

COMMITTEE REPORT
HOUSE

(11)

FURTHER:

4/29/83

Date: 5-11-83

Mr. Speaker:

The Committee on FINANCE has had HB 70

"An Act relating to regions in the Department of Transportation and Public Facilities and prescribing the duties of regional transportation and public facilities directors."

under consideration and reports it back as follows:

- do pass do not pass
- do pass with attached amendments(s)
- replace with CS for HB 70 (TRANS) same title
 new title
- and recommends Individual Recommendations
- AND attaches a "Letter of Intent" New Fiscal Note
- reports it back without recommendation Zero Fiscal Note Attached
- referred to the _____ Committee

MEMBERS SIGNING
DO PASS

[Signature]

[Signature]

MEMBERS HAVING
OTHER RECOMMENDATIONS:

[Signature]

[Signature]

[Signature]

[Signature]

[Signature]

CHAIRMAN

Offered: 4/29/83
Referred: Finance

Original sponsor: Cato

1 IN THE HOUSE BY THE TRANSPORTATION COMMITTEE
2 CS FOR HOUSE BILL NO. 70 (Transportation)
3 IN THE LEGISLATURE OF THE STATE OF ALASKA
4 THIRTEENTH LEGISLATURE - FIRST SESSION

5 A BILL
6 For an Act entitled: "An Act relating to regions in the Department of
7 Transportation and Public Facilities and prescribing
8 the duties of regional transportation and public
9 facilities directors."

10 BE IT ENACTED BY THE LEGISLATURE OF THE STATE OF ALASKA:

11 * Section 1. AS 44.42.040 is amended to read:

12 Sec. 44.42.040. REGIONAL [DEPARTMENTAL] ORGANIZATION OF DEPART-
13 MENT. (a) The commissioner shall establish five regions within the
14 state in accordance with (b) of this section. The functions of the
15 department within each region shall be performed, to the maximum
16 extent feasible, through a regional office. Each regional office
17 shall be directed by a regional transportation and public facilities
18 director appointed by the commissioner. The department shall require
19 that each regional transportation and public facilities director and
20 each candidate for regional director have at least six years experi-
21 ence in transportation, construction, or engineering.

22 * Sec. 2. AS 44.42.040 is amended by adding a new subsection to read:

23 (b) The five regions are:

24 (1) Region one begins in Bristol Bay at 58°00'N, 162°00'W,
25 then northeast to 60°54'30"N, 156°00'W, then east to longitude line
26 154°00'W, then north along longitude line 154°00'W to a point due west
27 of the community of Cantwell; then east to the community of Cantwell;
28 then southwesterly to the Glenn Highway, one mile northeast of Sutton;
29 then southeasterly to Prince William Sound at Fairmount Point

1 60°53'45"N, 147°27'W and inclusive of Kodiak, Afognak, Barren,
2 Trinity, and the Aleutian Islands.

3 (2) Region two begins at the Arctic Ocean on latitude 141°
4 00'W; then southerly along that line to a point due east of the commu-
5 nity of Eagle; then southwest to the junction of the Alaska and
6 Richardson Highways; then southwest to the community of Cantwell; then
7 west to longitude 154°00'W; then north along longitude 154°00'W; to
8 the Arctic Ocean.

9 (3) Region three begins in the Gulf of Alaska on longitude
10 line 141°00'W; then north along longitude 141°00'W to Boundary Point
11 187; then southeasterly along the Canadian-United States border bound-
12 ing Southeastern Alaska in its entirety.

13 (4) Region four begins in the Arctic Ocean at Smith Bay on
14 longitude line 154°00'W; travels south along longitude 154°00'W to a
15 point due east of 60°54'30"N latitude, then west to 60°54'30"N,
16 156°00'W, then southwest to a point in Bristol Bay at 58°00'N,
17 162°00'W, inclusive of St. Matthew, St. Lawrence, and Nunivak Islands.

18 (5) Region five begins at the Gulf of Alaska on longitude
19 line 141°00'W and travels northerly along that line to a point due
20 east of the community of Eagle; then southwest to the junction of the
21 Alaska and Richardson Highways; then southwest to the community of
22 Cantwell; then southwesterly to the Glenn Highway one mile northeast
23 of Sutton; then southeasterly to Prince William Sound at Fairmount
24 Point 60°53'45"N, 147°27'W.

25 * Sec. 3. AS 44.42 is amended by adding a new section to read:

26 Sec. 44.42.045. DUTIES OF REGIONAL TRANSPORTATION AND PUBLIC
27 FACILITIES DIRECTORS. Each regional transportation and public facili-
28 ties director is responsible for planning, design, and construction
29 within the region consistent with the state transportation plan

1 established under AS 44.42.050 and the state public facilities plan
2 established under AS 44.42.055.

THE LEGISLATURE OF THE STATE OF ALASKA
THIRTEENTH LEGISLATURE

FISCAL NOTE

I. REQUEST

Bill/Resolution No. CSHB 70 (Transportation)
 Title Relating to regions in DOTPF
 Requested by House Finance Committee Date 5/11/83

II. FISCAL DETAIL

Agency Affected DOTPF
 Program Category Affected _____
 BRU, Program, Or Subprogram(s) Affected _____
 (Note: If more than one budget component is affected, separate line-item amounts and funding for each component in the analysis section.)

EXPENDITURES (Thousands of Dollars)

	FY 83	FY 84	FY 85	FY 86	FY 87	FY 88
100 PERSONAL SERVICES						
200 TRAVEL						
300 CONTRACTUAL						
400 COMMODITIES						
500 EQUIPMENT						
600 LAND & STRUCTURES						
700 GRANTS, CLAIMS, ETC.						
TOTAL		0				

FUNDING (Thousands of Dollars)

GENERAL FUND						
FEDERAL FUNDS						
OTHER (Specify Source)						
		0				

POSITIONS

0

FULL TIME						
PART TIME						
TEMPORARY						

III. ANALYSIS (See Fiscal Note Preparation Instruction, Section III)

It is the belief of the House Finance Committee that DOTPF can reorganize within the limits of it's FY 84 Budget. No additional funds are necessary

IV. DATE 5/11/83 PREPARED BY Al Adams, Chair *APA*
 AGENCY House Finance Committee
 Original: Legislative Finance PHONE 465-3706
 cc: Budget and Management
 Prime Sponsor (First Legislator Named)
 33-001 (Rev. 12/82)

