



Municipality of Anchorage

Real Estate Department – Heritage Land Bank

APPLICATION

Office use

Received by: _____

Received date: _____

Fee: _____

\$ _____

This is a request for:

☒ Purchase ☐ Lease ☐ Trade ☐ Easement ☐ Land Use Permit

☐ Other (specify): _____

Term requested: From: _____ To: _____

Location Description:

☐ Eagle River ☒ Anchorage ☐ Girdwood ☐ Other: _____

HLB Parcel(s): 02032118000 PID(s): _____

Legal Description: T11N R3W SEC13, SE4 LESS NW4SE4

Section: 13 Township: 11N Range: 3W Zoning: R10SL

Applicant Information:

Contact name: Brandy Pennington

Name of company or organization (if applicable): Brandy Pennington Anchorage Real Estate

Address: [REDACTED]

Phone number: [REDACTED]

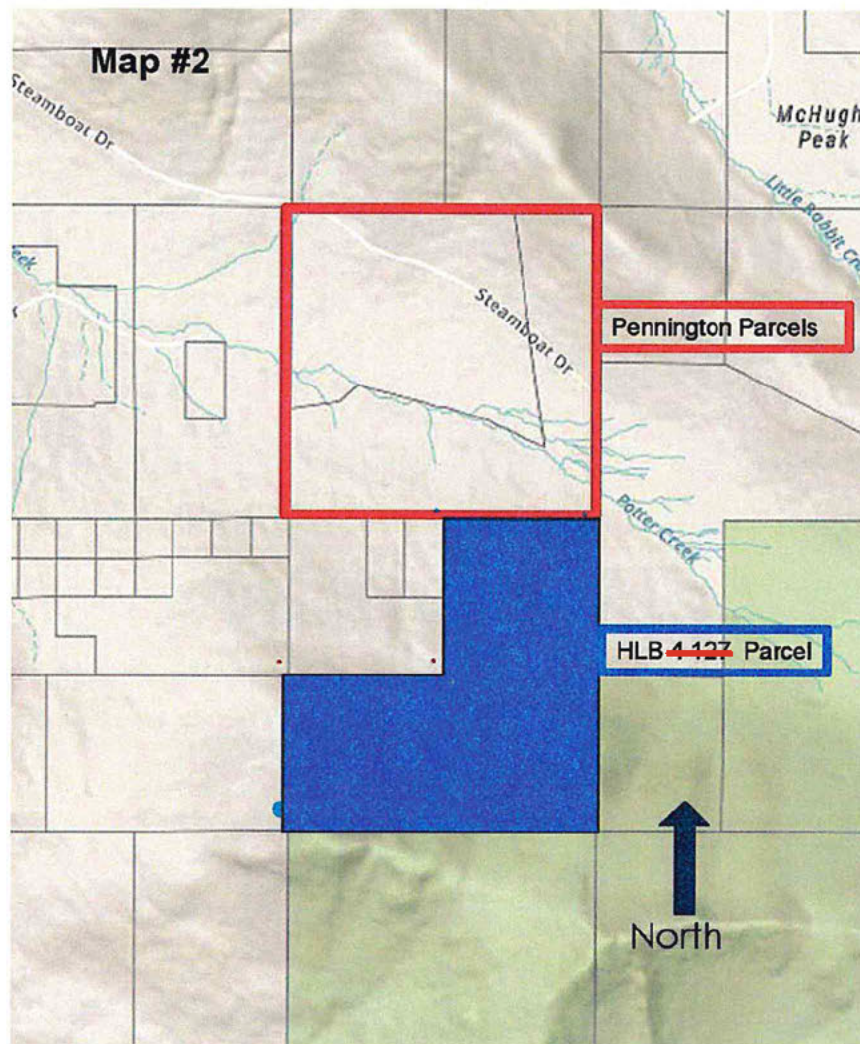
E-mail address: [REDACTED]

Applicant is a (check one): ☐ Proprietorship ☐ Partnership ☒ Private Individual

☐ Govt agency ☐ Corporation ☐ Non-profit ☐ Other _____

Pennington Application

HLB Parcel 4-127



ATTACHMENT A – Pennington Application Questionnaire:

1. Size of area requested (identify minimum area necessary in number of acres or square footage, include site plan).

The subject parcel, Parcel Number: 02032118000, Legal Description: T11N, R3W, SEC 13, SE4, LESS NW4SE4, is located on the Anchorage Hillside in the Hillside District Plan area. The parcel is 5,227,200 Square Feet according the Municipal Assessor data. Please see **Map #1** below in this attachment. The request is to acquire the entire parcel.

