

H B


169



# Position Paper

BILL NO: H.B. 169

APPROVED:

  
R. J. Knapp  
Commissioner

TITLE: "An act relating to Local Service Roads & Trails" DATE: 04/04/84

This proposed legislation apparently is to fund those projects that are requested but beyond the funding level of the current LSR&T program as contained in the DOT&PF CIP. The 10 million dollars proposed for the program in this bill could undoubtedly be well spent on LSR&T projects. The funding needs for viable projects far exceed this amount of funds. However, a more desirable annual level of funding of the LSR&T program is approximately seven million dollars. This level of funding and the firm expectation of constant funding in future years is necessary to maintain adequate planning for local governments and communities within the unorganized borough to meet their transportation needs.

Last year, the LSR&T Program was reestablished by the legislature as an ongoing program to be funded at a level commensurate to past practices.

Due to the fact LSR&T funding was reduced in the CIP, some additional funding from other sources is warranted to maintain a functional program.

The Department acknowledges that funds exceeding a budget level of \$7 million per year could be utilized for projects without a significant increase of additional overhead costs. However, if not held in check, the LSR&T Program could easily expand beyond the function for which it was established. This program was created primarily to administer projects that were considered difficult if administered through the complex Highway Department structure.

The Department recommends that in the future, a desirable funding level of \$7 million be utilized for the LSR&T Program, with the sole funding source being the Departments CIP.

For additional information contact:  
Charles D. Karella, State LSR&T Engineer  
Phone No. (907) 789-6237

Revision Date: April 4, 1984

REQUEST

Bill/Resolution No.: HB 169  
 Title: Local Service Roads & Trails

FISCAL DETAIL

Agency Affected: DOT&PF  
 Program Category Affected:

Sponsor: Herrmann, Koponen, etc.  
 Requestor:  
 Date of Request:

BRU, Program or Subprogram(s) Affected:

EXPENDITURES/REVENUES: (Thousands of Dollars)

	FY 84	FY 85	FY 86	FY 87	FY 88	FY 89
<b>OPERATING</b>						
100 PERSONAL SERVICES						
200 TRAVEL						
300 CONTRACTUAL						
400 SUPPLIES						
500 EQUIPMENT						
600 LAND & STRUCTURES						
700 GRANTS, CLAIMS						
800 MISCELLANEOUS						
<b>TOTAL OPERATING</b>				54.4	58.8	63.5
<b>CAPITAL</b>		0.0	0.0			
<b>REVENUE</b>						

FUNDING: (Thousands of Dollars)

GENERAL FUND		0.0	0.0	54.4	58.8	63.5
FEDERAL FUNDS						
OTHER						
<b>TOTAL</b>						

POSITIONS:

FULL-TIME						
PART-TIME						
TEMPORARY						

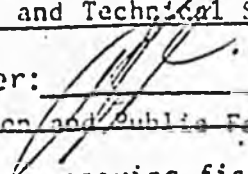
SOURCE OF FUNDS TO OFFSET FISCAL IMPACT OF BILL:

Not identified by the sponsor.

ANALYSIS: Attach a separate page for analysis

Prepared By: Charles Karella  
 Division: Standards and Technical Services

Phone: 790-6237  
 Date: 4/4/84

Approved by Commissioner:   
 Agency: Transportation and Public Facilities

Date: 4-4-84

Distribution (by Agency preparing fiscal note):

- Legislative Finance
- Legislative Sponsor
- Requestor
- Office of Management and Budget
- Impacted Agency(ies)

HB 169 (cont'd)

IV. ANALYSIS

DOT&PF Direct Project Costs

Insignificant increase in overhead costs is anticipated. No new positions required.

On Going Maintenance Costs

In addition to several miles of boardwalk, foot trails, and bike trails that will be constructed by the end of fiscal year 86, approximately thirty five miles of new roads will be built. The state will be required to maintain at least five miles of the thirty five miles of road at an annual cost of \$8,000 per mile in FY 83 costs. Future years are inflated by 8%. The remaining thirty miles of new roads will be maintained by local communities and funded through state Revenue Sharing. Boardwalks and trails are maintained by the local communities without state assistance.