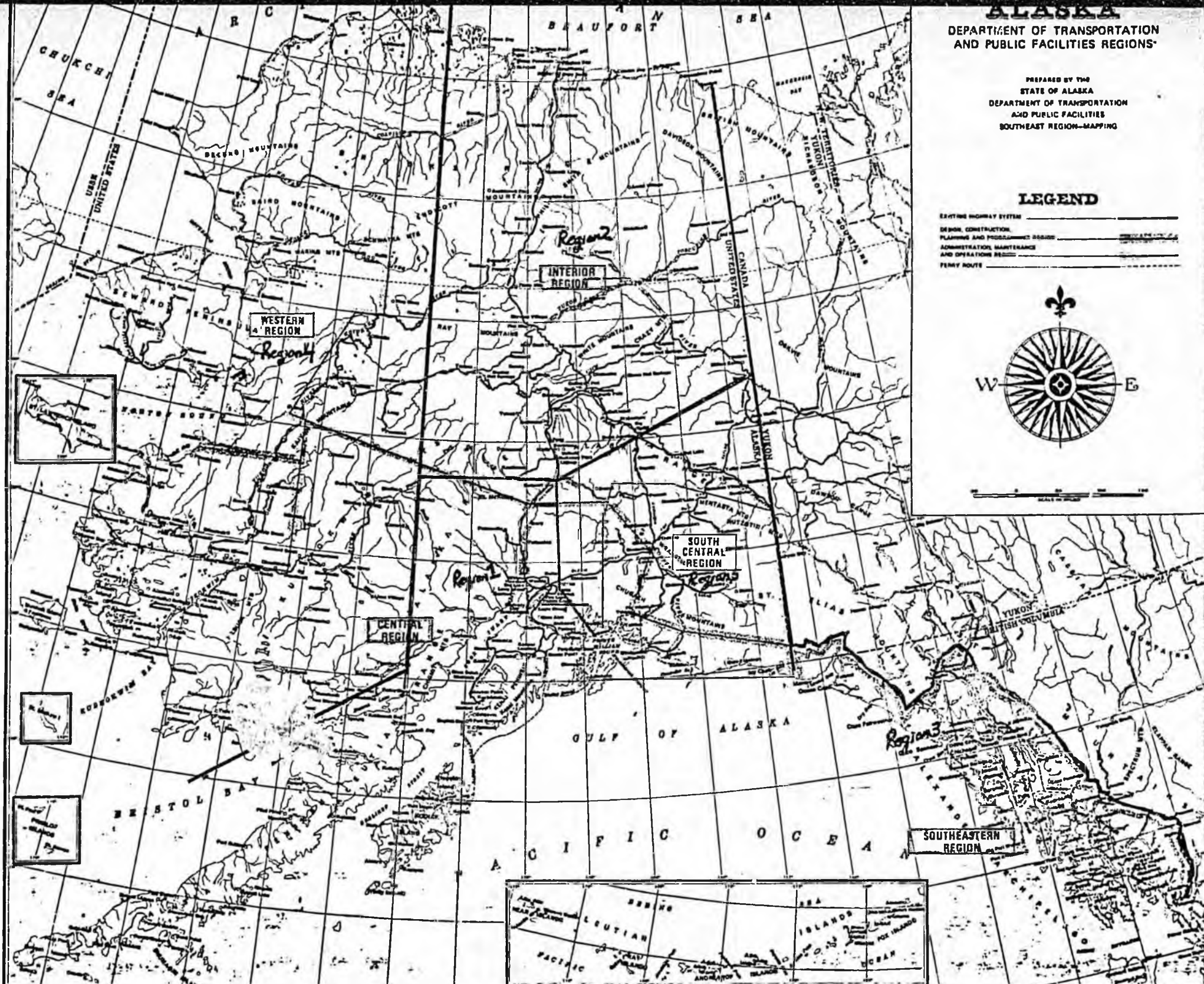
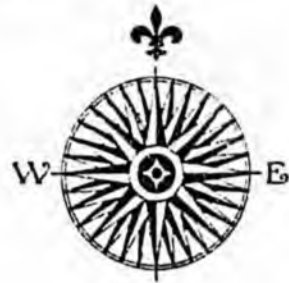
ALASKA

DEPARTMENT OF TRANSPORTATION
AND PUBLIC FACILITIES REGIONS

PREPARED BY THE
STATE OF ALASKA
DEPARTMENT OF TRANSPORTATION
AND PUBLIC FACILITIES
SOUTHEAST REGION—MAPPING

LEGEND

- EXISTING HIGHWAY SYSTEM _____
- DESIGN, CONSTRUCTION, PLANNING AND PROGRAMMING ISSUES _____
- ADMINISTRATION, MAINTENANCE AND OPERATIONS RECOMMENDATIONS _____
- FERRY ROUTE _____



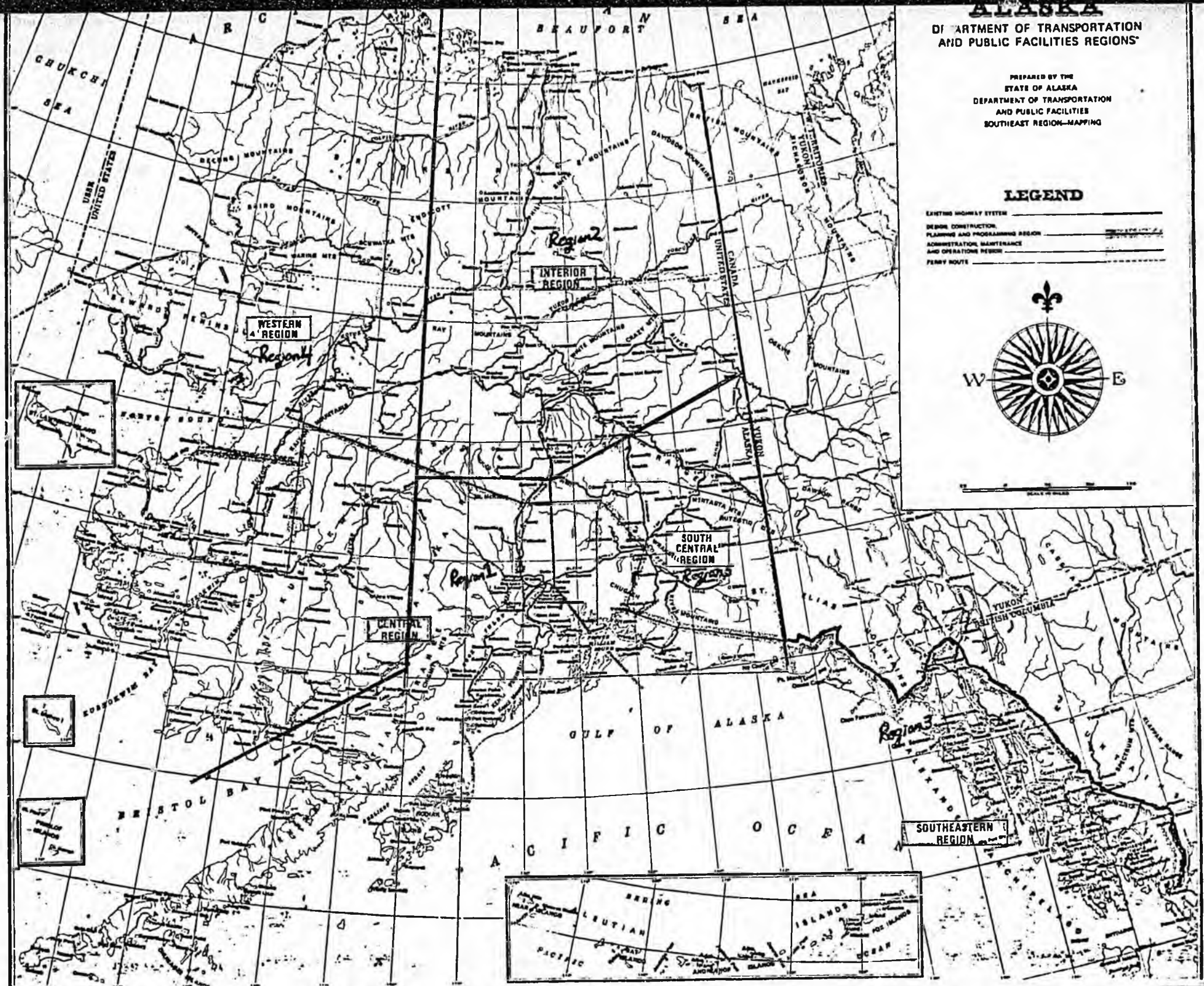
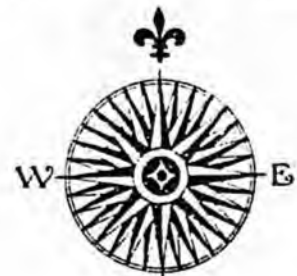
ALASKA

