupied by campers and travel trailers shall be served by a service building containing public toilet facilities and water supply.

*** *** ***

xv. Convenience Establishments in RDU[MH]Cs. Convenience establishments of a commercial nature, including stores, coin-operated laundry, beauty shops and barbershops, may be permitted in RDU[MH]Cs subject to the following restrictions. Such establishments and the parking lot primarily related to their operations shall not occupy more than ten percent of the area of the community, shall be subordinate to the residential use and character of the park, shall be located, designed and intended to serve frequent trade or service needs of persons residing in the community, and shall present no visible evidence of their commercial character from any portion of any district outside the community. Such convenience areas shall be considered accessory uses to the principal use of relocatable dwelling units[MOBILE HOMES OR MANUFACTURED HOMES], may be permitted without a zoning change, and shall be discontinued if the RDU[MH]C is discontinued.

xvi. Sites in Flood Hazard Area. The following requirements shall apply to all RDU[MH]Cs, any portion of which are within a flood hazard area:

(A) Over-the-top ties shall be provided at each of the four corners of the relocatable dwelling unit[MOBILE HOME OR MANUFACTURED HOME] and two ties per side at intermediate locations.

Relocatable dwelling units[MOBILE HOMES] more than 50 feet long shall require one additional tie per side.

- (B) Frame ties shall be provided at each corner of the frame, and five ties per side at intermediate points. Relocatable dwelling units[MOBILE HOMES OR MANUFACTURED HOMES] more than 50 feet long shall require four additional ties per side.
- (C) All components of the anchorage system shall be capable of carrying a force of 4,800 pounds.
- (D) Any additions to the relocatable dwelling unit[MOBILE HOME OR MANUFACTURED HOME] shall be similarly anchored.
- (E) All applications for a conditional use for an RDU[MH]C shall include an evacuation plan indicating alternate vehicular access and escape routes during times of flooding.

xvii. Sites in Floodplain. No relocatable dwelling units[MOBILE HOMES OR MANUFACTURED HOMES] shall be placed within the regulatory floodplain, except that RDU[MH]Cs existing before September 25, 1979, shall be permitted to place relocatable[MOBILE] dwelling units[HOMES OR MANUFACTURED HOMES] within existing unit spaces.

xviii. Nonconforming RDU[MH]Cs.

(A) Those RDU[MH]Cs situated within the boundaries of the former City of Anchorage which existed prior to August 30, 1977, are not subject to paragraphs 8.b.vi., Relocatable dwelling unit[MOBILE HOME OR MANUFACTURED HOME] Spaces, and 8.b.vii., Streets . Drainage Facilities, of this subsection, provided that such communities meet the standards set forth in the former City of Anchorage

Municipal Code sections 6.60.010 through 6.60.110.

(B) Those RDU[MH]Cs situated in any area of the municipality other than that described in paragraph i. above, which existed prior to 1966, are not subject to the requirements of paragraphs 8.b.vi., Relocatable dwelling unit[MOBILE HOME OR MANUFACTURED HOME] Spaces, 8.b.vii., Streets and Drainage Facilities, and 8.b.x., Additions to Mobile Dwelling Units[HOMES OR MANUFACTURED HOMES]; Accessory Buildings, of this subsection, within the area and to the extent that it was constructed, operated or maintained prior to that date.

(C) Any RDU[MH]C exempt from certain requirements of this subsection 21.05.030A.8., Relocatable Dwelling Unit[MANUFACTURED HOME COMMUNITY], as provided in paragraphs xviii.(A) and (B) above, shall conform to all provisions of this subsection 21.05.030A.8. within any area first constructed, operated, or maintained after the specified date or within any area that is substantially altered, remodeled, reconstructed, or rebuilt after that date.

(AO 2012-124(S), 2-26-13; AO 2013-117, 12-3-13; AO 2014-58, 5-20-14; AO 2015-133(S), 2-23-16; AO 2017-160, 12-19-17; AO 2023-103(S), 12-18-23; AO 2023-87(S-1), 6-25-24)

Section 5. Anchorage Municipal Code section 21.05.050, Use Regulations, Commercial Uses: Definitions and Use-Specific Standards, is hereby amended to read as follows (*the remainder of the section is not affected and therefore not set out*):

21.05.050 COMMERCIAL USES: DEFINITIONS AND USE-SPECIFIC STANDARDS

*** *** ***

I. Vehicles and Equipment.

*** *** ***

5. Vehicle-Large, Sales and Rental.

a. Definition.

An establishment engaged in the display, sale, leasing, or rental of new or used motor vehicles, and boats less

than 30 feet in length and/or less than 12,000 lbs. Vehicles include, but are not limited to, automobiles, light trucks, vans, trailers, recreational vehicles, and relocatable dwelling units[MOBILE HOMES].

*** *** ***

(AO 2012-124(S), 2-26-13; AO 2013-117, 12-3-13; AO 2014-133, 11-5-14; AO 2015-82, 7-28-15; AO 2023- 77, 7-25-2023; AO 2024-24, 4-23-24; AO 2025-3, 2-11-25; AO 2025-36, 4-16-25)

Section 6. Anchorage Municipal Code section 21.05.070, Use Regulations, Accessory Uses and Structures, is hereby amended to read as follows (*the remainder of the section is not affected and therefore not set out*):

21.05.070 ACCESSORY USES AND STRUCTURES

*** *** ***

C. Table of Accessory Uses

*** *** ***

TABLE 21.05-3: TABLE OF ACCESSORY USES – RESIDENTIAL, COMMERCIAL, INDUSTRIAL, AND OTHER DISTRICTS

P = Permitted

S = Administrative Site Plan Review

C = Conditional Use Review

21.05.070D.12.

D. Definitions and Use-Specific Standards for Allowed Accessory Uses and Structures

*** *** ***

3. Bed and Breakfast

*** *** ***

b. Use-Specific Standards.

i. General Standards.

(A) Bed and breakfast establishments are allowed only in attached or detached single-family and two-family dwellings, not including relocatable dwelling units [MOBILE HOMES].

*** *** ***

12. Intermodal Shipping Container (Connex Unit) as Storage.

1 *** *** ***

2 b. Use-Specific Standards.

3 Except when used as dwelling unit, t[T]he use of a
4 connex unit is allowed in all zoning districts subject to
5 the following:

6 *** *** ***

7 iii. In residential districts, connex units used for non-
8 residential use are only permitted on lots equal to
9 or greater than 40,000 square feet. Except as
10 restricted in b.vii. below, connex units existing as
11 of January 1, 2014 on any size lot may continue
12 as long as the screening requirements of b.i.
13 above and the number limitations of b.iv. below
14 are met within one year of January 1, 2014, in
15 which case such connex unit(s) shall be deemed
16 conforming. Failure to comply with this provision
17 shall not result in a legal nonconformity, but rather
18 shall result in an illegal structure.

19 *** *** ***

20 **E. Prohibited Accessory Uses and Structures.**

21 *** *** ***

22 **4. Use of Relocatable Dwelling Unit[MOBILE HOME],**
23 **Recreational Vehicle, or Travel Trailer as Residence.**

24 Except as allowed by 21.05.080B.3.d., in all zoning districts,
25 [MOBILE HOMES,] recreational vehicles[,] and travel trailers
26 may not be used as an accessory use for a permanent or
27 temporary residence. However, an RV or travel trailer may be
28 used as visitor accommodation for not more than 90 days in
29 any calendar year. Relocatable dwelling units may be used as
30 an accessory dwelling unit only if placed on a permanent
31 foundation.

