

SUBJECT: A RESOLUTION OF THE MATANUSKA-SUSITNA BOROUGH ASSEMBLY
ADOPTING THE 2022 CAPITAL IMPROVEMENT PROGRAM.

AGENDA OF: December 8, 2022

ASSEMBLY ACTION:

Adopted without objection 12-20-22
(Signature)

MANAGER RECOMMENDATION: Introduce and set for public hearing.

APPROVED BY MICHAEL BROWN, BOROUGH MANAGER: (Signature)

Route To:	Department/Individual	Initials	Remarks
	Originator: K. Anderson	KA	
	Planning Director	(Signature)	
	Borough Attorney	BS	
	Borough Clerk	(Signature) 11/28/22	(Signature)

ATTACHMENT(S): Fiscal Note: YES ___ NO X
2022 Capital Improvement Program (16 pp)
Planning Commission Resolution No. 22-36 (2 pp)
Assembly Resolution No. 22-103 (2 pp)

SUMMARY STATEMENT:

CIP Update

The goal of the 2022 update to the Capital Improvement Program (CIP) is to develop a list of infrastructure projects based on community nominations and comprehensive plan priorities for the Assembly to consider in the annual budget discussions.

The first step to meet this goal was defining "capital improvement" to include only those projects that are within Borough Powers to complete, and would bring an increased quality of life to the highest amount of Mat-Su residents. Through that effort, staff developed five criteria that all CIP nominations must now meet to be considered a valid CIP project. Once projects are validated, they continue onto the scoring and ranking phase of the CIP.

A valid CIP project will meet all five criteria. The project:

1. Must fall within current Borough powers as laid out by MSB Code, Title 1.10 Borough Powers, excluding service areas.
2. Must align with a goal or objective of an existing Assembly-adopted plan.
3. Cannot be considered routine maintenance or equipment replacement.
4. Must have a useful life of 5 years or more.
5. Must have a single acquisition cost of \$20,000 or more.

Planning staff also produced a list of infrastructure projects for all community councils that have a comprehensive plan. These lists were shared with each community council in an effort to get more participation and to help clarify plan priorities. Staff is currently working with many community councils on nominations for the 2023 CIP.

What Difference Does the Criteria Make?

Once the criteria was developed, Planning staff went through the Assembly adopted 2021 CIP list to see how many projects met the new criteria. Only 17 projects out of 171 fell within Borough Powers and supported the goals and objectives of MSB plans. By ensuring that the MSB actually has the power to allocate funding towards a project, the CIP can be used as an implementation plan for community-supported infrastructure, instead of a wish list of 400+ projects that both staff and the public cannot properly leverage for funding.

2022 CIP Projects

The nomination period for the 2022 CIP opened in April of 2022 and closed on August 1, 2022. Five projects were nominated for the 2022 CIP. One project did not meet the initial criteria listed above, leaving four projects to be scored and ranked by the CIP Scoring Committee. The Scoring Committee is comprised of MSB staff from the Public Works Department, Planning and Land Use Department, Emergency Services Department, Community Development Department, and the Finance Department. The committee scored projects using a weighted scale. The categories that all projects were scored against are: public health & safety, legal requirements, current project support, quality of life & wellness, MSB policies & priorities, funding status, external funding, environmental quality, project support, and energy consumption.

Three community councils participated in the 2022 CIP nominations: Point MacKenzie, Big Lake, and Meadow Lakes; and projects are

located within Assembly Districts 5 and 7. Projects below are listed in order of highest score to lowest score.