DEPARTMENT OF TRANSPORTATION AND PUBLIC FACILITIES REGIONS

PREPARED BY THE
STATE OF ALASKA
DEPARTMENT OF TRANSPORTATION
AND PUBLIC FACILITIES
SOUTHEAST REGION-MAPPING

LEGEND

- EXISTING HIGHWAY SYSTEM _____
- DESIGN CONSTRUCTION _____
- PLANNING AND PROGRAMMING REGION _____
- ADMINISTRATION, MAINTENANCE AND OPERATIONS REGION _____
- FERRY ROUTE _____



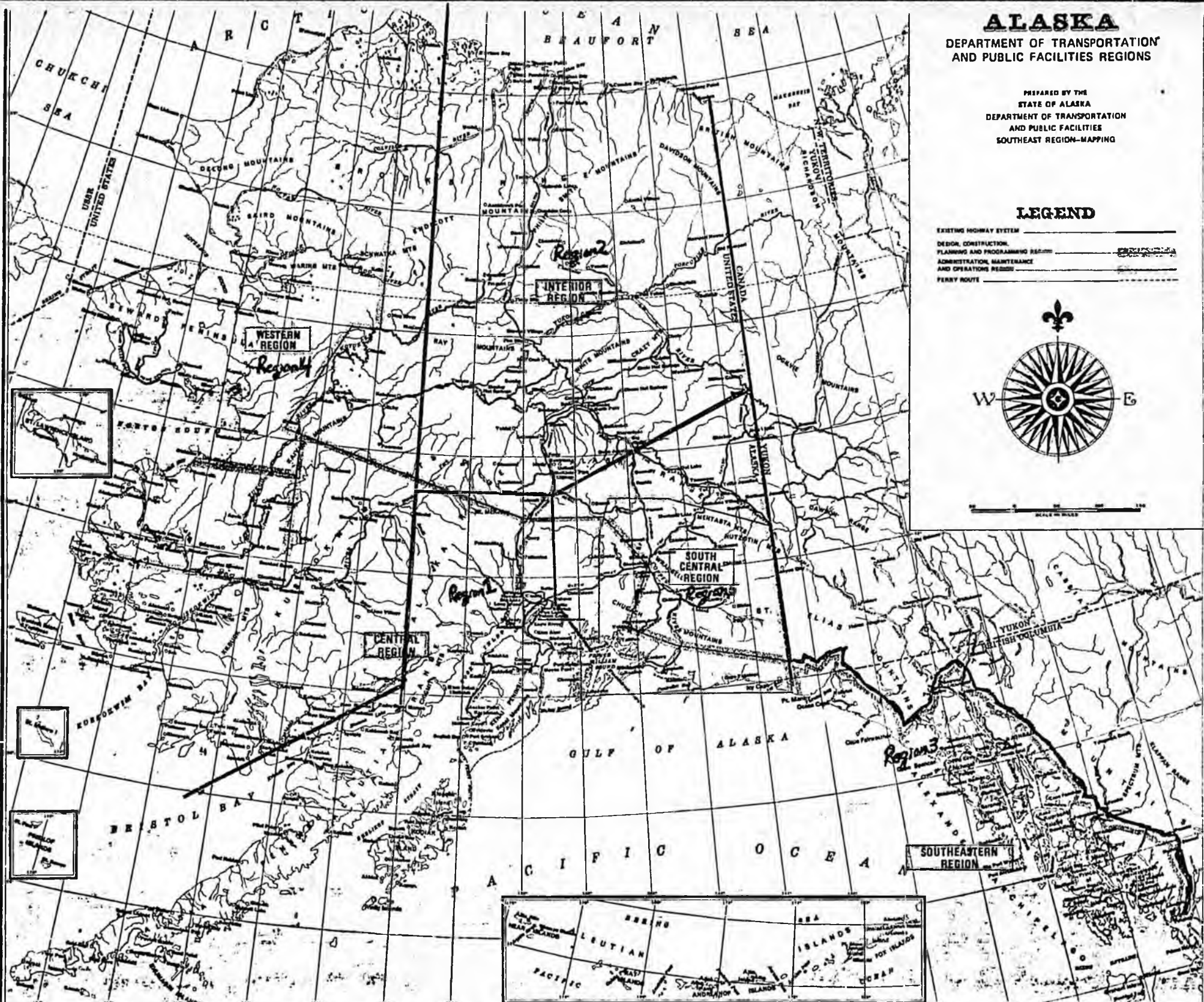
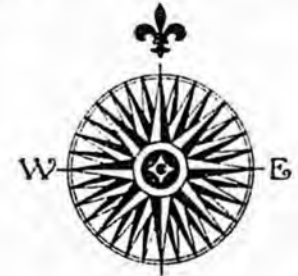
ALASKA

DEPARTMENT OF TRANSPORTATION
AND PUBLIC FACILITIES REGIONS

PREPARED BY THE
STATE OF ALASKA
DEPARTMENT OF TRANSPORTATION
AND PUBLIC FACILITIES
SOUTHEAST REGION—MAPPING

LEGEND

EXISTING HIGHWAY SYSTEM _____
DESIGN, CONSTRUCTION,
PLANNING AND PROGRAMMING REGION _____
ADMINISTRATION, MAINTENANCE
AND OPERATIONS REGION _____
FERRY ROUTE _____



The following individuals are expected to testify on CS HB 70
(Transpo):

Representative Bette Cato, prime sponsor

Fred Seiger, Deputy Commissicner, DOTPF

STATE OF ALASKA
FISCAL NOTE

Revision Date May 3, 1983

This fiscal note is the same as the one for the original bill.