Maps are included for reference. A site plan has not been developed yet for the proposal.

2. Intended and permitted uses of land. Give narrative explanation, noting date(s) of proposed use, construction schedule (if applicable), proposed improvements, etc.

The subject property abuts two lots I own. Please see **Map #2** below. I intend to use the subject property as open space, for trail connectivity, a community center, and trailhead parking for access to Chugach State Park. Amenities to support the trailhead could also be built on the parcel. The community center will contain such amenities as restrooms, wayfinding, interpretive information, and related signage. A public process to include the Rabbit Creek Community Council, interested citizens, and Chugach State Park will be held to discuss and determine future development. The Hillside District Plan (HDP) and the Chugach State Park Management Plan speak to future trails and trail access in and around this area.

3. If seeking a disposal, explain why the Heritage Land Bank Advisory Commission should recommend Assembly approval of this request:

Pursuant to the following HLB mission: *It is the mission of the Heritage Land Bank to manage uncommitted municipal land and the Heritage Land Bank Fund in a manner designed to benefit present and future residents of Anchorage, promote orderly development, and achieve the goals of the Comprehensive Plan (AMC § 25.40.010)*, this proposal will benefit current and future residents on Anchorage by providing amenities and orderly development. Goals of the 2020 Anchorage Comprehensive Plan and HDP (a comprehensive plan element) will be achieved. Those goals and policies are provided in Item #5.

We believe this request is consistent with HLB's mission and the HLB Draft Annual Work Program as follows:

The [Draft 2024 HLB Annual Work Program & Draft 2025-2029 Five Year Management Plan](#) identify the parcel on page 22 as follows:

Chugach State Park Access – In order to improve access to Chugach State Park (CSP) as the Anchorage 2020 Comprehensive Plan (2001) encourages, HLB will continue exploring the feasibility of exchanging parcels or allowing development of access to CSP from certain HLB parcels, such as HLB Parcels 2-139 and 2-152 in upper Bear Valley. CSP has produced an access inventory and trails and access plans. HLB will work with the State and the public to accommodate some of these desired access areas and evaluate these parcels for issuance of access easement across HLB land to provide CSP access (Figure 2).

In Figure 2 (**Map #1**), the subject parcel, **HLB 2-147** is listed with the following text:

"HLB Parcel 2-147 – Evaluate for potential competitive bid disposal."

4. How is this request consistent with the current HLB Annual Work Program?

As noted in Item 3.: In Figure 2 (**Map #1**), the subject parcel, **HLB 2-147** is listed with the following text:

"HLB Parcel 2-147 – Evaluate for potential competitive bid disposal."

This application is responding to the Draft HLB Annual Work Program with this inquiry.

5. How is this request consistent with the affected region's comprehensive plan, district, or neighborhood plan and with any other adopted plans or policies?

The subject parcel is located outside of the Anchorage Parks and Recreation Service Area Boundary. Please see **HDP Map 6.4** below.

The HDP proposes to add the southeastern portion of the lower Hillside into the Parks and Recreation boundary. However, a vote would be needed by residents and land owners to make that occur. A vote has never been taken to add the area.

This parcel therefore lies outside of the Parks and Recreation Service Area Boundary and would not be a priority to receive funding for new trails or trailhead development for Anchorage residents.

HDP Goals and Policy Consistency

HDP Chapter 1: Page 1-1 to 1-2: *Building on the Anchorage 2020 Comprehensive Plan, work by the Municipality of Anchorage, the Hillside Citizen Advisory Committee, and input from the public, the plan aims to achieve the following:*

- **Improve the road system.** *Particularly to provide better emergency access and connectivity, to reduce congestion and increase safety, and to support expected growth while maintaining neighborhood character.*
- **Preserve and connect trails.** *Develop facilities to respond to the steadily increasing demands for access to Chugach State Park. Improve management of trails and trailheads to increase the quality of the trail system, and to reduce impacts on adjoining residential areas.*