Project 1: Bald Mountain Trailhead Development, Meadow Lakes Community Council, Assembly District 7

Project 2: Point MacKenzie Park Restrooms, Point MacKenzie Community Council, Assembly District 5

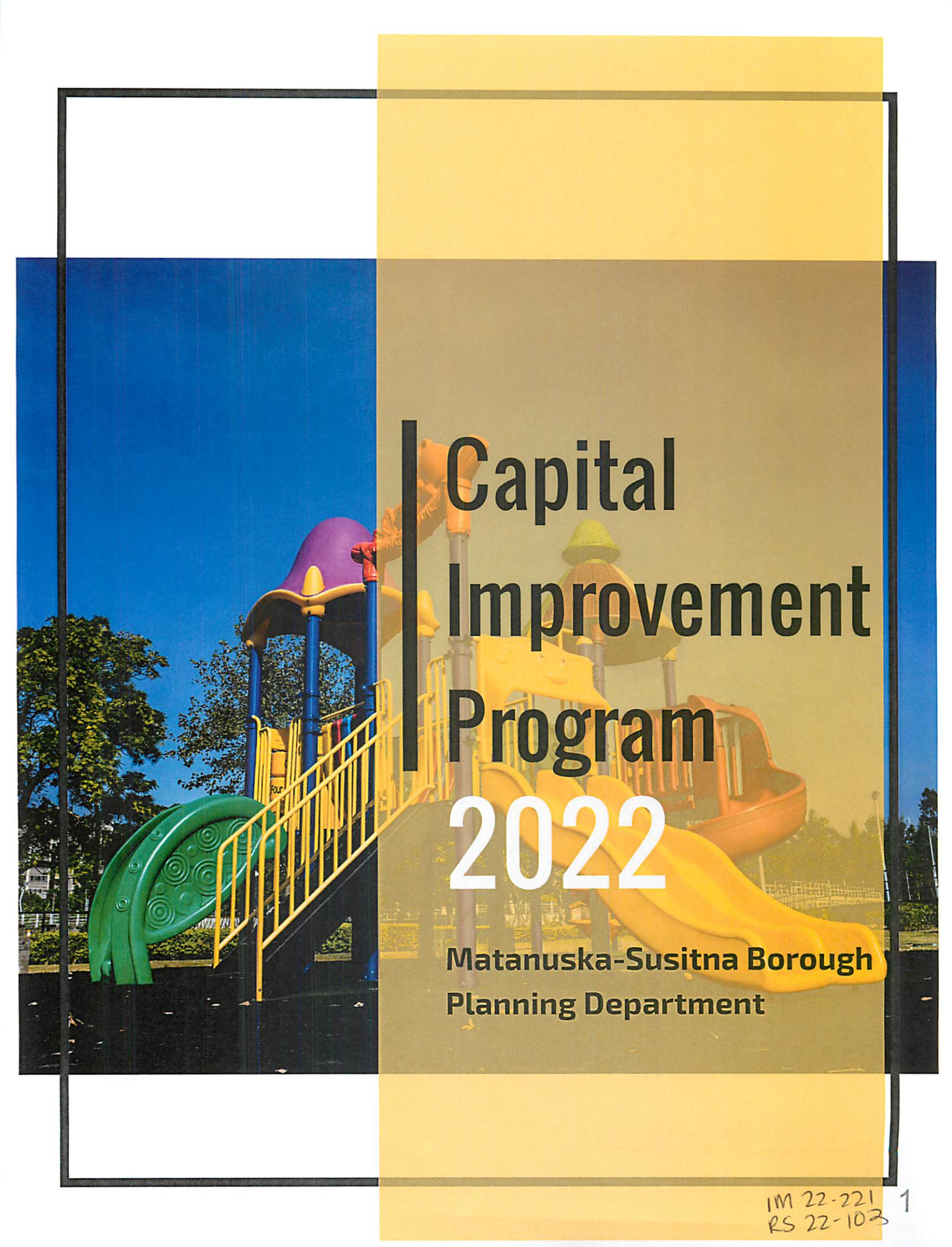
Project 3: Jay Nolfi/Fish Creek Park Pathways & Equipment, Big Lake Community Council, Assembly District 5

Project 4: Carpenter Lake Access, Point MacKenzie Community Council, Assembly District 5

Full project descriptions can be found in the 2022 CIP document.

All CIP nominations are now received on a rolling basis. Moving forward, projects will be evaluated annually beginning on August 1. Borough Departments are welcome to nominate projects based on their own Assembly-adopted plans and will be verified using the same criteria as publically nominated projects.

RECOMMENDATION OF ADMINISTRATION: Staff respectfully recommends adoption of Resolution 22-103 adopting the 2022 Capital Improvement Program.