I. REQUEST
 Bill/Resolution No.: CS for HB 70
 Title: Relating to regions in DOT & PF and prescribing duties of regional directors
 Sponsor: Cato
 Requestor: Trans. Committee

II. FISCAL DETAIL
 Agency Affected: DOT & PF
 Program Category Affected: All

BRU, Program of Subprogram(s) Affected: _____

EXPENDITURES/REVENUES: (Thousands of Dollars)

	FY 83	FY 84	FY 85	FY 86	FY 87	FY 88
OPERATING						
100 PERSONAL SERVICES						
200 TRAVEL						
300 CONTRACTUAL						
400 COMMODITIES						
500 EQUIPMENT						
600 LANDS & STRUCTURES						
700 GRANTS, CLAIMS, ETC.						
TOTAL OPERATING	0.0	8,785.8	9,225.1	9,686.3	10,170.7	10,679.2
CAPITAL		0.0				
REVENUE						

FUNDING: (Thousands of Dollars)

GENERAL FUND						
FEDERAL FUNDS						
OTHER (Specify Source)						

POSITIONS:

FULL-TIME						
PART-TIME						
TEMPORARY						

III. SOURCE OF FUNDS TO OFFSET FISCAL IMPACT OF BILL:

General Funds

IV. ANALYSIS: See Attached for Analysis.

Prepared By: Paula Ramsey *PR* Phone: 465-4060
 Division: Planning and Programming Date: 5/3/83

Approved by Commissioner: _____ Date: _____
 Department: Transportation and Public Facilities

Distribution:

- Original to Legislative Finance
- Copy to Office of Management and Budget (for Legislature introduced bills)
- Copy to Department (for Governor introduced bills)
- Copy to Sponsor
- Copy to Requestor (if different for Sponsor)

IV. ANALYSIS

The operating costs to duplicate the regional organizations for the Design and Construction Unit and the Planning and Programming Unit in two additional regions would approximate \$8.8 million in general funds. This estimate does not attempt to cover any costs which would be required for space and other capital costs. Without further detailed study, we estimate that space costs could range from \$500,000 to \$3,000,000. Additional facilities will be needed in both new regions, and Nome has little or no space currently available.

The actual costs would vary greatly based upon the level of autonomy desired in the regions, and the refinement of possible cost reductions in the existing regions. Reductions for duplication of effort would be minimal compared to the total cost. The estimate provided here is based upon the assumption that only the Design and Construction (D&C) and Planning and Programming (P&P) Units would be expanded into the two additional regions. No specific estimates have been made for costs of increased administrative services required in the regions. Each region could operate with relative autonomy in the three major components, D&C, P&P, and Maintenance and Operations (M&O).

Beyond these assumptions, the estimated changes are conservative. Economies are identified in reductions of possibly duplicative management staff in all regions, and yet cost reductions are minimal compared to the total cost.

In order to estimate five full regions, we removed the functions in the Western Maintenance and Operations (M&O) Region and the Southcentral Region, which are Design and Construction (D&C) positions known as "Residencies". These positions formerly served limited reconnaissance and coordination functions in Nome and Valdez. This leaves three full regions, with all three components, and two with the M&O component only. Each component, however, currently has a director, and the proposal in CS for HB 70 speaks of only five directors, one for each region. We, therefore, estimate conservatively that eleven directors [five for M&O, three for Planning and Programming (P&P), and three for (D&C)] and four deputy directors should be removed from the cost estimate.

We then estimated the cost of adding a D&C and P&P component to both the Western and Southcentral Regions. These estimates were derived from the component in existing full regions we thought most realistically appropriate. The proxies for D&C functions were selected from either Central or South-eastern Region, whichever had lower costs. Interior Regions' P&P functions were used as proxies for the new P&P components.

With D&C and P&P components added in, we then had five full regions with all three components in each, but without management. Accordingly, we added back in the cost of five directors (one for each region as specified in the bill) and one deputy director.

The direct costs for capital projects were not included, because it is assumed they would be transferred from the regional offices now handling those projects.

Attachment

ANALYSIS TO WORK DRAFT PROVIDED BY

KASILOF ASSOCIATES 1982

The Department of Transportation and Public Facilities was created for several good reasons, one of which was to place the authority and responsibility for designing, constructing and maintaining public transportation facilities in the hands of those people closest to those facilities. The philosophy that prompted that decision was, "those people closest to the transportation problem are most intimate with the problem and left to their own devices, they are in the most knowledgeable position to solve that problem at the lowest possible cost to the taxpayer while providing the safest and most convenient transportation facility to the traveling public."

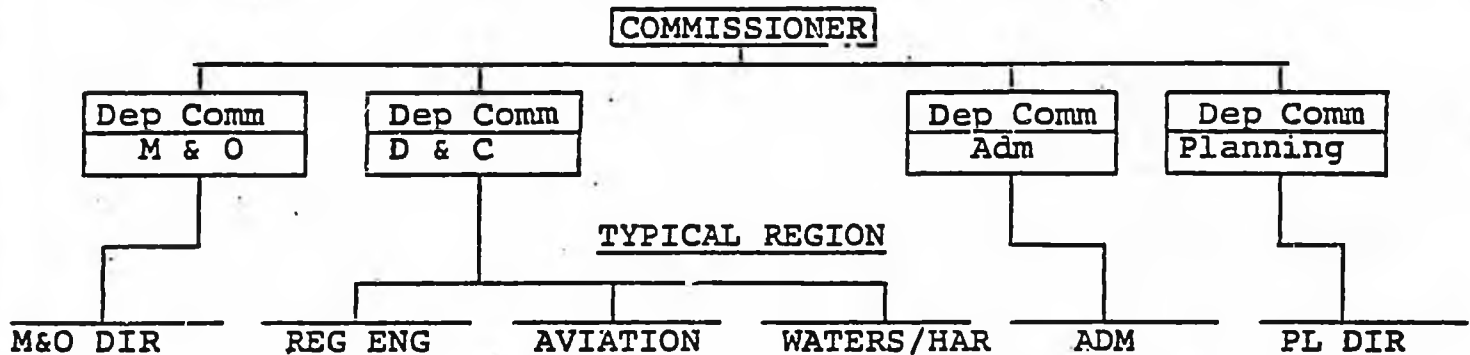
Unfortunately the DOT/PF did not turn out as planned. The administration advocated a strong emphasis on planning, which resulted in the creation of a completely independent section headed by a director who had more authority than the regional engineer. The planning section duplicated the work that the design section had been doing but they did it with many more people and in reality the planning and the construction estimates were still being done by the design section. The planning section's primary function was to send the paperwork into headquarters which would allocate federal or state money to the individual projects so that the design and construction section could begin the project development. which would ultimately lead to construction.

The creation of the planning section added one more layer of paper shufflers to the growing bureaucracy and the end result was higher preliminary engineering costs due to the many new highly paid planners that charged their time to these projects, and most severe was the fact that the projects were delayed because each Project Development Authorization PDA form had to be signed by five to seven

different level planners before the project could be funded.

The old Department of Highways operated fairly efficiently because there was one person in charge who could resolve internal disputes. The DOT/PF created a many headed monster that was only controlled by the commissioner. The general organization is shown below:

TYPICAL ORGANIZATION CHART

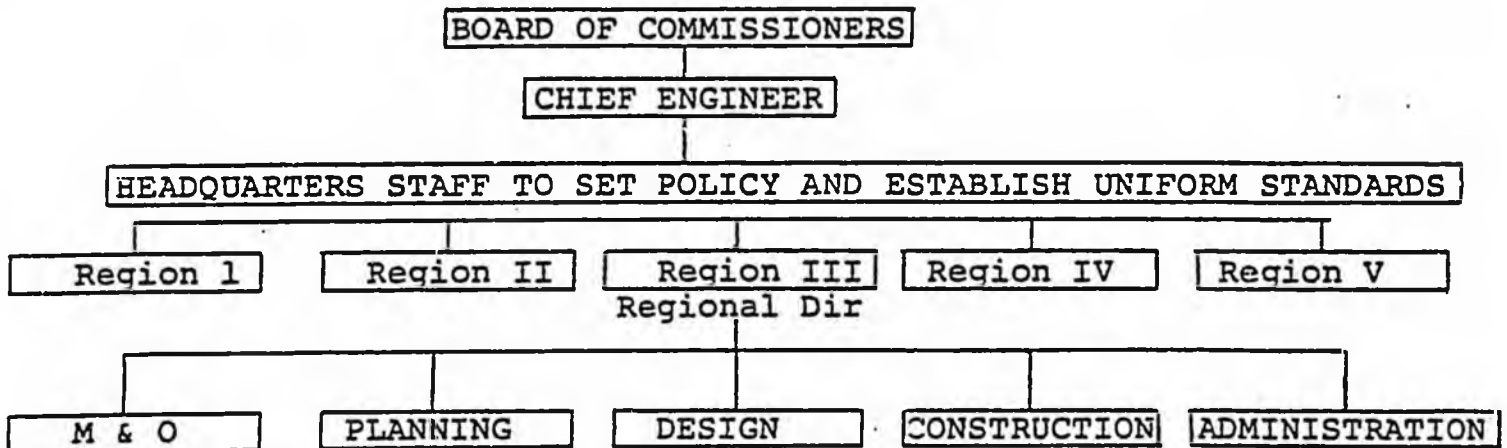


Your reorganization of the DOT/PF, to be effective should establish one leader in each region.

This one leader or director in each region would report directly to a chief engineer at headquarters.

The Chief Engineer would report to a board of commissioners appointed from each region and representing all of the required sciences as outlined in 12-1989 "Bradley".

The preferred organizational chart is shown below:



Section 44.42.040 (a)

The requirement for six years of experience is good but you should add the word "civil" prior to "engineering". Civil engineering encompasses all phases of transportation engineering. It is very important that the Regional Director have a good academic education and practical experience in civil engineering so that he can effectively direct those working under him to accomplish the goals set by the Commission and/or Legislature.

The regional boundaries that you have set up are generally good. However, Region I (Anchorage) is primarily an urban region and the boundaries should be moved from Mile 118 on the Glenn Highway to Mile 66. This would put the Cascade Maintenance station in Region V and it would allow Region V, which is a rural region, to upgrade the road access between Valdez and Palmer. The section of the Glenn Highway from Palmer to the existing regional boundary at Mile 118 has not had a single mile of reconstruction since 1961 and there is nothing planned in this section within the next six year program.

The Longitude line used for the East Boundary of Region I should be $148^{\circ} 42' W$, South to Latitude $61^{\circ} N.$, thence East along Latitude 61° to Prince William Sound, as shown on the attached map.

The new region that represents the greater Anchorage Bowl should not have jurisdiction over the Glenn Highway North of Palmer since they have exhibited no interest in upgrading that section of highway since Statehood. The Glenn Highway is the main thoroughfare for travelers driving into the State of Alaska and it is in deplorable condition from Palmer out to the existing regional boundary at Mile 118.

Sec. 44.42.045 (a)

The creation of the DOT was intended to streamline the department and make it more efficient and productive. The opposite has occurred because of one major blunder. Someone determined that one man should not be in charge of each region because he had too much power, or the job was too complicated, or because there were too many disciplines under his command. The solution to this problem was to create several equal directors in each region who would report directly to one of the four deputy commissioners in headquarters. The result is that the following sections:

1. Maintenance and Operations
2. Design and Construction
3. Planning
4. Administration

are controlled by a different deputy commissioner at headquarters and each section is protective of its authorities and is almost totally uncooperative with the other sections.

The solution to this problem is obvious to anyone working in any of the regions. They need one man in charge who can orchestrate the work of the region and who can resolve disputes between the sections. Woody Johansen and his leadership in the Interior Region (Fairbanks) is a good example of how the regions should be run. The Interior Region is the only region that has developed a good land transportation system in the state. Mr. Johansen could not accomplish what he did under the current DOT segmented authority.

This section should be revised to place the authority of all sections in the region under the authority of one person.

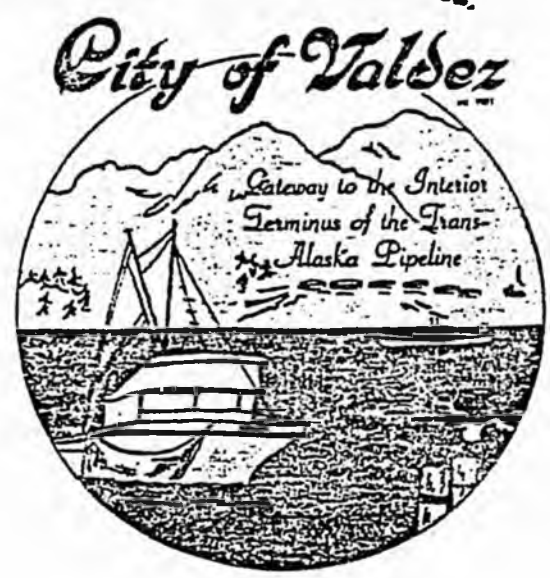
HB 70, by Cato. Would organize the Department of Transportation & Public Facilities into five regions within the state (currently organized in regions-- no number specified.) Sets out specific location of each region. Provides each regional director shall have six years experience in transportation construction or engineering. Outlines duties of the directors, stating each is responsible for planning, design, and construction within the region, as well as for submission of plans, budget requests, and reports of program performance to the Commissioner of DOTPF. Does not provide for an effective date (effective 90 days after Governor's signature)

Sec. 3 AS 44.42 Adds a new section for duties of the directors.

- (a) Each director is responsible for planning, design, and construction within the region consistent with the state transportation plan and the public facilities plan.

1982

OFFICE OF ADMINISTRATION
February 23, 1982



Representative Bette Cato
Alaska State Legislature
Pouch V
Juneau, Alaska 99811

Re: House Bill No. 649
Valdez Backup Information

Dear Representative Cato:

Due to perceived inefficiencies within the Department of Transportation and Public Facilities (DOT/PF), the Commissioner decided, during the spring of 1981, to reorganize the DOT/PF design section into three regions. Historically, there have been five regions administered from Valdez, Nome, Anchorage, Fairbanks and Juneau. However, not all functions of the department were necessarily represented in each region.

The reorganization plan is reducing the number of regions responsible for design functions to three, eliminating the design component in Valdez (Nome not currently having a design component) by transferring Valdez construction employees to Anchorage and Fairbanks. In conjunction with this transfer will be the expansion of the three regional offices' authority and responsibilities so that disputes can be settled on the regional level and need not be mediated by the Juneau Headquarters. This reorganization is supposedly being accomplished in order to increase the efficiency of the department by:

- facilitating the integration of department functions and eliminating duplicative efforts by maximizing the utilization of available design personnel; and
- decentralizing headquarters authority into strong regional organizations that can more adequately fulfill the myriad types of projects required of the department.

However, from the outset there has been strong opposition to this reorganization from the Valdez community and the DOT/PF employees effected by the plan. Four points keep surfacing when considering the organizational changes and the affect it will and has had upon Valdez.

- 1) A major concern of the opponents of the move/reorganization is that the removal of the highway design function in the Southcentral Region, served by Valdez, may result in a reduced interest in the rural highway systems. There is legitimate and strong fear that the design component for those highway projects will have to compete for attention and funding with urban projects.