This request is consistent with the achievements the plan wished to make, but also the following goals and policies adopted by the Anchorage Assembly:

- ✓ **Goal 5:** Environmental Quality Protect environmental quality on the Hillside, including: providing corridors for drainage, protecting natural systems such as aquifer recharge areas and stream corridors, protecting wildlife travel corridors and habitat, and providing open space for views and recreation
- ✓ **Policy 5-A:** Maintain and protect environmental quality at three scales: 1) individual lots, using new development standards; 2) subdivisions, using a combination of new development standards and the conservation subdivision approach; and 3) watershed, using the built/green infrastructure approach and other plan strategies.
- ✓ **GOAL 6:** Parks and Open Spaces Maintain, supplement, and enhance a system of parks, trails, open spaces and other active and passive recreation areas.

- ✓ **Policy 6-A:** Establish priorities and implementation methods to meet deficiencies in neighborhood and community parks, develop natural resource and greenbelt acquisition programs and funding, conduct additional greenbelt and natural resource inventory planning, and enhance the Hillside built/green infrastructure system.

Chugach State Park Management Plan

Alaska's Department of Natural Resources, Division of Parks and Outdoor Recreation adopted the [Chugach State Park Management Plan](#) in 2016. On Page 106 in this plan, under Facility Management proposals, project #70 proposes a trailhead located on the subject property. Please see **Map 6.4 Hillside Unit** below.

- **Project #70**
- **Map 6.4 Hillside Unit**

McHugh Peak Trailhead - Develop a trailhead to serve the McHugh Peak Complex to include a large parking area, latrines, trailhead kiosk, and caretaker facilities. The McHugh Peak Complex is currently an underserved portion of the park that could benefit from trailhead development that would help distribute park use. There is currently no road access to the park boundary in this area but people have traditionally accessed the park using informal trails in the vicinity. This trailhead could provide access to alpine areas in the park with views of Turnagain Arm and the Kenai Mountains.

Map 6.4 Concerns

Map 6.4 indicates Project #70 would be located on property owned by the Alaska Zoo. No where in the Alaska Zoo's mission, noted as follows, does it state they wish to fund, own, build, or maintain an access to Chugach State Park.

Alaska Zoo – Our Continuing Mission

Since our gates opened in 1969, we have cared for orphaned and injured wildlife as the only zoo in Alaska. We are proud of how far we have come to care for wildlife in need and to provide quality education and conservation programs for the local community, those across Alaska and visitors from around the country as well as internationally.

While the zoo has increased in animal numbers and facility infrastructure over the decades, we are proud to remain true to our core mission of providing homes for animals who need them. We work closely with wildlife officials and other zoos to provide animal placements in good permanent homes on our naturally wooded grounds. We are a nonprofit organization receiving no city, state or federal funding for operations. We truly appreciate your support of our mission!

Additional Justification and Support for this request

Incorporating this property into the property I own will allow the pursuit of a public/private partnership to the benefit of local access, tourism, and economic development without impacting the easterly Alaska Zoo property. I am currently in the process of seeking grants and other funding businesses supportive of public access and conservation.

Additionally, my request will not only support conservation and access and the above-mentioned plans, but is also supported by the Rabbit Creek Community Council. I am a member of the community council and have shared my dream for this area with the council on several occasions with positive response. I expect to ask the council for a resolution of support in the very near future.

Anchorage's Proposition 6 Chugach State Park Service Access Area

[Proposition 6 passed by Anchorage voters by over 59%](#) indicates support for maintenance and new access to the Chugach mountains and peaks. Our residents understand the need for new access points and that the existing trailheads and trails should be maintained. By conveying the subject property into private ownership additional resources will be devoted to envisioned trailhead and trail projects. Project #70 will not have to compete with Municipal bonding and the Alaska state budget, which will be highly competitive and only provide very limited resources. This is a win/win for our community.

The USDA Forest Service makes [Wildland Fire Grants](#) available to homeowner's associations. I will have the ability to apply to grant funding to leverage private and other grant funding to design and construct community-identified roads for access into this area.

Rabbit Creek Community Council Support

[The Federation of Community Councils :: Rabbit Creek Home](#): *The Council's purpose is to provide a direct and continuing means of citizen participation in local affairs.*

The Rabbit Creek Community Council has over the years written letters, passed resolutions, and participated in public engagement processes in support of development on the Hillside.