Capital Improvement Program 2022

**Matanuska-Susitna Borough
Planning Department**

The background of the page is a photograph of a long, well-lit library aisle. On both sides are tall metal bookshelves filled with books. The floor is a light-colored, polished surface. Above, a large skylight with a complex, geometric pattern allows natural light to fill the space. The entire image is framed by a thin yellow border.

Contents

Introduction - 03

Understanding the Project Criteria - 04

Scoring Committee and Matrix - 07

Project List - 09

Get Involved - 16

IM 22-221
PS 22-102

Introduction

The Matanuska-Susitna Borough's (MSB) Capital Improvement Program (CIP) originated in 1965 as part of the MSB's Capital Budget. Throughout the past 5 decades, the CIP has taken many forms, ranging from an itemized list in the annual capital budget, to a list of unfunded, community-supported transportation projects. The 2022 update was the result of requests from the Planning Commission and the Assembly to provide a better process for community members to nominate capital projects.

How has the Process Changed?

Capital Improvement Programs are used across the country by local governments as a tool to help plan for community infrastructure improvements. In the Mat-Su, investing in our communities is a priority laid out in many of our Assembly-adopted comprehensive and strategic plans. By incorporating new criteria that defines what a valid CIP project is, the MSB can develop a more manageable list of realistic project nominations, that the Assembly has the power to fund. The criteria below must be met by nominations before advancing to the scoring phase of the CIP:



Projects must fall within Borough Powers and cost more than \$20,000.



Projects must have a lifespan of longer than 5 years and cannot be considered routine maintenance.



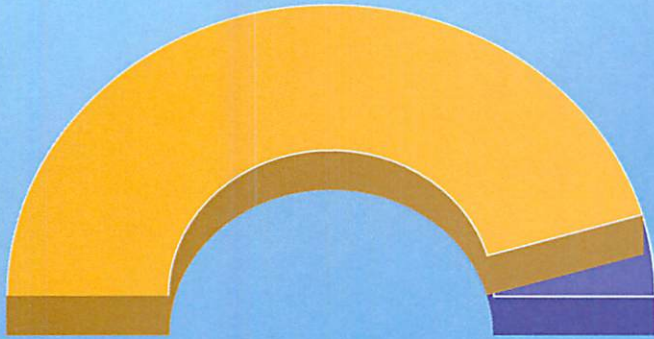
Projects must align with a goal or objective from an Assembly-adopted plan.

Understanding the Project Criteria: Borough Powers

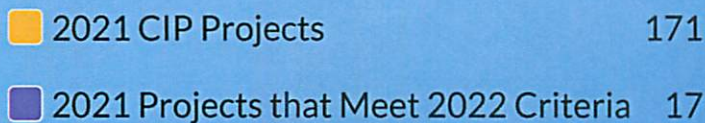
The 2022 updates to the MSB CIP were developed to turn a document that had become a community "wish list" into an actionable list of projects that will be considered in the annual capital budget discussions.

The first step towards this goal was determining a definition of "capital improvement" that would be the foundation of the new scoring process. The first requirement within the definition is that all projects must fall within current areawide powers as laid out in **MSB Code, Title 1.10 Borough Powers**, excluding road and fire service areas. What "falling within Borough Powers" means is that the MSB Assembly can directly appropriate areawide funds to the projects. This is a very important piece of the CIP puzzle that has been missing in years prior. Without the ability to fund the vast majority of projects within a CIP, the list continued to grow with new nominations, but projects were never completed. This led to a CIP that was sometimes 400+ projects!

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RS 22-103



17 out of 171!



What difference does the criteria make?

Staff went through the 2021 CIP to see how many projects would have made the list based on the new criteria. Only 17 out of 171 projects fell within borough powers *and* supported the goals and objectives of MSB plans!

A project must have an acquisition cost of more than \$20,000 and have a useful life of 5 years or more. These criteria are in place to make sure that the MSB is spending money efficiently. By requiring a project to bring value to the community for at least 5 years, the MSB is showing a commitment to long-term use

and enjoyment of the public improvements. Another requirement is that the project not be considered routine maintenance or equipment replacement for borough facilities and department needs. These projects are planned expenses and are accounted for in the annual operating budget.