32
33 (AO 2012-124(S), 2-26-13; AO 2013-117, 12-3-13; AO 2015-131, 1-12-15; AO 2015-
34 142(S-1), 6-21-16; AO 2016-3(S), 2-23-16; AO 2016-136, 11-15-16; AO 2017-10,
35 1-24-17; AO 2017-160, 12-19-17; AO 2017-176, 1-9-18, AO 2018-43(S); 6-12-18;
36 AO 2020-38, 4-28-20; AO 2021-26, 3-9-21; AO 2021-89(S), 2-15-22; AO 2022-107,
37 2-7-23; AO 2023-77, 7-25-23; AO 2024-24, 4-22-2024; AO 2025-72(S)AA, 6-24-25)

38
39 **Section 7.** Anchorage Municipal Code section 21.05.080, Use Regulations,
40 Temporary Uses and Structures, is hereby amended to read as follows (*the*
41 *remainder of the section is not affected and therefore not set out*):

42
43 **21.05.080 TEMPORARY USES AND STRUCTURES**

44 *** *** ***

45 **B. General Temporary Use Standards.**

46 *** *** ***

47 **3. Other Uses and Structures Allowed.**

The following temporary uses and structures shall be allowed in any zoning district or as specified below, in accordance with the standards of this section.

*** *** ***

d. Temporary Living in a Relocatable Dwelling Unit [MOBILE HOME], Motor Home, or Other Recreational Vehicle.

Notwithstanding title 23, one relocatable dwelling unit[MOBILE HOME], motor home, or other recreational vehicle with a fully operable self-contained sanitation system may be used on a lot in the R-5, R-6, R-7, R-8, R-9, R-10, and TA districts as temporary living quarters for not more than 18 months while a permanent dwelling is being constructed or repaired, if the following requirements are met:

*** *** ***

(AO 2012-124(S), 2-26-13; AO 2013-117, 12-3-13; AO 2024-24, 4-23-24)

Section 8. Anchorage Municipal Code section 21.06.020, Dimensional Standards, Dimensional Standards Tables, is hereby amended to read as follows (*the remainder of the section is not affected and therefore not set out*):

21.06.020 DIMENSIONAL STANDARDS TABLES

A. Table of Dimensional Standards: Residential Districts

TABLE 21.06-1: TABLE OF DIMENSIONAL STANDARDS - RESIDENTIAL DISTRICTS

(Additional standards may apply. See district-specific standards in chapter 21.04 and use-specific standards in chapter 21.05.)

(AO 2012-124(S), 2-26-13; AO 2013-117, 12-3-13; AO 2015-100, 10-13-15; AO 2016-71, 6-21-16; AO 2017-160, 12-19-17; AO 2017-176, 1-9-18; AO 2018-43(S), 6-12-18; AO 2019-11, 2-12-19; AO 2018-58, 5-7-19; AO 2020-38, 5-28-20; AO 2022-36, 4-26-22; AO 2023-77, 7-25-23; AO 2023-42, 8-22-23; AO 2023-103(S), 12-18-23; AO 2023-87(S-1), 6-25-24; AO 2024-102, 1-7-25; AO 2025-33AA Corrected, 4-16-25; AO 2025-48, 4-22-25)

1 **Section 9.** Anchorage Municipal Code section 21.07.020, Development and
2 Design Standards, Natural Resource Protection, is hereby amended to read as
3 follows (*the remainder of the section is not affected and therefore not set out*):

4 **21.07.020 NATURAL RESOURCE PROTECTION**

5 *** *** ***

6 **E. Flood Hazard Area Regulations.**

7 *** *** ***

8 **5. Regulations Applicable to Flood Hazard Area.**

9 *** *** ***

10 c. Standards for Issuance of Building or Land Use Permit.
11 No building permits, encroachment permits,
12 manufactured home permits, relocatable dwelling unit
13 permits, or other land use permits shall be issued for any
14 development activity within the flood hazard area unless
15 the plans show that, in addition to compliance with all
16 other ordinances, regulations and permit requirements,
17 the development shall meet the following requirements:
18 *** *** ***

19 **7. Construction Requirements.**

20 a. Generally.

21 All new construction and substantial improvements in
22 areas designated on the flood insurance rate map as
23 zones A, A1-30, AE, and AH shall meet the following
24 conditions:
25 *** *** ***

26 v. For new relocatable dwelling unit communities or
27 expansions to existing relocatable dwelling unit
28 communities[MANUFACTURED HOME PARKS
29 AND MANUFACTURED HOME
30 SUBDIVISIONS]; for expansions to existing
31 relocatable dwelling unit[MANUFACTURED
32 HOME] parks and manufactured home
33 subdivisions; for existing manufactured home
34 parks and manufactured home subdivisions
35 where the repair, reconstruction or improvement
36 of the streets, utilities and pads equals or
37 exceeds 50 percent of value of the streets,
38 utilities and pads before the repair, reconstruction
39 or improvement has commenced; and for
40 relocatable dwelling units[MANUFACTURED
41 HOMES] not placed in a relocatable dwelling unit
42 community[MANUFACTURED HOME PARK OR
43 MANUFACTURED HOME SUBDIVISION],
44 require that the repair, and on all property not
45 within a relocatable dwelling unit community
46 [MANUFACTURED HOME PARK OR
47 SUBDIVISION] stands or lots are elevated on
48 compacted fill or on pilings so that:
49

- (A) The lowest floor of each relocatable dwelling unit [MANUFACTURED HOME] must be at least one foot above the base flood level.
- (B) Adequate surface drainage and access for a hauler must be provided.
- (C) For relocatable dwelling units [MANUFACTURED HOMES] placed on pilings, pilings must be stable and no more than ten feet apart and reinforced if more than six feet above the ground level.
- (D) Lots must be large enough to permit steps.

vi. All relocatable dwelling units[MANUFACTURED HOMES] to be placed or substantially improved shall be elevated on a permanent foundation such that the lowest floor of the relocatable dwelling unit[MANUFACTURED HOME] is at least one foot above the base flood elevation, and be securely anchored to an adequately anchored foundation system.

vii. All relocatable dwelling units[MANUFACTURED HOMES] must likewise be anchored to prevent flotation, collapse or lateral movement, and shall be installed using methods and practices that minimize flood damage. Anchoring methods may include but are not limited to use of over-the-top or frame ties to ground anchors.

(AO 2012-124(S), 2-26-13; AO 2013-117, 12-3-13; AO 2016-34(S), 4-12-16; AO 2017-11, 2-14-17; AO 2018-67(S-1), 10-9-18; AO 2023-77, 7-25-23)

Section 10. Anchorage Municipal Code section 21.10.020, Chugiak-Eagle River, Application of Chapter 21.10, is hereby amended to read as follows (*the remainder of the section is not affected and therefore not set out*):

21.10.020 APPLICATION OF CHAPTER 21.10

*** *** ***

F. Definitions.

1. When the terms "Mobile Home" or "Manufactured Home" exist in this chapter 21.10, they shall be considered the same as Relocatable Dwelling Units in the other chapters of Title 21.

(AO 2012-124(S), 2-26-13; AO 2013-117, 12-3-13; AO 2020-38, 4-28-20)

1
2 **Section 11.** Anchorage Municipal Code section 21.11.050, Downtown, Use
3 Regulations, is hereby amended to read as follows (*the remainder of the section is
4 not affected and therefore not set out*):

5 *** *** ***

6 **21.11.050 USE REGULATIONS**

7 *** *** ***

8 **A. Table of Allowed Uses**

9 **TABLE 21.11-2: TABLE OF ALLOWED USES — DOWNTOWN DISTRICTS**

P = Permitted Use L = Permitted with Limitations S = Administrative Site Plan Review C = Conditional Use

M = Major Site Plan Review T = Special Land Use Permit for Marijuana

A blank cell means the use is prohibited.