Two most recent efforts included in Attachment A:

- January 19, 2023 Letter to the Anchorage Assembly - Advocate for improved access to Chugach State Park in reference to CAPSIS projects submitted to the State of Alaska and Anchorage Bowl State Park Access Service Area (ABCSPASA). This letter also notes support for future mitigation of increased traffic through the ABCSPASA funding initiative.
- CAPSIS Request - TPS Number 68017.

USDA Wildland Fire Grants

The USDA Forest Service makes [Wildland Fire Grants](#) available to homeowner's associations. I will have the ability to apply for grant funding on behalf of the homeowner association codified with my property development to leverage private and other grant funding to design and construct HDP community-identified roads for access into this area.

ATTACHMENT B

Figures – HLB Draft 2024 Annual Work Program, Map #2 – Subject Parcel, HDP Map 6.4., Chugach State Park Access Plan Map 6.4, RPCC CAPSIS Request, Rabbit Creek Community Council Correspondence. The subject HLB parcel is **circled in red** in the attached three a maps.

In the Draft 2024 Annual Work Program & Draft 2025-2029 Five Year Management Plan the parcel is identified as HLB Parcel 2-147 on page 20 under Potential Disposals, Exchanges & Transfers. Link: [Heritage Land Bank Advisory Commission \(muni.org\)](https://heritagelandbankadvisorycommission.muni.org)

- ✓ “HLB Parcel 2-147 – Evaluate for potential competitive bid disposal.”

On Page 22 is also the following language referring to **Figure 2**:

Chugach State Park Access – In order to improve access to Chugach State Park (CSP) as the Anchorage 2020 Comprehensive Plan (2001) encourages, HLB will continue exploring the feasibility of exchanging parcels or allowing development of access to CSP from certain HLB parcels, such as HLB Parcels 2-139 and 2-152 in upper Bear Valley. CSP has produced an access inventory and trails and access plans. HLB will work with the State and the public to accommodate some of these desired access areas and evaluate these parcels for issuance of access easement across HLB land to provide CSP access (Figure 2).