Understanding the Project Criteria: Community Planning

The final puzzle piece to the updated CIP criteria is requiring that each project align with a goal or objective from an existing Assembly-adopted plan. These plans include the sixteen community comprehensive plans, the borough-wide comprehensive plan, three city plans, the Assembly Strategic Plan, the Master Trails Plan, and many more.

By requiring that CIP nominations align with MSB plans, the MSB can begin to implement the work that has already been completed for community development, recreation facility planning, economic development, and land use planning.

Planning staff reviewed all 16 community plans in the spring of 2022 and developed community-specific priority lists based on the goals and objectives found in each plan. Staff found a need for improved community infrastructure called out in each plan. Some communities are looking for increased emergency services while others are seeking to increase recreation and tourism opportunities through new or improved public facilities. With the new criteria, the CIP can now be the tool for community councils to use to get the infrastructure they need.

CIP

Scoring Committee

The Scoring Committee for the 2022 CIP consisted of employees from five MSB departments. Members were chosen for their expertise in assessing community needs, project management, grant and funding opportunities, construction management, and community planning. The committee members are:

PAM GRAHAM

Finance Department

HUGH LESLIE

Community Development Department

BRAD SWORTS

Public Works Department

TAWNIA HIGHTOWER

Emergency Services Department

GERRIT VERBEEK

Planning And Land Use Department

KELSEY ANDERSON

Planning And Land Use Department - Non
Scoring Member

IM 22-221
RS 22-103 7

CIP Scoring Matrix

The goal of the 2022 CIP update is to develop a clear path forward for community projects to be considered in the annual budget discussions. To be able to fairly rank nominations, each project was scored against the following ten weighted categories:

x5

Public Health & Safety

Ranges from no impact on existing public health to addressing an immediate need.

x5

Legal Requirements

Ranges from not mandated to being mandated by governmental agreement, or judgments.

x5

Current Project Support

Ranges from not related to other MSB projects to being essential for the completion of an existing project.

x4

Quality of Life & Wellness

Ranges from not affecting quality of life to greatly impacting a wide range of MSB residents for the better.

x4

MSB Policies & Priorities

Ranges from vaguely aligning with an MSB plan to being mentioned in the Assembly's Strategic Plan.

x3

Funding Status

Ranges from no known funding to the project being partially funded and construction is underway.

x3

External Funding

Ranges from 0-25% external funding to 76-100% known external funding source.

x3

Environmental Quality

Ranges from having a negative effect on the environment to providing increased ecosystem services.

x2

Project Support

Ranges from having a letter in opposition to the project to having a resolution of support.

x2

Energy Conservation

Ranges from project increasing energy consumption to conserving energy with a payback on investment.