Use Category	Use Type	B-2A	B-2B	B-2C	Definitions and Use-Specific Standards
RESIDENTIAL USES					
Household Living	Dwelling, mixed-use	P	P	P	21.05.030A.1.
*** *** ***					
	Relocatable dwelling[,] unit[MOBILE HOME]				21.05.030A.7.
	Relocatable dwelling unit[MANUFACTURED HOME] community				21.05.030A.8.
Group Living	Assisted living facility (3—8 residents)	P	P	P	21.05.030B.1.
*** *** ***					

10 (AO 2020-38, 4-28-20; AO 2023-43, 4-25-23; AO 2023-77, 7-25-23; AO
11 2023-120, 12-5-23)

12 **Section 12.** Anchorage Municipal Code section 21.13.020, Nonconformities,
13 Single- and Two-Family Structures and Mobile Homes, is hereby amended to read
14 as follows (*the remainder of the section is not affected and therefore not set out*):

15 **21.13.020 SINGLE- AND TWO-FAMILY STRUCTURES AND
16 RELOCATABLE DWELLING UNITS[MOBILE HOMES]**

17 *** *** ***

18 **B. Relocatable Dwelling Units[MOBILE HOMES].**

1. Lawfully erected nonconforming relocatable dwelling units[MOBILE HOMES] may be repaired or replaced, as long as the nonconformity is not increased.
2. Lawfully erected nonconforming relocatable dwelling units[MOBILE HOMES] on individual lots may be moved within the lot in compliance with setback regulations.
3. Relocatable dwelling units[MOBILE HOMES] in nonconforming relocatable[MOBILE] dwelling unit[MANUFACTURED HOME] communities may be repaired or replaced, in compliance with setback regulations.

(AO 2012-124(S), 2-26-13)

Section 13. Anchorage Municipal Code section 21.15.040, Rules of Construction and Definitions, Residential Uses: Definitions and Use-Specific Standards, is hereby amended to read as follows (*the remainder of the section is not affected and therefore not set out*):

21.15.040 RESIDENTIAL USES: DEFINITIONS AND USE-SPECIFIC STANDARDS

*** *** ***

Reinforcement

*** *** ***

Relocatable Dwelling Unit

Any manufactured home, mobile home, tiny home, or other type of small dwelling that can be moved and certified as safe for permanent occupancy by either HUD or the Building Official.

Relocation (as used in section 21.07.050, Utility distribution facilities)

*** *** ***

(AO 2012-124(S), 2-26-13; AO 2013-117, 12-3-13; AO 2014-132, 11-5-14; AO 2015-82, 7-28-15; AO 2015-100, 10-13-15; AO 2015-138, 1-12-16; AO 2015-133(S), 2-23-16; AO 2015-142(S-1), 6-21-16; AO 2016-3(S), 2-23-16; AO 2016-144(S), 12-20-16; AO 2017-55, 4-11-17; AO 2017-75, 5-9-2017; AO 2018- 12, 2-27-18; AO 2018-67(S-1), 10-9-18; AO 2018-92, 10-23-18; AO 2019-132, 12-2-19; AO 2020-38, 4- 28-20; AO 2021-89(S), 2-15-22; AO 2022-36, 4-26-22; AO 2022-80(S), 11-22-22; AO 2023-120, 12-5-23; AO 2025-38(2), 4-22-25)

Section 14. This ordinance shall be effective immediately upon passage and approval by the Assembly.

of PASSED AND APPROVED by the Anchorage Assembly this _____ day
, 2025.

Chair of the Assembly

ATTEST:

Municipal Clerk

(Planning and Zoning Commission Case No. 2025-0045)



MUNICIPALITY OF ANCHORAGE # 10.G.2.

Assembly Memorandum

AM No. 734-2025

Meeting Date: October 7, 2025

1 **FROM:** **MAYOR**
2

3 **SUBJECT:** **AN ORDINANCE AMENDING ANCHORAGE MUNICIPAL CODE**
4 **CHAPTERS 21.03, 21.04, 21.05, 21.06, 21.07, 21.10, 21.11, 21.13,**
5 **and 21.15 TO ALLOW MORE FLEXIBILITY FOR SMALL FORMS**
6 **OF HOUSING AND RELOCATABLE DWELLING UNITS IN**
7 **MANUFACTURED HOME PARKS AND ALL RESIDENTIAL**
8 **ZONES.**
9

10 **OVERVIEW**
11

12 At the request of the Administration and after additional consultation with the
13 Development Services Department, there have been two substantial changes to
14 this proposed ordinance since the Planning and Zoning Commission reviewed it
15 on June 9, 2025.

16

- 17 1. The primary term for mobile dwelling units has been renamed to
18 "relocatable dwelling units." When heard at the Planning and Zoning
19 Commission on June 9, this proposed ordinance referred to "mobile
20 dwelling units."
- 21 2. The original ordinance reviewed by the Planning and Zoning Commission
22 allowed mobile dwelling units (now relocatable dwelling units) under zoning
23 code to be used as Accessory Dwelling Units (ADUs) without a foundation.
24 The version provided with this memorandum changes this to require
25 relocatable dwelling units used as ADUs to have a foundation. This is due
26 to the specifics of building code requiring ADUs to have a foundation in case
27 something happens to the original primary structure and the ADU becomes
28 the main structure on the lot. It is possible to allow dwelling units without
29 foundations on regular residential lots, but it would require a different
30 category of regulation to meet building code requirements.
31

32

33 There is one additional less-substantial change in response to feedback from the
34 Alaska Manufactured Home Owners and Renters Association to add a line that
35 states that "*Relocatable Dwelling Unit Community owners shall ensure that private*
36 *infrastructure systems can adequately and safely serve all units within that RDU*
37 *community.*"

38

39 **BACKGROUND**
40

- 1 • The *Manufactured Housing Communities, Assessment and Feasibility*
2 Study, commissioned by the Planning Department and completed in 2024,
3 indicated that manufactured home communities (MHCs) are no longer a
4 viable option in Anchorage due to limitations on the land that can be
5 developed for this use, infrastructure costs, competition with other housing
6 at similar price points, and sourcing and shipping constraints.
7
- 8 • This ordinance would make it easier to repair or replace homes in existing
9 manufactured housing parks.
10
- 11 • There are many small forms of housing that could meet Anchorage's
12 housing needs but don't fit into existing regulations. This ordinance provides
13 a few small but significant simplifications to allow more innovation and
14 creativity for small forms of housing that can be certified as safe for
15 habitation by the MOA Development Services Department.
16
- 17 • Existing Title 21 has potentially confusing terminology about "mobile
18 homes" versus "manufactured" homes, sometimes using each to describe
19 the same type of housing. This ordinance redefines any moveable form of
20 housing as a "relocatable dwelling unit."
21
- 22 • Staff updated the original recommendations for this proposal after receiving
23 comments calling for additional flexibility during agency review.
24

25 **POLICY SUPPORT**

26

- 27 • The *Anchorage 2020—Anchorage Bowl Comprehensive Plan* and the
28 *Anchorage 2040 Land Use Plan* both mention Manufactured Housing as a
29 priority for housing in Anchorage. (See the Anchorage 2020 strategy
30 "Mobile Home Parks" and the Anchorage 2040 strategy #9 "Infill Housing
31 Development regulations.")
32
- 33 • The Mayor's 10,000 Homes in 10 Years Strategy calls for legalizing smaller,
34 cheaper, and innovative housing types like manufactured, mobile, modular,
35 and even 3D-printed homes.
36
- 37 • The Mayor's 10,000 Homes in 10 Years Strategy calls for incentivizing
38 construction and rehab and remediating neglect.
39

40 **OVERVIEW OF CHANGES**

41

42 This proposed ordinance includes the following additional changes recommended
43 from comments during the agency review process:

- 44 • Allow any structure that can be certified as safe by the Development
45 Services Department to be either a legal dwelling unit or a relocatable
46

1 dwelling unit with a permanent foundation in any of the zones where those
2 uses are allowed.