This concern has already been proven justified due to the change in the five-year capital improvement priorities plan that has occurred since the reorganization of the Southcentral District Headquarters. The new capital improvement plan for this area now includes projects for the Whittier area, which had never previously been considered a part of the Southcentral District, and the overall budgets have been cut considerably for each year.
- 2) There was also considerable pride in Valdez that the Valdez design contingent has proven itself to be one of the most efficient design units in the State. Valdez residents have contended that if the DOT/PF Commissioner wants to increase the efficiency of the department, he should not integrate one of the most efficient units into a design unit that has a high concentration of problems..
- 3) Of major concern in and for Valdez are the adverse social and economic impacts on the community of Valdez. The loss of these state jobs will and is having an impact on retail businesses, the schools (the Growden-Harrison Grade School already under consideration for shutting down) and to some extent, the regional economy. Also, the Valdez DOT/PF design personnel are totally integrated within the community and are therefore actively involved in community affairs, serving on the many boards and commissions and providing many significant "professional" contributions to the growth and potential of the City.
- 4) The original reorganization plan stated that of the thirty-five positions in the design and construction unit in Valdez, twenty-five positions would move by October 01, 1981, leaving only construction employees in the design and construction unit in Valdez. As a result of these transfers, there would be two promotions and five demotions for the Valdez employees. In addition to the permanent employees in the design and construction unit in Valdez, there were fifty seasonal employees. After the transfer there would be fifty-two seasonal employees in design and construction in Valdez.

The original strength of the entire Valdez DOT/PF contingent was 110 full-time positions and 100 seasonal.

positions. About 25% of the entire contingent will be or has been effected by the move.

Although we are unable to ascertain if this original plan has been precisely activated, I do feel sure that these are fairly accurate numbers when estimating the DOT/PF employees already relocated out of Valdez. Additionally, there is valid concern among Valdez residents that more transfers will follow. The construction unit (eight employees) will remain in Valdez through the 1982 construction season because of the large number of projects on-line in the Southcentral Region, but there is a great deal of uneasiness that some support personnel will be moved to Anchorage and Fairbanks subsequent to this transfer of the design unit.

Additionally, the housing impact is and will continue to be large, due to several houses going on the market at the same time in a town the size of Valdez. This affects the price of existing housing as well as new construction.

- 4) A final point of concern, one voiced by both employees of Valdez DOT/PF and by other members of the community, is that the DOT/PF design contingent works within a relatively compact DOT/PF unit in Valdez. There is justifiable concern that this move to the much larger structures in Fairbanks and Anchorage will contribute to inter-division disputes being sent to headquarters for resolution, thus delaying and diluting decisions. Currently, disputes and/or differences between different sections can be resolved easily in-house because of the smallness of the operation in Valdez.

Therefore, due to our concerns mentioned above, it is the City of Valdez' opinion that a five-region DOT/PF system is preferable to a three region system. A persuasive case can and has been made for preserving a "rural-oriented" highway design and construction unit in Valdez. If the existing unit in Valdez is meshed into the larger more urban-oriented Anchorage and Fairbanks regions, the rural highway needs of a vast section of Alaska will most likely suffer. A design unit located in a region where sensitivities are attuned to rural highway requirements will undoubtedly be more affective in dealing with those requirements.

One of the basics that cannot be overlooked is that the Department of Transportation and Public Facilities was created for several good reasons, one of which was to place the authority and responsibility for designing, constructing and maintaining public transportation facilities in the hands of those people closest to those facilities. The philosophy that prompted that decision was, "those people closest to the transportation problem are most intimate with the problem and left to their own

House Bill No. 649
February 23, 1982
Page four

devices, they are in the most knowledgeable position to solve that problem at the lowest possible cost to the taxpayer while providing the safest and most convenient transportation facility to the traveling public".

This then forms the basis for proceeding with House Bill 649 and our belief in a "rural-oriented" system, which is what a five-region program provides.

Much of Alaska's road system, covering less than one-fourth of the State, can be easily served out of Valdez. Consequently, Valdez' current role should be at least maintained if not expanded. Rather than abolishing the rural highway emphasis, serious consideration should be given to expanding the Valdez region's jurisdictional area to cover more highway miles, both north towards Fairbanks and north and west towards Anchorage. Approximately two years ago the DOT/PF even considered expanding the Valdez region's reach and we feel this consideration was valid.

Additionally, the Prince William Sound area represents a major target area for expansion of the State's transportation system. The DOT/PF unit in Valdez should become the focal point for that expansion. Given the transportation benefits of making the area more accessible for recreation and visitor use as well as general economic development, an expanded DOT/PF presence in Valdez seems called for.

In closing I wish to reiterate that the City of Valdez heartily supports House Bill No. 649 and will assist its approval in any manner we possibly can.

If you require any additional information, please let me know.

TESTIMONY ON CS HB 648, CS HB 649, CS HB 651,
CS HB 652 and CS HB 654

name is Walter B. Parker. I am a resident of Anchorage, Alaska residing at 3724 Campbell Airstrip Road. I have been active in Alaskan transportation operations and planning since 1946.

CS HB 649

I strongly support the primary concepts contained in this bill. The original idea of a state DOT envisioned regional transportation directors who would be responsible for coordinating planning, programming, operations and maintenance in their regions and who would report directly to the Commissioner. The director for each region could be selected for a background that most suited the problems of that region.

Normally, it is bad practice to place administrative boundaries in the statutes as this bill does. However, it is not a major problem and if other regions were created it could be accomplished at the next legislative session.

I would hope that we would soon have another region for Kodiak, the Aleutians, the Alaska Peninsula and Bristol Bay. I believe that the unique transportation requirements of western Alaska can best be met by having two regions which are devoted solely to those problems and staffed to handle those problems.

I also believe that the AMATS and FMATS structures could be separated out from their regions and handled as independent entities with liaison and coordination staff from DOT. This would leave Central Region and Interior free to handle the state concerns and the intent of AMATS and FMATS for maximum municipal control would be further enhanced. In the same manner, there is no particular reason why the Anchorage and Fairbanks International Airports could not be independent entities for administrative purposes. This would ensure that the regional director would focus most of his energies on regional concerns rather than on the major units for which he has responsibility. Obviously, planning would relate to all of the above both at the regional and statewide level but it would be planning for systems and not for day to day operations and maintenance.

Finally, the structure proposed in this bill would enable the Commissioner's office to become a lean planning, auditing and evaluating function. This would leave the Commissioner free for interaction with the regional directors, other state and federal agencies, the Governor and the legislature to maintain overall policy direction. The main point is that the relationship between regional directors and the Commissioner would be uninterrupted by other staff levels. Overall system direction for highways, aviation, marine, transit and other systems could be maintained through assignments in the Commissioner's office.

MAR 9 1982

Woodrow Johansen
P.O. Box 80422
College, AK. 99708

March 3, 1982

Subject: House Bills/DOT&PF

Steve Soenksen
Administrative Assistant
House Transportation Committee
Alaska House of Representatives
Pouch V
Juneau, Alaska 99811

Dear Mr. Soenken:

I want to thank you for the opportunity of reviewing the seven pieces of legislation recently introduced to the House of Representatives concerning reorganization of the Department of Transportation and Public Facilities.

I found the proposals interesting and it is heartening to know that there are concerns in Juneau for the efficient administration of the transportation segment of the state government.

I cannot agree with all proposed changes but they definitely are a starting point for discussion.

There are attached my comments on the bills submitted in numerical sequence.