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RS 22-103



2022 MATANUSKA-SUSITNA
BOROUGH

CIP PROJECT LIST

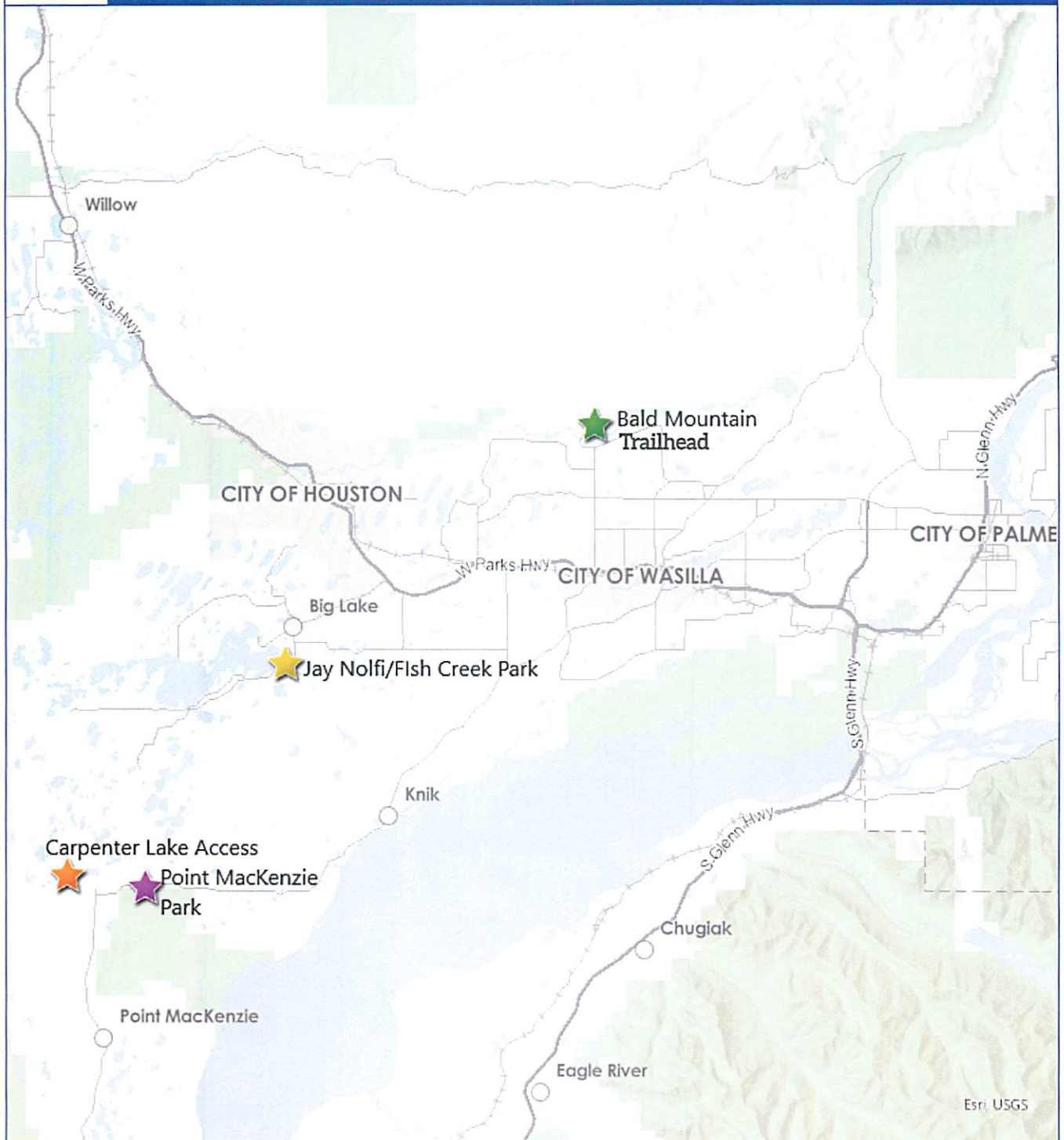
PROJECTS APPEAR IN ORDER OF HIGHEST TO
LOWEST RANKING

INCLUSION IN THE CIP PROJECT LIST IS IN
NO WAY A GUARANTEE OF FUNDING

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RS 22-103



2022 CIP Project Nominations



Printed on Sep 6, 2022

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RS 22-103¹⁰

Project 1: BALD MOUNTAIN TRAILHEAD DEVELOPMENT

Community Council: Meadow Lakes

Assembly District: 7, Assembly Member Ron Bernier

Nomination Summary: Funds will be used to purchase and develop a parking area at the entrance to the Bald Mountain Trail and develop the trailhead. This is a widely-used, multi-use, year-round trail that begins at the Sitze Rd & Solitude Rd intersection and goes north into Hatcher Pass. Users currently park on the road ROW or on private property at the intersection. There is a community need to establish a public area for parking to allow for use of this popular trail, and avoid trespass and unsafe loading and unloading of ATVs within the road ROW. This project would be completed in phases to spread the cost out, starting with \$400,000 for initial design and land acquisition. The full project cost estimate noted below was developed by staff from the MSB Public Works Department in September 2022. The detailed, line-item cost estimate can be found on page 12.