3

- 4 • Simplify terms so that Title 21 no longer had references to “manufactured
5 home” or “mobile home,” but rather only “relocatable dwelling unit” and other
6 dwelling units on a foundation. A manufactured home if on a foundation and
7 certified as safe by the Building Official will in the future just be called a
8 dwelling unit.
- 9
- 10 • Allow relocatable dwelling units to be used as ADUs but require a
11 foundation.
- 12
- 13 • Allowed the use of connex/shipping containers as dwelling units without the
14 special design standards that still apply for when they are used for
15 accessory storage. This means that a connex with a foundation is just a
16 dwelling unit.
- 17
- 18 • Allow relocatable dwelling units on a permanent foundation in all residential
19 zones where single-family homes are permitted.
- 20
- 21 • Allow greater density in Relocatable Dwelling Unit Communities (RDUC).
- 22
- 23 • Change RDUCs from a conditional use to an Administrative Site Plan
24 Review use.
- 25
- 26 • Allow RDUs and RDUCs in the PLI zone, and exempt RDUCs in the PLI
27 zone from the use-specific standards that apply to other RDUCs.

28

29 **PLANNING AND ZONING COMMISSION DISCUSSION**

30

31 The Planning and Zoning Commission discussed the expanded proposed
32 ordinance at its June 9, 2025, meeting. Commissioners heard public comment on
33 the item, additional comment from representatives of the Mayor’s Office focused
34 on housing and how this project could benefit efforts to reduce homelessness and
35 then discussed the potential effects and opportunities of this change.

36

37 The Commission voted to recommend approval of the proposed ordinance with
38 five in favor and two opposed.

39

40 *The proposed ordinance has no private sector economic effects and local
41 government effects are less than \$30,000; no summary of economic effects is
42 required pursuant to AMC 2.30.053.*

43

44 **THE ADMINISTRATION RECOMMENDS APPROVAL.**

Prepared by: Daniel Mckenna-Foster, Long-Range Planning Manager,
Planning Department

Approved by: Mélisa R. K. Babb, Planning Director

Concur: Lance Wilber, PDPW Director

Concur: Eva Gardner, Municipal Attorney

Concur: Ona R. Brause, OMB Director

Concur: Philippe D. Brice, CFO

Concur: William D. Falsey, Chief Administrative Officer

Concur: Rebecca A. Windt Pearson, Municipal Manager

Respectfully submitted: Suzanne LaFrance, Mayor

Attachments: Exhibit A, PZC Resolution No. 2025-017
Exhibit B, PZC Case No. 2025-0045 Staff Packet

(Planning and Zoning Commission Case 2025-0045)

REQUEST FOR PROPOSAL (RFP)

GIRDWOOD HOUSINC ACTION and IMPLEMENTATION PLAN

DRAFT- FOR DISCUSSION AND DELIBERATION PURPOSES ONLY

Introduction

GENERAL INFORMATION

The Municipality of Anchorage, Girdwood Valley Service Area is soliciting proposals from qualified consultants to provide professional services for the preparation of a Girdwood Housing Action and Implementation Plan (“Plan”) “that takes a comprehensive look at developing sustainable housing” in Girdwood. (2025 GCP Goal H.3.1). The Municipality will select a firm or firms with demonstrated professional expertise and experience in development of strategies, analysis of financing sources, and feasibility of specific housing projects all intended to serve as a reference resource for the creation/expansion of work force housing in Glacier Valley.

The Municipality will engage the contractor and will be responsible for contract administration and supervision. Preparation of the plan will be coordinated by the Municipality and will include a range of stakeholders potentially including the Girdwood Housing and Economic Committee, the Girdwood Land Use Committee, the Girdwood Board of Supervisors, Girdwood employers, local building contractors, the Municipality of Anchorage Heritage Land Bank, and Pomeroy Lodging (owner of Alyeska Resort).

The result of the project will be a public hearing draft of the Girdwood Housing Action and Implementation Plan that will be submitted for formal review and approval by the Girdwood Board of Supervisors. The Girdwood Housing Action and Implementation Plan is intended to be a step towards “develop[ing] additional organizational capacity for housing development in Girdwood” (2025 GCP Goal H3). Such increased capacity will be important to fulfill the community’s desire to develop workforce housing and increase the number of housing units used as a primary residence in the Girdwood Valley Service Area as expressed in the 2025 Girdwood Comprehensive Plan. The final outcome of this process will be an approved Girdwood Housing Action and Implementation Plan that will be an appendix to the Girdwood Comprehensive Plan.

Background

The 2025 Girdwood Comprehensive Plan (“GCP”) discusses the lack of affordable housing for the Girdwood work force, the impact of short term rental housing on housing availability for the Girdwood work force, the relatively small proportion of existing housing units used as primary residences and immediate and future needs for housing through 2035. (GCP pp.2-41 through 2-55). The GCP shows an immediate need for 75 units of work force housing and a future need for 242 new housing units. The GCP contains a number of general goals including:

- H1- Maximize use of existing housing inventory
- H2- Encourage broad range of new housing development
- H3- Develop organizational capacity for housing

The Girdwood Valley Service Area enabling ordinance was amended in 202_ to add housing and economic development as specific services authorized to be provided within service area boundaries. After this expansion the Girdwood Board of Supervisors (“GBOS”) created the Girdwood Housing and Economic Committee (“GHEC”). The GHEC has assembled a detailed compilation of housing data and potential housing development opportunities and strategies. These are contained in a document titled “Program Matrix” which is available at

https://docs.google.com/spreadsheets/d/1S6EBZguJ0nVfNmAN5PlfGpTG9oRX0GU2t6_SPZ8odCI/edit?gid=0#gid=0 .

The GHEC adopted a Housing Implementation Plan in November of 2024 and has discussed but not taken formal action on two related plans titled Housing Action Plan for Girdwood and Girdwood Housing Action Plan. At a work session in September 2025 the GHEC approved using the Housing Goals portion of the GCP as the framework for a more detailed action/implementation plan. The previous work done by GHEC and previous public engagement in connection with the adoption of the GCP informs the proposed scope of work.

**INSERT STANDARD LANGUAGE REGARDING PREP COSTS/QUESTIONS/RULES
GOVERNING COMPETITION FROM SECTIONS 1 AND 2 OF PARKS AND REC MASTER
PLAN RFP**

3. Scope of Work

3.1 Narrative- Work on the Girdwood Housing Action and Implementation Plan (“the Plan”) will take place in 2026, beginning with contractor engagement with the GHEC and working through Plan development and final approval by the Girdwood Board of Supervisors (“GBOS”). It is anticipated that the contract will be negotiated and a Notice to Proceed will be issued by April 2026.

The Scope of Work outlined in this RFP is intended to provide flexibility to Contractors to propose the most appropriate means of completing this project in the most efficient, timely, and cost-effective manner. The primary tasks anticipated to complete the Plan are described below. The selected Contractor will be expected to work closely and regularly with the GHEC throughout the project, to ensure successful completion of the scope of work.

Initial project tasks include review of the GCP, the GHEC Program Matrix, the GHEC Housing Implementation Plan and the drafts of the Housing Action Plan for Girdwood and Girdwood Housing Action Plan followed by a kickoff meeting with the GHEC.

3.2 Tasks

3.2.1 Develop Plan Framework/Finalize Scope - Work with the GHEC and GBOS to:

Task 1:– identify the specific components of the GCP Housing Goals, GHEC Program Matrix, GHEC Housing Implementation Plan and draft Housing Action Plans that have been substantially completed.

Task 2- identify which of the remaining components of the GHEC Program Matrix, GHEC Housing Implementation Plan and draft Housing Action Plans can be analyzed and included in the Plan within the limits of the Project Budget.