Sincerely,


Woodrow Johansen

Attachments

House Bill 649

This bill establishes five Department of Transportation and Public Facilities Regions within the state and further places a director in charge of each region. I have no comment on the number of regions established. I do believe, however, that the boundaries of the regions should be studied. Consideration should be given to the transportation and communication facilities within the regions and between the regions. I heartily agree with the concept of placing one individual in charge of a region, that individual to be completely responsible for the functioning of the department within that region. I also believe, however, that there must be an organization existing within the state exercising control over all the regions by establishing policy and procedures on a statewide basis. Without this statewide organization to establish uniformity in policy and procedure, the department would function as a group of independent entities.

the American Society of Heating, Refrigeration and Air Conditioning Engineers as adapted for application in high latitude, cold climate environs;

(15) provide planning assistance, including but not limited to energy audits and related technical services, to school districts and regional educational attendance areas to develop and implement

(A) standards for the design, construction and operation of rural educational facilities; and

(B) energy conservation measures for rural educational facilities.

(b) The department may

(1) engage in experimental projects relating to available or future modes of transportation and any means of improving existing transportation facilities and service and communication;

(2) exercise the power of eminent domain, including the declaration of taking as provided in AS 09.55. (Executive Order No. 39 § 2 (1977); am § 13 ch 168 SLA 1978; am § 12 ch 83 SLA 1980)

Effect of amendments. — The 1978 amendment added paragraph (13) to subsection (a). supreme court over state court facilities, see AS 22.05.025.

Cross reference. — For the responsibility and authority of the The 1980 amendment added paragraphs (14) and (15) to subsection (a).

Sec. 44.42.030. Regulations. The department may adopt regulations under the Administrative Procedure Act (AS 44.62) to implement, interpret, or make more specific its powers and duties. (Executive Order No. 39 § 2 (1977))

→ **Sec. 44.42.040. Departmental organization.** The commissioner shall establish regions within the state. The functions of the department within each region shall be performed, to the maximum extent feasible, through a regional office. Each regional office shall be directed by a regional transportation and public facilities director appointed by the commissioner. (Executive Order No. 39 § 2 (1977))

Sec. 44.42.050. State transportation plan. (a) The commissioner shall develop annually a comprehensive, intermodal, long-range transportation plan for the state. In developing and revising the state plan, the commissioner shall consider means and costs of improving existing modes and facilities, state and federal subsidies, and the costs and benefits of new transportation modes and facilities. The commissioner shall also consider the recommendation of the Alaska Transportation Planning Council. The plan shall be submitted to the governor for his review and approval and submitted by the governor to the legislature.

(b) In developing and revising the plan, the commissioner shall seek public review and evaluation by any reasonable means and may

(1) consult and cooperate with officials and representatives of the federal government, other governments, interstate commissions and

DEPARTMENT OF TRANSPORTATION AND PUBLIC FACILITIES POSITION PAPER
CS FOR HB 70

CS for HB 70 - Relating to regions in DOT&PF and prescribing duties of regional directors.

CS for HB 70 proposes to reorganize the Department of Transportation and Public Facilities (DOT&PF) from three into five geographic regions. A five-region reorganization bill, HB 228, was introduced last year in the second session of the Twelfth Legislature.

Under the former Department of Highways and until 1978, the Department conducted its operations through five regional divisions. They were reduced to three full regions for planning, design, and construction purposes in 1978 in order to streamline operational costs and coordination. Though this was a laudable motive, many members of the Legislature and public felt that information flow, responsiveness to public needs, and general project and program accountability continued to decline.

Accordingly, in the spirit of the new Administration's desire to provide greater responsiveness to the public's needs, the DOT&PF, as of March 8th, not only conducts, but manages all of its essential planning and programming, design and construction, and maintenance and operations functions at the regional level. In order to assure the timely identification of changing project needs, and communication with the public, we are continuing the residencies in Nome and Valdez to maintain the response capabilities in the Western and Southcentral Maintenance and Operations regions.

We believe that the regionalization of management responsibility and the Department's increased philosophical commitment toward greater cooperation with legislative and public expression of need are already correcting the problems which this bill attempts to address. We are prepared to overcome the potential problems of coordination of capital budgets and to maintain fiscal control. These are often disbenefits to decentralizing management control.

If the proposal to expand all Departmental functions into five full regions is accepted, however, we are concerned that adequate coordination will require additional overhead costs beyond the estimated additional component costs for the two new regions. Declining revenues for Fiscal Year 1984 and economic sense suggest that either of the five-region structures proposed (in HB 70 or CS for HB 70) is an unnecessarily costly way to achieve the State's best interests. The Department's current line organization will allow the Regional Deputy Commissioner to respond decisively to regional needs and bolster the Department's efficiency in carrying out projects and programs.

Accordingly, the Department of Transportation and Public Facilities is opposed to CS for HB 70.

by Paula Ramsey
May 10, 1983

Introduced: 1/18/83
Referred: Transportation
and Finance

1 IN THE HOUSE

BY CATO

2

HOUSE BILL NO. 70

3

IN THE LEGISLATURE OF THE STATE OF ALASKA

4

THIRTEENTH LEGISLATURE - FIRST SESSION

5

A BILL

6 For an Act entitled: "An Act relating to regions in the Department of
7 Transportation and Public Facilities and prescribing
8 the duties of regional transportation and public
9 facilities directors."

10 BE IT ENACTED BY THE LEGISLATURE OF THE STATE OF ALASKA:

11 * Section 1. AS 44.42.040 is amended to read:

12 Sec. 44.42.040. REGIONAL [DEPARTMENTAL] ORGANIZATION OF
13 DEPARTMENT. (a) The commissioner shall establish five regions within
14 the state in accordance with (b) of this section. The functions of
15 the department within each region shall be performed, to the maximum
16 extent feasible, through a regional office. Each regional office
17 shall be directed by a regional transportation and public facilities
18 director appointed by the commissioner. Each regional transportation
19 and public facilities director shall have at least six years
20 experience in transportation construction or engineering.

21 * Sec. 2. AS 44.42.040 is amended by adding a new subsection to read:

22 (b) The five regions are:

23 (1) Region one begins in Bristol Bay on latitude 58.00'N
24 and travels east along that line to longitude line 158.00'W; then
25 north along longitude line 158.00'W to the mouth of Kvichak Bay; then
26 travels northeasterly along the southern bank of the Kvichak River to
27 Iliamna Lake; then northeasterly along the southern shore of Iliamna
28 Lake to longitude line 154.00'W, and travels north along longitude
29 line 154.00'W to latitude 63.00'N; then east along latitude line

1 63.00'N to a point common with the boundaries of regional districts
2 two and five; southerly of the Denali Highway at Corkscrew Creek
3 (Milepost 59.1); then southwesterly to the junction of the Glenn
4 Highway and the Fishhook-Willow Road (approximately one mile northeast
5 of Palmer); then southeasterly to Prince William Sound at Fairmount
6 Point 60.53'45"N, 147.27'W and inclusive of Kodiak, Afognak, Barren,
7 Trinity, Chirikof, and Pribilof Islands.