Estimated Cost of Phase 1: \$400,000.00

Estimated Cost of Full Project: \$1,560,000.00

Strengths and Weaknesses of Nomination: Bald Mountain trail is designated as a Regionally Significant trail in the MSB Recreational Trails Plan. By that definition it is recognized for "...significant recreational opportunities to people outside the area it is located within... and therefore deserve higher priority when it comes to funding...." It has been included in the 1984 MSB Trails Plan, the Meadow Lakes Comp Plan and the Hatcher Pass Management Plan. There is a strong public health and safety need for this project as there is currently very little room for emergency vehicles to park when doing search and rescue from this trailhead. This project is not on borough property, and would require land acquisition from private property owners to develop. While this is within Borough Powers to complete, the cost of this project would likely require some outside funding through grants such as the Pittman-Robertson funding.

Recommendation: Move project forward for consideration in the FY24 Capital Budget.

IM 22-221
RS 22-103 11

Project 1: BALD MOUNTAIN TRAILHEAD DEVELOPMENT COST ESTIMATE

Task	Conceptual Cost
Access Driveway to Parking	\$ 100,000.00
Parking Lot	\$ 300,000.00
Trail Grading and Fill	\$ 30,000.00
Stream Crossing (pre-fab bridge)	\$ 150,000.00
Drainage and Erosion Permanent Mitigation	\$ 75,000.00
Erosion and Sediment Control	\$ 50,000.00
Trail Easement Monum./Signage	\$ 12,000.00
Restroom	\$ 75,000.00
Kiosk/Signage	\$ 14,000.00
Gate/Security	\$ 11,000.00
SUBTOTAL	\$ 817,000.00
Contingency (~15%)	\$ 125,000.00
Land Acquisition	\$ 350,000.00
Construction Management (~10%)	\$ 80,000.00
Survey/Design (~20%)	\$ 163,000.00
Environmental/Permitting (~3%)	\$ 25,000.00
TOTAL	\$ 1,560,000.00

Conceptual Cost Estimate
Completed by Michael J. Campfield, P.E.
Date: 9/14/2022

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RS 22-103

Project 2:

POINT MACKENZIE PARK RESTROOMS

Community Council: Point MacKenzie

Assembly District: 5, Assembly Member Mokie Tew

Nomination Summary: Funds will be used to develop a restroom facility at Point MacKenzie Park, located at 20810 W Point MacKenzie Rd. This park is used frequently by snowmachiners in the winter. Currently there are no restrooms, which has created a public health issue. This project is necessary to prevent future health issues and to protect the trail environment. The restroom would provide patrons a healthier outdoor experience and promote longer recreation experiences. The restroom will also serve as an outdoor restroom facility during power outages and other local emergency experiences to area residents.

Estimated Cost of Project: \$60,000.00

Strengths and Weaknesses of Nomination: The proposed cost of a new restroom aligns with recent cost estimates for similar projects. The nomination would provide increased services to a broad group of MSB residents. Maintenance costs would continue after the initial funding of the restrooms. The MSB would require a maintenance agreement with the Community Council to be in place before project construction to outline the duties and responsibilities for this facility. The Community Council would likely be required to pay for the yearly maintenance fees for pumping and cleaning, estimated to be around \$20,000 per year. The parcel is property of the Community Council. At this time, the Point MacKenzie Community Council does not have additional funding other than the Community Assistance Program. However, the area is cleared at this time with a gravel foundation.

Recommendation: Move project forward for consideration in the FY24 Capital Budget.

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RS 22-10313

Project 3:

JAY NOLFI/FISH CREEK PARK PATHWAYS AND EQUIPMENT

Community Council: Big Lake

Assembly District: 5, Assembly Member Mokie Tew

Nomination Summary: Funds will be used to improve existing facilities at the Jay Nolfi/Fish Creek Park by providing equitable access to park amenities for people of all ages and abilities. Project components include expanding and paving pathways, adding inclusive and accessible playground equipment, and paving the trail to the covered gazebo area. Existing conditions of the park access, pathways, and gazebo landing are loose gravel, making it difficult for a person who uses a wheelchair to access these spaces without assistance.

Estimated Cost of Project: \$250,000.00

Strengths and Weaknesses of Nomination: The proposed cost is in line with current cost estimates for this project. This park is already managed and maintained by the Matanuska-Susitna Borough. Providing equitable recreation opportunities throughout the Borough provides a valid public service and increases public health and wellness. The MSB has recently invested in this park by widening the trails.