Task 3- determine what if any stakeholder interviews/meetings should be conducted in development of the Plan within the limits of the Project Budget. Potential interviews/meetings conducted by the Consultant include:

MOA Planning Department- Meet with MOA Planning Department to determine realistic timeline for completion of Chapter 9 rewrite assuming flat departmental budget and existing work load and projects. In addition, determine if any zoning changes are required to facilitate Ruane/Alyeska proposed development and establish a potential timeline for such changes.

Girdwood Community Land Trust/Girdwood, Inc.- Meet with GCLT and GI to confirm interest and capacity in development of workforce housing. Identify additional capacity, if

any, needed by GCLT and GI to successfully deliver and manage proposed Ruane/Alyeska project.

GVSA Staff- Meet with GVSA staff to determine existing capacity to administer STR to LTR incentive programs and develop management options for each .

Local Builders- Host/Coordinate a listening session to gage developer interest in building workforce housing either in partnership with a local non-profit or as a stand alone project and learn what incentives increase developer interest to build workforce housing. Obtain information from builders about per square foot cost of new residential construction including site development costs and if/how current zoning regulations increase cost.

Pomeroy Lodging- Meet with Pomeroy Lodging to confirm number of anticipated workforce housing units and non-workforce housing units to be constructed and probable timing of construction. Determine what incentives would increase Pomeroy interest in developing non-rental deed restricted workforce housing.

Short Term Rental Owners/Realtors/Property Managers- Host/Coordinate an STR listening session to gage interest/willingness in conversion of STR units to long term rental units and what incentive level would be attractive for such conversion. Receive input on any objection to STR registration or regulation requirements.

Local Employers- Interview local employers to engage interest in partnering on workforce housing via voluntary contributions to workforce housing programs in return for employee preference to access programs. Identify options for employer participation as master lessor or owner of deed restricted property.

Task 4- Determine scope of Consultant review of housing strategies developed by other mountain resort/tourist communities within the limits of the Project Budget potentially including:

Whitefish, Montana

Breckinridge, Colorado

Task 2: Objectives/Goals- Develop specific objectives and timelines for:

1. creation of workforce housing through new construction including a specific number of units and timelines based on need identified in the GCP and taking into consideration the planned Holton Hills and Pomeroy developments, anticipated time to secure funding, estimated cost of construction and typical

time for project development. Identify best delivery model for building and managing workforce housing through existing or newly created entities. Answer the following questions:

- a. How dense does multi-unit development need to be to generate sufficient rental income to cover cost of development plus ongoing maintenance?
- b. What level of subsidy of construction and site development costs (including land acquisition, design professional fees etc.) is required to create a project that can be sustained by rents?
- c. What is the optimum size rental unit for workforce housing for a single occupant that will be affordable?
- d. What level of reduction from market rates is required for affordability of the optimum size unit?

2. target for mix between short term rental housing, primary residence housing and owner-occupied housing.
3. number of units converted from short term to long term rentals.
4. Consideration of STR registration and regulation program specific to the GVSA.
5. Rewrite of Chapter 9 of Title 21.

Task 3: Analysis

The following elements are to be included in the Plan unless modified or eliminated during development of the Framework in Task 1. Additional analysis may be required as deemed necessary to successfully complete the Plan. The analysis focuses on the following potential tools to develop workforce housing:

1. New construction
 - Ruane
 - Holton Hills
2. Rental Assistance
3. Conversion of Short Term Rentals to Long Term Rentals
4. STR Registration and regulation

Task 1- Cost Analysis- New construction. Provide a rough order of magnitude cost estimate of the following potential housing actions (all estimates to include both construction and pre-construction costs (A/E, roads/utilities/site development etc.):

Construction of Phase 1 of the Ruane/Alyeska housing project

Construction of single family and multifamily housing on the 2 lots anticipated to be deeded through MOA to a local non-profit as set forth in AO- _____.

Task 2- Rental Assistance Programs- identify and analyze “gap” between typical workforce wages and existing rents (possibly using Creekside rental rates as lower typical rent) for long term rental housing in Girdwood using federal baseline for “affordable housing” of 30% of gross pay for rent and utilities. Based on this analysis develop estimate of rental assistance needed per worker to meet affordable housing criteria under current rental market conditions and hourly wage assumptions.

Task 3- STR to Long Term Rental Conversion Incentive-

identify and analyze the “gap” between STR revenue and long term rental revenue for a typical ADU, second home or investment property used as an STR. Based on this analysis develop estimate of amount of incentive needed per ADU to provide a “no cost” result for property owner who converts to a long term rental. Discuss whether this strategy has been successful in other communities.

Task 4- Financing Options - Identify potential sources of housing project/program funding and Girdwood eligibility/ability to create or access a funding source including:

Service Area property taxes- estimate the potential increase in the existing property tax base resulting from current or planned construction of housing over the next ten years and the amount of property tax revenue that would result based on the 2025 mill rate. Discuss if any existing tax increment financing option exists for the GVSA.

Service area bed tax- estimate potential revenue from bed tax assuming proposed increase to bed tax is adopted and Girdwood receives proportion of this revenue.

Service area excise tax- estimate potential revenue from an excise tax on ski tickets using the “surcharge” on Anchorage Performing Arts Center tickets as an example of a similar program. Analyze process for creation of excise tax specific to ski tickets purchased from Hillside, Alyeska and Arctic Valley or specific to ski tickets purchased from Alyeska Resort.

Service Area housing specific tax- estimate potential revenue from a Girdwood specific “add on” tax patterned after the Anchorage Downtown special tax district used to fund community service patrols (among other things). Discuss process for adoption.

Housing Trust Fund- analyze ability of GVSA to create a dedicated Housing Trust Fund and deposit revenue into fund during annual budget process and retain revenue in the Trust Fund at the end of each annual budget cycle.

Development Impact Fee- analyze potential revenue that would result from assessment on new building permits with fees collected by Anchorage and remitted to GVSA.

AHFC Funding- Analyze potential for service area or local non-profit partnership with the Alaska Housing Finance Corporation (AHFC) to access GOAL program grants, Low-Income Housing Tax Credits, and HOME funds for constructing or rehabilitating affordable rental units, Housing Choice Vouchers and Rural Professional Housing Grants(for teachers, law enforcement and health professionals).

AIDEA financing- identify whether AIDEA has existing housing programs for which Girdwood projects could be eligible.

Charitable funding- identify existing foundations/non-profits (both local and national) that assist in creation of workforce housing. Include analysis of potential contributions from local employers based on stakeholder interviews.

Federal Housing programs- identify whether Girdwood would be eligible to apply for federal funding for local workforce housing projects including Community Development Block Grants and USDA Rural Development programs.

Low Income Housing Tax Credits- identify existing LIHTC programs similar to program used to develop Creekside apartments and explain how they work. Evaluate likelihood and avenue for success for Girdwood based entity to qualify and potential partners.

Task 5- Regulatory Options

Task 5.1- STR Regulation- Based on review of STR regulation strategies in other communities identify at least 3 options for regulation of STR's within the Girdwood Valley Service Area in addition to the registration requirement recently enacted by the Anchorage Assembly.

Task 5.2- Zoning Changes- identify potential increase in number of housing units from implementation of changes to existing density, lot size, and areas where multi-family units are allowed as referenced in the GCP. Of the various items mentioned in the GCP identify which changes could be expected to have the most impact. Discuss timeline for Chapter 9 rewrite. Identify at least 3 interim fixes to Chapter 9 that could result in increase in housing units while waiting for Chapter 9 rewrite including:

Suspension of development standards

Allowing mobile/modular housing.

Task 5.3- Builder Incentives- Identify options for incentives tied to new construction that includes workforce housing and inclusionary zoning regulations requiring future subdivisions or PUD's to have minimum number of deed restricted units. Analyze potential impact of these incentives on creation of workforce housing in Girdwood especially with regard to remaining HLB property potentially available for private development.