8 (2) Region two begins at and includes the point at which
9 the Alaska Highway intersects the Alaska-Yukon border; travels north-
10 westerly to the west abutment of the Little Tok River Bridge on Tok
11 Cutoff Highway (Milepost 91.2); then west to the northerly abutment of
12 the McCallum Creek Bridge on the Richardson Highway (Milestone 202.4);
13 then west to a point directly north of the Denali Highway at Corkscrew
14 Creek (Milepost 59.1); and continuing along that line to latitude
15 63.00'N; then west along latitude 63.00'N to longitude 154.00'W;
16 thence north along longitude 154.00'W; to the Arctic Ocean.

17 (3) Region three begins in the Gulf of Alaska on longitude
18 line 141.00'W; then north along longitude 141.00'W to Boundary Point
19 187; then southeasterly along the Canadian-United States border bound-
20 ing Southeastern Alaska in its entirety.

21 (4) Region four begins in the Arctic Ocean at Smith Bay
22 70.54'N, 154.19'W; on longitude line 154.00'W; travels south along
23 longitude 154.00'W to a point where longitude line 154.00'W crosses
24 the southern shore of Iliamna Lake; then southwesterly along the
25 southern shore of Iliamna Lake to the Kvichak River; then south-
26 westerly along the southern bank of the Kvichak River to Kvichak Bay;
27 then south along longitude line 158.00'W to latitude line 58.00'N,
28 then west along that line into Bristol Bay, and inclusive of St.
29 Matthew, St. Lawrence, and Nunivak Islands.

1 (5) Region five begins at the Gulf of Alaska on longitude
2 line 141°00'W and travels northerly along that line to the point (but
3 not including the point) at which the Alaska Highway intersects the
4 Alaska-Yukon border; then northwesterly to the west abutment of the
5 Little Tok River Bridge on the Tok Cutoff Highway (Milepost 91.2);
6 then west to the northerly abutment of McCallum Creek Bridge on the
7 Richardson Highway (Milepost 202.4); then west to the point directly
8 north of Denali Highway at Corkscrew Creek (Milepost 59.1); then
9 southwesterly to the junction of the Glenn Highway and the Fishhook-
10 Willow Road (approximately one mile northeast of Palmer); then south-
11 easterly to Prince William Sound at Fairmount Point 60°53'45"N,
12 147°27'W.

13 * Sec. 3. AS 44.42 is amended by adding a new section to read:

14 Sec. 44.42.045. DUTIES OF REGIONAL TRANSPORTATION AND PUBLIC
15 FACILITIES DIRECTORS. (a) Each regional transportation and public
16 facilities director is responsible for planning, design, and construc-
17 tion within the region consistent with the state transportation plan
18 established under AS 44.42.050 and the state public facilities plan
19 established under AS 44.42.055.

20 (b) Each regional transportation and public facilities director
21 shall submit to the commissioner proposed program plans, agency budget
22 requests, and reports of program performance at a time directed by the
23 director of the division of budget and management, Office of the
24 Governor. The commissioner may comment on the program and financial
25 plans submitted by a regional transportation and public facilities
26 director under AS 37.07 but shall forward the program and financial
27 plans submitted by a regional transportation and public facilities
28 director to the division of budget and management without change.

29 (c) Each regional transportation and public facilities director

1 shall submit to the commissioner a plan implementing the state trans-
2 portation plan and the state public facilities plan 90 days before the
3 end of a fiscal year for implementation in the succeeding fiscal year.
4 A revision of the plan implementing either the state transportation
5 plan or the state public facilities plan may be submitted at any time.
6 A regional implementation plan or a revision of a regional implementa-
7 tion plan is final unless disapproved by the commissioner within 30
8 days of its receipt by the commissioner.

Offered: 4/29/83
Referred: Finance

Original sponsor: Cato

1 IN THE HOUSE BY THE TRANSPORTATION COMMITTEE
2 CS FOR HOUSE BILL NO. 70 (Transportation)
3 IN THE LEGISLATURE OF THE STATE OF ALASKA
4 THIRTEENTH LEGISLATURE - FIRST SESSION
5 A BILL

6 For an Act entitled: "An Act relating to regions in the Department of
7 Transportation and Public Facilities and prescribing
8 the duties of regional transportation and public
9 facilities directors."

10 BE IT ENACTED BY THE LEGISLATURE OF THE STATE OF ALASKA:

11 * Section 1. AS 44.42.040 is amended to read:

12 Sec. 44.42.040. REGIONAL [DEPARTMENTAL] ORGANIZATION OF DEPART-
13 MENT. (a) The commissioner shall establish five regions within the
14 state in accordance with (b) of this section. The functions of the
15 department within each region shall be performed, to the maximum
16 extent feasible, through a regional office. Each regional office
17 shall be directed by a regional transportation and public facilities
18 director appointed by the commissioner. The department shall require
19 that each regional transportation and public facilities director and
20 each candidate for regional director have at least six years experi-
21 ence in transportation, construction, or engineering.

22 * Sec. 2. AS 44.42.040 is amended by adding a new subsection to read:

23 (b) The five regions are:

24 (1) Region one begins in Bristol Bay at 58°00'N, 162°00'W,
25 then northeast to 60°54'30"N, 156°00'W, then east to longitude line
26 154°00'W, then north along longitude line 154°00'W to a point due west
27 of the community of Cantwell; then east to the community of Cantwell;
28 then southwesterly to the Glenn Highway, one mile northeast of Sutton;
29 then southeasterly to Prince William Sound at Fairmount Point

1 60°53'45"N, 147°27'W and inclusive of Kodiak, Afognak, Barren,
2 Trinity, and the Aleutian Islands.

3 (2) Region two begins at the Arctic Ocean on latitude 141°
4 00'W; then southerly along that line to a point due east of the commu-
5 nity of Eagle; then southwest to the junction of the Alaska and
6 Richardson Highways; then southwest to the community of Cantwell; then
7 west to longitude 154°00'W; then north along longitude 154°00'W; to
8 the Arctic Ocean.

9 (3) Region three begins in the Gulf of Alaska on longitude
10 line 141°00'W; then north along longitude 141°00'W to Boundary Point
11 187; then southeasterly along the Canadian-United States border bound-
12 ing Southeastern Alaska in its entirety.

13 (4) Region four begins in the Arctic Ocean at Smith Bay on
14 longitude line 154°00'W; travels south along longitude 154°00'W to a
15 point due east of 60°54'30"N latitude, then west to 60°54'30"N,
16 156°00'W, then southwest to a point in Bristol Bay at 58°00'N,
17 162°00'W, inclusive of St. Matthew, St. Lawrence, and Nunivak Islands.

18 (5) Region five begins at the Gulf of Alaska on longitude
19 line 141°00'W and travels northerly along that line to a point due
20 east of the community of Eagle; then southwest to the junction of the
21 Alaska and Richardson Highways; then southwest to the community of
22 Cantwell; then southwesterly to the Glenn Highway one mile northeast
23 of Sutton; then southeasterly to Prince William Sound at Fairmount
24 Point 60°53'45"N, 147°27'W.

25 * Sec. 3. AS 44.42 is amended by adding a new section to read:

26 Sec. 44.42.045. DUTIES OF REGIONAL TRANSPORTATION AND PUBLIC
27 FACILITIES DIRECTORS. Each regional transportation and public facili-
28 ties director is responsible for planning, design, and construction
29 within the region consistent with the state transportation plan

- 1 established under AS 44.42.050 and the state public facilities plan
- 2 established under AS 44.42.055.