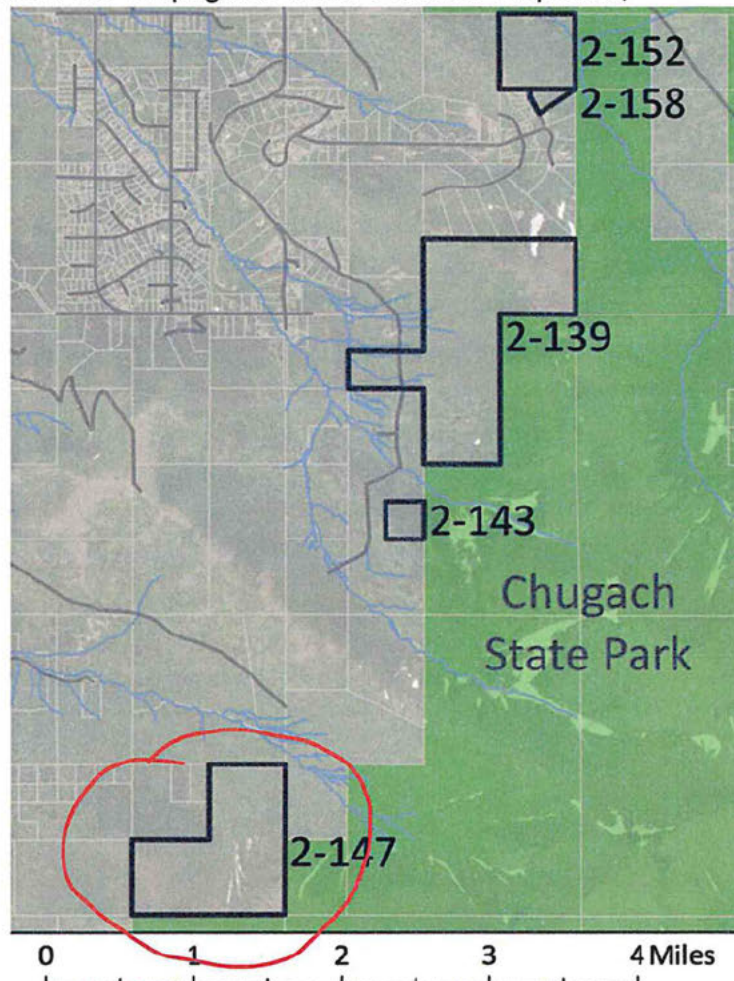