Task 5.4- Commercial Development- identify potential regulation requiring future commercial developments to provide for or contribute to a specified number of workforce housing units based on number of added employees. Estimate possible number of additional units such a requirement could generate.

Task 6- Deed Restrictions. Identify types of deed restrictions potentially applicable to development and management of workforce housing. These include Income eligibility, Local employment requirements, initial pricing, resale pricing, and appreciation limits. Include analysis of any limitations on deed restrictions under Alaska law.

Task 7- Management Project Delivery Options

Task 7.1- Ruane Road/Alyeska Project- GHEC has supported an initiative of the Girdwood Community Land Trust as a potential partner with a private builder and the MOA Heritage Land Bank for development and management of this Project. Analyze feasibility of this concept including whether similar models for project delivery have been used in other communities. Explain options for how such a collaboration would work including risks and responsibilities of each of the partners in the project. Discuss options for how workforce housing component of the project would be managed post construction including deed restrictions, mix between rental and owner occupied units and options for management of rental units. Identify potential alternatives to this model of project delivery for development of this particular property. Analyze if size of proposed project meets or exceeds projected need for housing referenced in the GCP.

Task 7.2- Discuss potential structure of a Girdwood Housing Task Force as an alternative to or as a supplement to the Girdwood Housing and Economic Committee for ongoing monitoring and efforts to develop workforce housing. Identify whether Pomeroy Lodging and HLB are willing to participate in such a task force.

Task 7.3- Provide options for administration of an STR conversion program including whether additional service area staff would be required to administer program and provide rough order of magnitude estimate of cost of administration.

Task 8- Monitoring Metrics

Task 8.1- develop measures for quantifying workforce housing development with specific goals such as number of affordable units built and occupied by local workers and percentage of housing stock used as primary residences vs. short-term rentals.

Task 8.2- establish short term and long term goals for each metric identified .

Task 8.3- discuss and recommend options for continual collection and monitoring of housing data include discussion of

Sources of data

Entity collecting data (GHEC, Housing Task Force, contractor, GVSA staff)

Frequency of data collection and reporting

Task 9: Housing Action and Implementation Plan . Using findings and conclusions from Tasks 1 through 8, the Contractor will draft the components for the Girdwood Housing Action and Implementation Plan. The Plan will prioritize specific goals and objectives including a timeline for reaching goals. Plan components may be adjusted during plan development; however, at a minimum, they should include the following general information:

- Introduction
- History of the Development of the Plan
- Relevance of other planning documents
- Existing Conditions: Summarize and cross reference the data identified in the GCP and Program Matrix . The contractor is to work primarily from customer supplied data and assume accuracy of such data and add data contractor already has.
- Analysis: As identified in Tasks 3-7
- Goals: Proposed goals for development of workforce housing/mix of primary and secondary homes/mix of renter/owner units as identified in Tasks 2 and 8.

Financing: Identify the most promising/achievable funding sources and timeline for securing financing from those analyzed in Task 4.

• Implementation Plan: This section will provide specific recommendations for the implementation of the Plan. It may be integrated into the various plan elements or provided as a separate chapter in the Plan. The implementation plan will include a timeline, planning level cost estimates, and a prioritized list of workforce housing initiatives. The plan should also identify potential funding sources prioritized by achievability as well as project partners.

Roles and Responsibilities: Identify what entities are responsible for each component of plan implementation including potential partners and who is the “lead” entity initiating implementation. Include timeline for “lead” to initiate component of plan implementation.

Capacity: Identify any additional capacity needed by any entity with a role or responsibility for plan implementation. (for example, grant writer needed to apply for funding assistance).

• Appendices: This section will include items not included in the plan but relevant to the plan and planning process. Potential examples include: meeting minutes, links to GHEC program matrix, public comments, etc.

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The criteria to consider during evaluations, and the associated point values, are as follows:

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REQUEST FOR PROPOSAL (RFP)

GIRDWOOD HOUSINC ACTION and IMPLEMENTATION PLAN

DRAFT- FOR DISCUSSION AND DELIBERATION PURPOSES ONLY

Introduction

GENERAL INFORMATION

The Municipality of Anchorage, Girdwood Valley Service Area is soliciting proposals from qualified consultants to provide professional services for the preparation of a Girdwood Housing Action and Implementation Plan (“Plan”) “that takes a comprehensive look at developing sustainable housing” in Girdwood. (2025 GCP Goal H.3.1). The Municipality will select a firm or firms with demonstrated professional expertise and experience in development of strategies, analysis of financing sources, and feasibility of specific housing projects all intended to serve as a reference resource for the creation/expansion of work force housing in Glacier Valley.

The Municipality will engage the contractor and will be responsible for contract administration and supervision. Preparation of the plan will be coordinated by the Municipality and will include a range of stakeholders potentially including the Girdwood Housing and Economic Committee, the Girdwood Land Use Committee, the Girdwood Board of Supervisors, Girdwood employers, local building contractors, the Municipality of Anchorage Heritage Land Bank, and Pomeroy Lodging (owner of Alyeska Resort).

The result of the project will be a public hearing draft of the Girdwood Housing Action and Implementation Plan that will be submitted for formal review and approval by the Girdwood Board of Supervisors. The Girdwood Housing Action and Implementation Plan is intended to be a step towards “develop[ing] additional organizational capacity for housing development in Girdwood” (2025 GCP Goal H3). Such increased capacity will be important to fulfill the community’s desire to develop workforce housing and increase the number of housing units used as a primary residence in the Girdwood Valley Service Area as expressed in the 2025 Girdwood Comprehensive Plan. The final outcome of this process will be an approved Girdwood Housing Action and Implementation Plan that will be an appendix to the Girdwood Comprehensive Plan.

Background

The 2025 Girdwood Comprehensive Plan (“GCP”) discusses the lack of affordable housing for the Girdwood work force, the impact of short term rental housing on housing availability for the Girdwood work force, the relatively small proportion of existing housing units used as primary residences and immediate and future needs for housing through 2035. (GCP pp.2-41 through 2-55). The GCP shows an immediate need for 75 units of work force housing and a future need for 242 new housing units. The GCP contains a number of general goals including:

- H1- Maximize use of existing housing inventory
- H2- Encourage broad range of new housing development
- H3- Develop organizational capacity for housing

The Girdwood Valley Service Area enabling ordinance was amended in 202_ to add housing and economic development as specific services authorized to be provided within service area boundaries. After this expansion the Girdwood Board of Supervisors (“GBOS”) created the Girdwood Housing and Economic Committee (“GHEC”). The GHEC has assembled a detailed compilation of housing data and potential housing development opportunities and strategies. These are contained in a document titled “Program Matrix” which is available at

https://docs.google.com/spreadsheets/d/1S6EBZguJ0nVfNmAN5PlfGpTG9oRX0GU2t6_SPZ8odCI/edit?gid=0#gid=0 .

The GHEC adopted a Housing Implementation Plan in November of 2024 and has discussed but not taken formal action on two related plans titled Housing Action Plan for Girdwood and Girdwood Housing Action Plan. At a work session in September 2025 the GHEC approved using the Housing Goals portion of the GCP as the framework for a more detailed action/implementation plan. The previous work done by GHEC and previous public engagement in connection with the adoption of the GCP informs the proposed scope of work.

**INSERT STANDARD LANGUAGE REGARDING PREP COSTS/QUESTIONS/RULES
GOVERNING COMPETITION FROM SECTIONS 1 AND 2 OF PARKS AND REC MASTER
PLAN RFP**

3. Scope of Work

3.1 Narrative- Work on the Girdwood Housing Action and Implementation Plan (“the Plan”) will take place in 2026, beginning with contractor engagement with the GHEC and working through Plan development and final approval by the Girdwood Board of Supervisors (“GBOS”). It is anticipated that the contract will be negotiated and a Notice to Proceed will be issued by April 2026.