2/14

# COMMITTEE REPORT

## HOUSE

FURTHER: FINANCE

*Return*

Date: 2/14/83

2/7/83

Mr. Speaker:

The Committee on TRANSPORTATION has had HB 169

An act making an appropriation to the Department of Transportation and Public Facilities for allocations for local service roads and trails; and providing for an effective date.

under consideration and reports it back as follows:

- do pass *1/20/83* [ ] do not pass
- [ ] do pass with attached amendments(s)
- [ ] replace with CS for \_\_\_\_\_ [ ] same title
- [ ] new title \_\_\_\_\_
- and recommends \_\_\_\_\_
- AND attaches a "Letter of Intent" [ ] New Fiscal Note
- [ ] Zero Fiscal Note Attached
- [ ] reports it back without recommendation
- referred to the Finance Committee

MEMBERS SIGNING  
DC PASS

MEMBERS HAVING  
OTHER RECOMMENDATIONS:

[Signature]

[Signature]

Michael J. Miller

[Signature]

[Signature]

[Signature]

[Signature]

[Signature]

[Signature]

[Signature]

[Signature]

[Signature]

[Signature]

[Signature]  
CHAIRMAN

COMMITTEE REPORTS (House)

CSSB 438 (L&C), (cont'd)

the board to fill out the term to which the member was appointed, regardless of new sections added by this bill. Provides Act takes effect immediately.

Sections of the Senate-passed version are taken out by House L&C, and they include 1) an amendment to current law that would have allowed for one public member on the board; 2) a registrant requesting renewal of a certificate to give evidence of the registrant's continued competence as a professional architect, engineer, or land surveyor; and 3) section allowing existing board members to serve out their term, regardless of appointment of a public member.

Appropriation  
(local service  
rds. & trls.)

HOUSE BILL NO. 169, (see pages 150;189, 1983 report). Reported back to the House April 6 by Finance recommending it be replaced with a Finance substitute and as follows: Bettisworth (V-Chair), Grussendorf, Zharoff, Hurlbert, Ward and Fritz recommend it do pass. Martin, Furnace and Duncan had no recommendation. A letter of intent was attached. To Rules. The letter states:

"It is the intent of the House Finance Committee that the Local Service Roads and Trails (LSR&T), program not be discontinued as recommended by the previous Commissioner of the Department of Transportation and Public Facilities, (DOT/PF).

The LSR&T program is vital to local governments and provides very important benefits to communities in the rural and urban areas of Alaska.

The House Finance Committee intends that the Department of Transportation and Public Facilities support continued operation of this vital program and request continued funding for its operations in subsequent fiscal years."

The Finance substitute appropriates \$6.5 million to the Dept. of Transportation and Public Facilities for allocations for local service roads and trails. Provides Act takes effect immediately.

History: Introduced 2/7/83 by Reps. Herrmann, Koponen, Zharoff, Cato and McBride, and appropriated \$10 million to the Dept. of Transportation and Public Facilities for the local service roads and trails program (identical to SB 7). Reported out of Transportation 2/14 with a do pass recommendation and a letter of intent:

It is the intent of the House Transportation Committee that the Local Service Roads and Trails (LSR&T), program not be discontinued as recommended by the previous Commissioner of the Department of Transportation and Public Facilities, (DOT/PF).

The LSR&T program is vital to local governments and provides very important benefits to communities in the rural and urban areas of Alaska.

The House Transportation Committee intend the DOT/PF support continued operation of this vital program and request continued funding for its operations in subsequent fiscal years.

# Alaska State Legislature

## House of Representatives



Rep. Bette Cato, Chairman

Committee on Transportation

Pouch V  
State Capitol  
Juneau, Alaska 9981  
(907) 465-4858

DATE: 27 MARCH

TO: AL ADAMS, CHAIRMAN *BC*  
HC. FINANCE COMMITTEE

FROM: Bette Cato, Chairman  
House Transportation Committee

RE: HB 169 - appropriations bill for Local Service Roads and Trails

Per our phone conversation this morning, the House Transportation Committee requests that House Bill 169 be moved out of the House Finance Committee with a reduced appropriation of \$6.5 million.