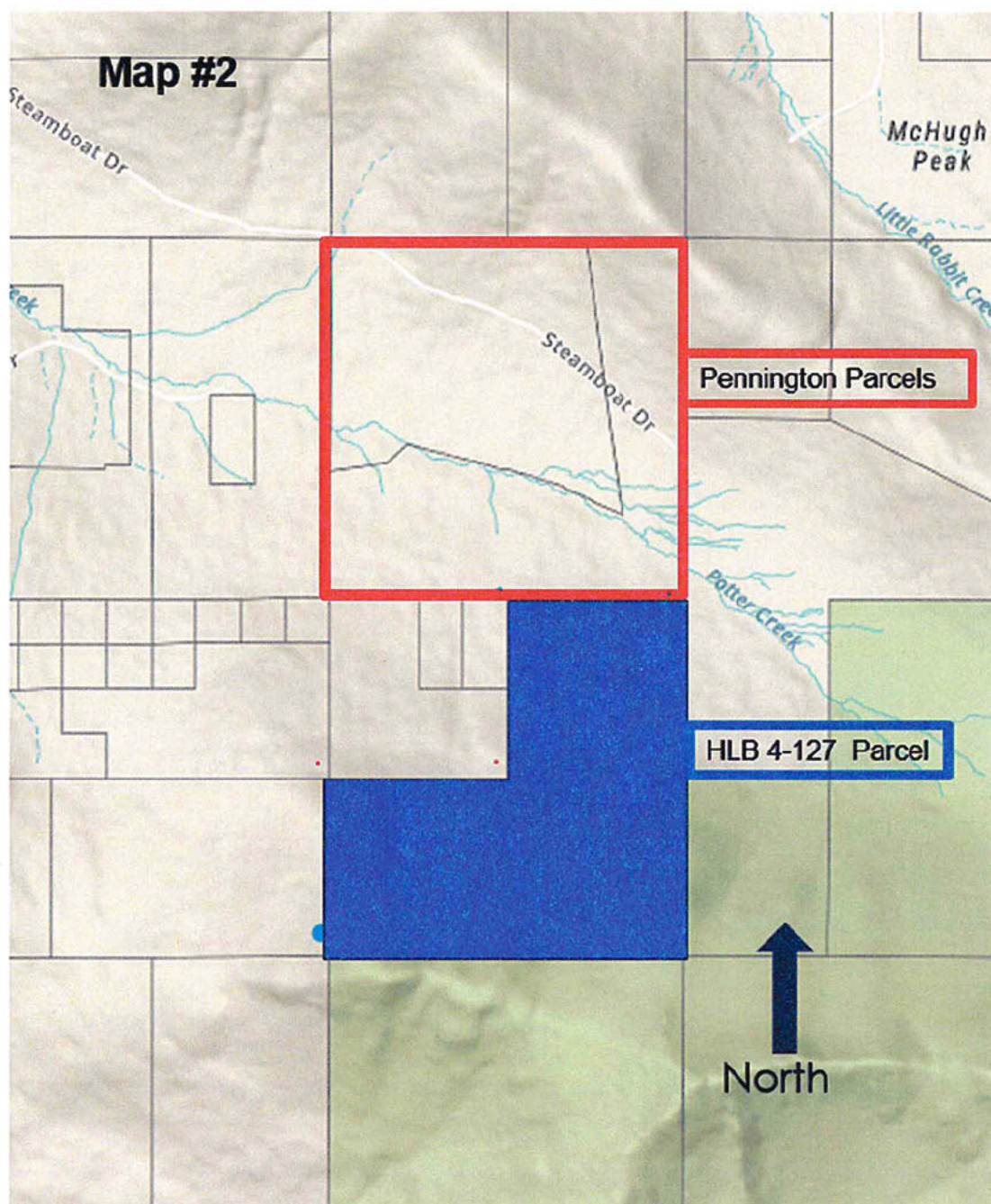
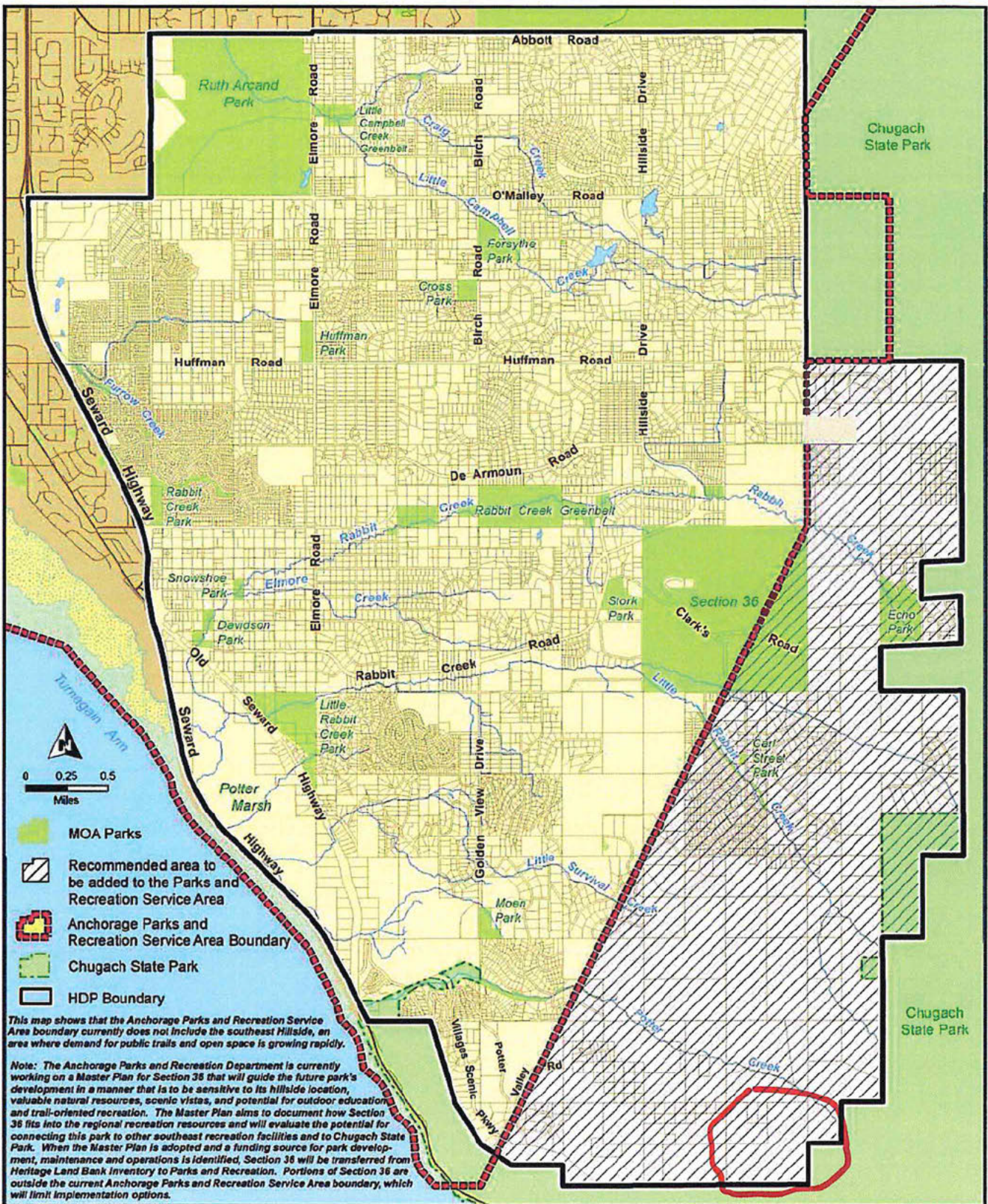