The Scope of Work outlined in this RFP is intended to provide flexibility to Contractors to propose the most appropriate means of completing this project in the most efficient, timely, and cost-effective manner. The primary tasks anticipated to complete the Plan are described below. The selected Contractor will be expected to work closely and regularly with the GHEC throughout the project, to ensure successful completion of the scope of work.

Initial project tasks include review of the GCP, the GHEC Program Matrix, the GHEC Housing Implementation Plan and the drafts of the Housing Action Plan for Girdwood and Girdwood Housing Action Plan followed by a kickoff meeting with the GHEC.

3.2 Tasks

3.2.1 Develop Plan Framework/Finalize Scope - Work with the GHEC and GBOS to:

Task 1:– identify the specific components of the GCP Housing Goals, GHEC Program Matrix, GHEC Housing Implementation Plan and draft Housing Action Plans that have been substantially completed.

Task 2- identify which of the remaining components of the GHEC Program Matrix, GHEC Housing Implementation Plan and draft Housing Action Plans can be analyzed and included in the Plan within the limits of the Project Budget.

Task 3- determine what if any stakeholder interviews/meetings should be conducted in development of the Plan within the limits of the Project Budget. Potential interviews/meetings conducted by the Consultant include:

MOA Planning Department- Meet with MOA Planning Department to determine realistic timeline for completion of Chapter 9 rewrite assuming flat departmental budget and existing work load and projects. In addition, determine if any zoning changes are required to facilitate Ruane/Alyeska proposed development and establish a potential timeline for such changes.

Girdwood Community Land Trust/Girdwood, Inc.- Meet with GCLT and GI to confirm interest and capacity in development of workforce housing. Identify additional capacity, if

any, needed by GCLT and GI to successfully deliver and manage proposed Ruane/Alyeska project.

GVSA Staff- Meet with GVSA staff to determine existing capacity to administer STR to LTR incentive programs and develop management options for each .

Local Builders- Host/Coordinate a listening session to gage developer interest in building workforce housing either in partnership with a local non-profit or as a stand alone project and learn what incentives increase developer interest to build workforce housing. Obtain information from builders about per square foot cost of new residential construction including site development costs and if/how current zoning regulations increase cost.

Pomeroy Lodging- Meet with Pomeroy Lodging to confirm number of anticipated workforce housing units and non-workforce housing units to be constructed and probable timing of construction. Determine what incentives would increase Pomeroy interest in developing non-rental deed restricted workforce housing.

Short Term Rental Owners/Realtors/Property Managers- Host/Coordinate an STR listening session to gage interest/willingness in conversion of STR units to long term rental units and what incentive level would be attractive for such conversion. Receive input on any objection to STR registration or regulation requirements.

Local Employers- Interview local employers to engage interest in partnering on workforce housing via voluntary contributions to workforce housing programs in return for employee preference to access programs. Identify options for employer participation as master lessor or owner of deed restricted property.

Task 4- Determine scope of Consultant review of housing strategies developed by other mountain resort/tourist communities within the limits of the Project Budget potentially including:

Whitefish, Montana

Breckinridge, Colorado

Task 2: Objectives/Goals- Develop specific objectives and timelines for:

1. creation of workforce housing through new construction including a specific number of units and timelines based on need identified in the GCP and taking into consideration the planned Holton Hills and Pomeroy developments, anticipated time to secure funding, estimated cost of construction and typical

time for project development. Identify best delivery model for building and managing workforce housing through existing or newly created entities. Answer the following questions:

- a. How dense does multi-unit development need to be to generate sufficient rental income to cover cost of development plus ongoing maintenance?
- b. What level of subsidy of construction and site development costs (including land acquisition, design professional fees etc.) is required to create a project that can be sustained by rents?
- c. What is the optimum size rental unit for workforce housing for a single occupant that will be affordable?
- d. What level of reduction from market rates is required for affordability of the optimum size unit?

2. target for mix between short term rental housing, primary residence housing and owner-occupied housing.
3. number of units converted from short term to long term rentals.
4. Consideration of STR registration and regulation program specific to the GVSA.
5. Rewrite of Chapter 9 of Title 21.

Task 3: Analysis

The following elements are to be included in the Plan unless modified or eliminated during development of the Framework in Task 1. Additional analysis may be required as deemed necessary to successfully complete the Plan. The analysis focuses on the following potential tools to develop workforce housing:

1. New construction
 - Ruane
 - Holton Hills
2. Rental Assistance
3. Conversion of Short Term Rentals to Long Term Rentals
4. STR Registration and regulation

Task 1- Cost Analysis- New construction. Provide a rough order of magnitude cost estimate of the following potential housing actions (all estimates to include both construction and pre-construction costs (A/E, roads/utilities/site development etc.):

Construction of Phase 1 of the Ruane/Alyeska housing project

Construction of single family and multifamily housing on the 2 lots anticipated to be deeded through MOA to a local non-profit as set forth in AO- _____.

Task 2- Rental Assistance Programs- identify and analyze “gap” between typical workforce wages and existing rents (possibly using Creekside rental rates as lower typical rent) for long term rental housing in Girdwood using federal baseline for “affordable housing” of 30% of gross pay for rent and utilities. Based on this analysis develop estimate of rental assistance needed per worker to meet affordable housing criteria under current rental market conditions and hourly wage assumptions.

Task 3- STR to Long Term Rental Conversion Incentive-

identify and analyze the “gap” between STR revenue and long term rental revenue for a typical ADU, second home or investment property used as an STR. Based on this analysis develop estimate of amount of incentive needed per ADU to provide a “no cost” result for property owner who converts to a long term rental. Discuss whether this strategy has been successful in other communities.

Task 4- Financing Options - Identify potential sources of housing project/program funding and Girdwood eligibility/ability to create or access a funding source including:

Service Area property taxes- estimate the potential increase in the existing property tax base resulting from current or planned construction of housing over the next ten years and the amount of property tax revenue that would result based on the 2025 mill rate. Discuss if any existing tax increment financing option exists for the GVSA.

Service area bed tax- estimate potential revenue from bed tax assuming proposed increase to bed tax is adopted and Girdwood receives proportion of this revenue.

Service area excise tax- estimate potential revenue from an excise tax on ski tickets using the “surcharge” on Anchorage Performing Arts Center tickets as an example of a similar program. Analyze process for creation of excise tax specific to ski tickets purchased from Hillside, Alyeska and Arctic Valley or specific to ski tickets purchased from Alyeska Resort.

Service Area housing specific tax- estimate potential revenue from a Girdwood specific “add on” tax patterned after the Anchorage Downtown special tax district used to fund community service patrols (among other things). Discuss process for adoption.

Housing Trust Fund- analyze ability of GVSA to create a dedicated Housing Trust Fund and deposit revenue into fund during annual budget process and retain revenue in the Trust Fund at the end of each annual budget cycle.

Development Impact Fee- analyze potential revenue that would result from assessment on new building permits with fees collected by Anchorage and remitted to GVSA.

AHFC Funding- Analyze potential for service area or local non-profit partnership with the Alaska Housing Finance Corporation (AHFC) to access GOAL program grants, Low-Income Housing Tax Credits, and HOME funds for constructing or rehabilitating affordable rental units, Housing Choice Vouchers and Rural Professional Housing Grants(for teachers, law enforcement and health professionals).

AIDEA financing- identify whether AIDEA has existing housing programs for which Girdwood projects could be eligible.

Charitable funding- identify existing foundations/non-profits (both local and national) that assist in creation of workforce housing. Include analysis of potential contributions from local employers based on stakeholder interviews.

Federal Housing programs- identify whether Girdwood would be eligible to apply for federal funding for local workforce housing projects including Community Development Block Grants and USDA Rural Development programs.