Recommendation: Move project forward for consideration in the FY24 Capital Budget.

IM 22-221
RS 22-103 14

Project 4:

CARPENTER LAKE ACCESS

COMMUNITY COUNCIL: Point MacKenzie

Assembly District: 5, Assembly Member Mokie Tew

Nomination Summary: Funds will be used to improve Carpenter Lake access by expanding the parking area and making the lake more user friendly. Carpenter Lake is a frequently used recreational area for residents and guests of the Point Mackenzie area. The lake is used for swimming, kayaking, and fishing in the summer, and ice skating in the winter. By expanding the parking area, the Borough can help to keep residents healthy and outdoors throughout the year. A phase two of this project would be to add a public restroom near the parking area. This is not included in the cost estimate.

Estimated Project Cost: \$200,000.00

Strengths and Weaknesses of Nomination: The proposed cost reflects the cost for a paved boat launch and parking. The nomination would provide increased services to a broad group of MSB residents who use Carpenter Lake for recreation purposes. The MSB would require a maintenance agreement with the Community Council to be in place before project construction to outline the duties and responsibilities for this facility. The contour of the land within the right-of-way is steep, which would likely require any boat access to be paved rather than gravel, increasing the price of the project.

Recommendation: Move project forward for consideration in the FY24 Capital Budget.

IM 22-221
RS 22-103 15

How Can I Nominate a Project?

The Mat-Su Borough is now accepting nominations on a rolling basis - *this means that you do not have to wait for a specific application period to open!* The Planning Department will collect nominations throughout the year, and will evaluate projects annually beginning on August 1 of each year.

The CIP nomination form can be found online at:
<https://cip.matsugov.us/feedback/surveys/30ce542c454d4744b36610467c9fd3b5/explore>



IM 22-22/
RS 22-103

By: K. Anderson
Introduced: October 17, 2022
Public Hearing: November 21, 2022
Action: Adopted

**MATANUSKA-SUSITNA BOROUGH
PLANNING COMMISSION RESOLUTION NO. 22-36**

A RESOLUTION OF THE MATANUSKA-SUSITNA BOROUGH PLANNING COMMISSION
RECOMMENDING THE MATANUSKA-SUSITNA BOROUGH ASSEMBLY ADOPT THE 2022
CAPITAL IMPROVEMENT PROGRAM.

WHEREAS, MSB 3.04.060 requires the Manager to submit a Capital
Improvement Program (CIP) to the Planning Commission for review;
and

WHEREAS, the 2022 CIP is intended to show Assembly support
for community-nominated projects; and

WHEREAS, the updated CIP process requires that all projects
meet five criteria before being scored and ranked; and

WHEREAS, the new criteria require that all valid CIP projects
must: 1) align with Assembly-adopted plans, including the Borough-
Wide Comprehensive Plan, Community Comprehensive Plans, Master
Trails Plan, or the Assembly Strategic Plan, 2) fall within Borough
Powers to complete, 3) not be considered routine maintenance or
equipment replacement, 4) have a useful life of 5 years or more,
and 5) cost more than \$20,000 to complete; and

WHEREAS, the CIP document provides the Assembly with a prioritized list of community-supported projects for consideration during their annual budget discussions; and

WHEREAS, the CIP document provides the Assembly with a list of community projects for state and federal legislative priorities during their annual priority setting; and

WHEREAS, the 2022 CIP contains four projects that meet the criteria and have been scored and ranked.

NOW, THEREFORE, BE IT RESOLVED, that the Matanuska-Susitna Borough Planning Commission hereby recommends Assembly adoption of the 2022 Capital Improvement Program.

ADOPTED by the Matanuska-Susitna Borough Planning Commission this 21 day of November, 2022.



Stafford Glashan, Chair

ATTEST



KAROL RIESE, Planing Clerk

(SEAL)

YES: (1) Commissioner Ruben Scoggin, Allen, Kendig, Chesbro,
Glashan, Glenn
NO: (0)