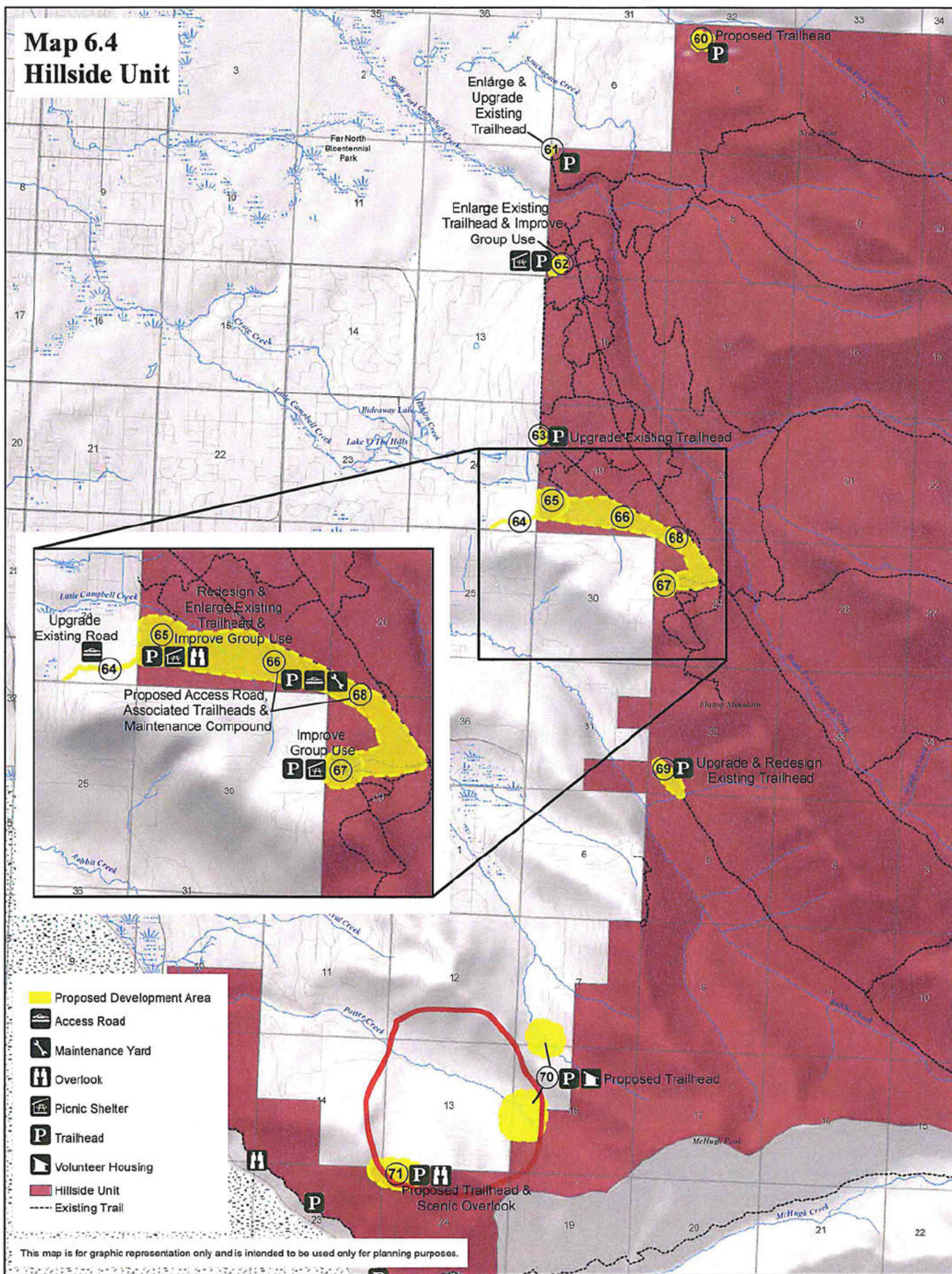