Low Income Housing Tax Credits- identify existing LIHTC programs similar to program used to develop Creekside apartments and explain how they work. Evaluate likelihood and avenue for success for Girdwood based entity to qualify and potential partners.

Task 5- Regulatory Options

Task 5.1- STR Regulation- Based on review of STR regulation strategies in other communities identify at least 3 options for regulation of STR's within the Girdwood Valley Service Area in addition to the registration requirement recently enacted by the Anchorage Assembly.

Task 5.2- Zoning Changes- identify potential increase in number of housing units from implementation of changes to existing density, lot size, and areas where multi-family units are allowed as referenced in the GCP. Of the various items mentioned in the GCP identify which changes could be expected to have the most impact. Discuss timeline for Chapter 9 rewrite. Identify at least 3 interim fixes to Chapter 9 that could result in increase in housing units while waiting for Chapter 9 rewrite including:

Suspension of development standards

Allowing mobile/modular housing.

Task 5.3- Builder Incentives- Identify options for incentives tied to new construction that includes workforce housing and inclusionary zoning regulations requiring future subdivisions or PUD's to have minimum number of deed restricted units. Analyze potential impact of these incentives on creation of workforce housing in Girdwood especially with regard to remaining HLB property potentially available for private development.

Task 5.4- Commercial Development- identify potential regulation requiring future commercial developments to provide for or contribute to a specified number of workforce housing units based on number of added employees. Estimate possible number of additional units such a requirement could generate.

Task 6- Deed Restrictions. Identify types of deed restrictions potentially applicable to development and management of workforce housing. These include Income eligibility, Local employment requirements, initial pricing, resale pricing, and appreciation limits. Include analysis of any limitations on deed restrictions under Alaska law.

Task 7- Management Project Delivery Options

Task 7.1- Ruane Road/Alyeska Project- GHEC has supported an initiative of the Girdwood Community Land Trust as a potential partner with a private builder and the MOA Heritage Land Bank for development and management of this Project. Analyze feasibility of this concept including whether similar models for project delivery have been used in other communities. Explain options for how such a collaboration would work including risks and responsibilities of each of the partners in the project. Discuss options for how workforce housing component of the project would be managed post construction including deed restrictions, mix between rental and owner occupied units and options for management of rental units. Identify potential alternatives to this model of project delivery for development of this particular property. Analyze if size of proposed project meets or exceeds projected need for housing referenced in the GCP.

Task 7.2- Discuss potential structure of a Girdwood Housing Task Force as an alternative to or as a supplement to the Girdwood Housing and Economic Committee for ongoing monitoring and efforts to develop workforce housing. Identify whether Pomeroy Lodging and HLB are willing to participate in such a task force.

Task 7.3- Provide options for administration of an STR conversion program including whether additional service area staff would be required to administer program and provide rough order of magnitude estimate of cost of administration.

Task 8- Monitoring Metrics

Task 8.1- develop measures for quantifying workforce housing development with specific goals such as number of affordable units built and occupied by local workers and percentage of housing stock used as primary residences vs. short-term rentals.

Task 8.2- establish short term and long term goals for each metric identified .

Task 8.3- discuss and recommend options for continual collection and monitoring of housing data include discussion of

Sources of data

Entity collecting data (GHEC, Housing Task Force, contractor, GVSA staff)

Frequency of data collection and reporting

Task 9: Housing Action and Implementation Plan . Using findings and conclusions from Tasks 1 through 8, the Contractor will draft the components for the Girdwood Housing Action and Implementation Plan. The Plan will prioritize specific goals and objectives including a timeline for reaching goals. Plan components may be adjusted during plan development; however, at a minimum, they should include the following general information:

- Introduction
- History of the Development of the Plan
- Relevance of other planning documents
- Existing Conditions: Summarize and cross reference the data identified in the GCP and Program Matrix . The contractor is to work primarily from customer supplied data and assume accuracy of such data and add data contractor already has.
- Analysis: As identified in Tasks 3-7
- Goals: Proposed goals for development of workforce housing/mix of primary and secondary homes/mix of renter/owner units as identified in Tasks 2 and 8.

Financing: Identify the most promising/achievable funding sources and timeline for securing financing from those analyzed in Task 4.

• Implementation Plan: This section will provide specific recommendations for the implementation of the Plan. It may be integrated into the various plan elements or provided as a separate chapter in the Plan. The implementation plan will include a timeline, planning level cost estimates, and a prioritized list of workforce housing initiatives. The plan should also identify potential funding sources prioritized by achievability as well as project partners.

Roles and Responsibilities: Identify what entities are responsible for each component of plan implementation including potential partners and who is the “lead” entity initiating implementation. Include timeline for “lead” to initiate component of plan implementation.

Capacity: Identify any additional capacity needed by any entity with a role or responsibility for plan implementation. (for example, grant writer needed to apply for funding assistance).

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GHEC 2026 Goals

Finalize RFP for Housing Plan

Recommend Consultant for Housing Plan

Complete Review of Draft Housing Plan and recommend adoption by GBOS

Recommend proposed Chapter 9 changes for modular/mobile housing

Track Girdwood Building Permits

Review/update Program Matrix

Develop and recommend budget amount for Housing/Econ Development to GBOS

Advance the Housing Policies from the GCP:

POLICY H4.1: develop a process to collect and publish regular market data.

POLICY H4.2: Develop a housing strategy and needs assessment. (already included above).

POLICY H4.3: Develop performance measures for housing to track progress and market adjustments.

POLICY H4.4: Develop an appropriate property tax incentive program to implement in Girdwood.

Girdwood Housing and Economic Committee

Operating Procedures

The Girdwood Housing and Economic Committee (GHEC) is an advisory body with specific responsibility for housing and economic stability to address the housing crisis and its impact on economic stability of the Girdwood Valley Service Area. The GHEC reports to the Girdwood Board of Supervisors (GBOS).

I. Meetings

- Regular meetings are held the **last Wednesday** **first Monday** of each month at noon, unless a national holiday or other important event conflicts. Meetings that are re-scheduled will be properly noticed at least one week in advance of the meeting date.
- Special Meetings may be called with a minimum of 24 hours advance notice. Special Meetings are open to the public and must be properly noticed 24 hours in advance of the meeting.
- Meetings are public and open to all interested members of the community or other observers.
- A previously published agenda is followed at each meeting. Draft Minutes of the prior Meeting will be posted along with the draft agenda at least one week in advance of the meeting date.
- The chair or designee leads the meeting; staff or designee takes and publishes minutes of the meeting.
- Roles of Chair and co-chair are voted upon in January each year.
- Robert's Rules of Order will be followed when necessary.
- Public Comment will be an agenda item at all Regular and Special meetings.

II. Selection of Voting Membership and Term of Service

- Voting members of the GHEC are selected to serve by a system of application to the Girdwood Board of Supervisors.

- Voting members of the GHEC must be registered to vote in the Girdwood Valley Service Area.
- Voting members are required to attend 75% of meetings. Members who are not able to meet this commitment will be replaced through a system of application to and selection by the GBOS.

III. Voting Membership

- The GHEC consists of 7 5 full voting members
- A quorum of at least 4 of the 7 3 of the 5 voting members is required in order for the meeting to be held.

IV. Decision Making

- Any member may entertain, propose or second a motion.
- Once seconded, a motion will be discussed by members then the public will be invited to comment on the motion.
- All motions are passed by a majority of the full voting members
- In the event of a tie vote, members may immediately re-vote once. If the re-vote is tied then the motion will fail.
- All ?? GHEC recommendations are forwarded to both LUC and GBOS for review and action.

V. Modifications to this document

- Members may modify this document with a majority vote following the decision-making process described above.

Girdwood Housing and Economic Committee c/o
GBOS
PO Box 390
Girdwood, AK 99587