Figure 2: HLB Parcels adjacent to Chugach State Park





Map 6.4 Hillside Unit



Correspondence



RABBIT CREEK COMMUNITY COUNCIL (RCCC)

A Forum for Respectful Communication & Community Relations

1057 West Fireweed Lane, Suite 100 / Anchorage, AK 99503



January 19, 2023

Dear Anchorage Assembly Members –

The Rabbit Creek Community Council (RCCC) has advocated for improved access to Chugach State Park for some time, e.g., in CAPSIS proposals with the Legislature last year, and repeatedly in our responses to the Municipality's annual Capital Improvement Program survey. Therefore, we were pleased to learn of the Assembly's Memorandum of January 10, 2023, and accompanying proposed ordinance, to create an Anchorage Bowl Chugach State Park Access Service Area (ABCSPASA).

As the number of visitors to Chugach State Park (CSP) continues to increase, the wear and tear from increased traffic on access roads maintained by local and rural road service areas has become unsustainable for those areas' members to support. Nor is it fair for small numbers of local residents to solely maintain roads used by so many others, both Anchorage residents and tourism industry visitors who are a valuable part of both Anchorage and state economies.

The proposed ordinance would not levy any taxes, rather it would create a new service area, ABCSPASA, providing the opportunity for all voters in the Anchorage Municipality (exclusive of Eagle River, Chugiak, Birchwood, Girdwood, and Turnagain Arm) to subsequently vote on bond propositions to maintain and improve CSP access roads, trailheads, and parking. If such a bond proposition is approved, then taxes could be levied on all residents within this new service area, and spent for a specific project(s), in conjunction with potential federal and state grants which would likely not otherwise be available. Additionally, this proposal would implement Policy 14-C from the adopted 2010 Hillside District Plan.

At our January 12, 2023, monthly meeting, RCCC members voted to support passage of the approved ordinance by a vote of 14 yeas, 3 nays, and 1 abstention. We also request that the Assembly gather additional information on the advisability of including the Turnagain Arm communities of Rainbow, Indian, and Bird – IF THOSE COMMUNITIES CONCUR – due to the similarly increasing uses at trailheads and parking for CSP in their communities.

Sincerely,

Ann Rappoport, Co-Chair

John Riley, Co-chair

cc: Ben Corwin, Superintendent, CSP

Cathy Giessel, State Senator

Michael Packard, President, Turnagain Arm CC

Meredith Gutierrez, Vice-President, Turnagain Arm CC

Ricky Gease, Director, Parks & Outdoor Recreation

Laddie Shaw, State Representative

Project Title: Chugach State Park Access

TPS Number: 68017

Priority: 4

Agency: Natural Resources

FY2024 State Funding Request: \$400,000

Future Funding May Be Requested

Brief Project Description:

Existing Chugach State Park (CSP) parking lots are overflowing. An investment in repairing and expanding access facilities will alleviate damage to CSP resources, improve access, and more.

Funding Plan:

Total Project Cost:	\$2,700,000
Funding Already Secured:	(\$0)
FY2024 State Funding Request:	(\$400,000)
Project Deficit:	\$2,300,000

Explanation of Other Funds:

Planning and Estimates have previously been completed by Alaska Department of Natural Resources for one new parking lot; additional upgrades and repairs can be undertaken with additional funding.

Detailed Project Description and Justification:

The cost for planning, design and construction of one medium-sized parking lot (\$2.5 million) plus improvements to 1 to 3 smaller access points (\$200,000), is estimated to be \$2.7 million dollars total, based on a Department of Natural Resources 2021 cost estimate for a prototype parking lot for 50 to 70 cars (e.g., the size of the addition to the Glen Alps parking lot several years ago) and other information. We have also extrapolated from the actual costs to DNR State Parks for access projects at Glen Alps and at Canyon Road from 2012 to 2021. The most costly component of the prototype parking lot is the delivered borrow, aggregate and asphalt : \$700,000 Rabbit Creek Community Council and other Community Councils rank access to Chugach State Park as one of their highest capital funding priorities. This has been high on our Muni Capital Improvement Projects (CIP) list for years. The entire Hillside constituency, and in fact, all of Anchorage will benefit from the recreation, tourism, and economic opportunities.

The Anchorage Assembly's recently passed ordinance to create a Chugach State Park Access Service Area will be considered by Anchorage voters on the April 4th Municipal. Passage of that ordinance will provide a complimentary process for considering future additional access points and maintenance.

Project Timeline:

Total Project Cost:	\$2,700,000
Funding Already Secured:	0
FY2024 State Funding Request:	\$ 400,000
Project Deficit:	\$2,300,000

Funding Details: Initial Planning and Estimates have previously been completed by ADNR; planning can be completed in fall/winter with construction commencing in the summer following receipt of funding.

Entity Responsible for the Ongoing Operation and Maintenance of this Project:

Alaska Department of Natural Resources

Grant Recipient Contact Information:

Name:	Ricky Gease
Address:	550 W. 7th Ave., Suite 1380