Please find enclosed back-up material addressing HB 169 and recent correspondence from the Department of Transportation regarding LSR&T allocations for FY 1985.

Thanks so much for your time and assistance.

Enclosure

# Alaska State Legislature



## *House of Representatives*

### *Committee on Transportation*

Rep. Bette Cato, Chairman

Pouch V  
State Capitol  
Juneau, Alaska 99811  
(907) 465-4858

LETTER OF INTENT  
TO ACCOMPANY  
HOUSE BILL 169

It is the intent of the House Transportation Committee that the Local Service Roads and Trails (LSR&T), program not be discontinued as recommended by the previous Commissioner of the Department of Transportation and Public Facilities, (DOT/PF).

The LSR&T program is vital to local governments and provides very important benefits to communities in the rural and urban areas of Alaska.

The House Transportation Committee intends the DOT/PF support continued operation of this vital program and request continued funding for it's operations in subsequent fiscal years.

# MEMORANDUM

State of Alaska  
Department of Transportation & Public Facilities

TO: John J. Simpson, Director  
Standards and Technical Services  
Division

DATE: March 14, 1984

FILE NO: 2519

TELEPHONE NO: 789-6237

FROM: Charles D. Karella  
Statewide LSR&T Engineer  
DC & M Standards

SUBJECT: LSR&T Allocation  
F.Y. 1985

The LSR&T Program was allocated \$7 million to re-establish the program. I was assured by the LBRC last spring, that this funding reflected on on-going program and that future funding would not be a problem.

During the House Transportation Committee hearing on SB 332, March 7, 1984, I suggested that it was not necessary to seek other sources of funding beyond the CIP, such as, SB 332. It would be simpler to manage the program at a solid level of funding. I told the Committee that the Governor's office assured me that they would not cut the LSR&T Program from the CIP budget and the Department would continue to have an adequately funded program in the future.

Since we are involved with all local governments and the legislature, I believe in all fairness, that the \$6 million annual funding level is bare bones and to drop below that will only jeopardize the integrity of the program but increase the cost of management per project constructed.

I feel if the DOT&PF does not want to chance the loss of the little rapport it now has with the legislature, we should leave the five million intact or even increase it.

I believe we will not only lose face with the legislature but also with the local governments who have been going in circles since January 1982 because of the following:

1. We began to phase out the program.
2. Then we established the LSR&T Program as a viable continuous program at a funding level of \$7 million per year.
3. Then we reduced the funds to bare bones level of \$6 million per year.
4. Now we have reduced the funding an additional 30%.

The attached comments from the Regions reflect an additional \$6 million that could be used in unorganized boroughs alone. A like amount could easily be utilized for additional local government projects which were requested, but were beyond our funding level of \$6 million per year.

If requested during the hearing tomorrow on HB 558, I will give the Committee a copy of this memo. (With your concurrence of course).

Attachment

mdh

# MEMORANDUM

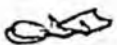
State of Alaska  
Department of Transportation & Public Facilities

TO: C. D. Karella  
Statewide LSR&T Engineer

DATE: March 13, 1984

FILE NO:

TELEPHONE NO: 364-4222

  
FROM: Ole Bartness  
LSR&T Manager  
Southeast Region

SUBJECT: Funding LSR&T Projects  
FY 85 and Future

In regard to your question regarding the effect on the Southeast Region LSR&T Program with funding in the amount of 3.5 million dollars statewide, I offer the following:

Historically, the Southeast Region has received approximately 10 percent of the statewide appropriation. Based on that percentage, this would amount to \$350,000 for this region. Of this amount, approximately \$150,000 would be for the unorganized borough and could fund three to six projects, depending upon how tight we pull the drawstrings.

At the present time, there is an unencumbered balance of \$100,000 remaining for the unorganized borough in Southeast, and there would have been a zero balance long ago if the home rule cities were still included in the unorganized borough.

In what remains in the unorganized borough of the Southeast Region, some immediate future project priorities have been identified as follows:

<u>Location</u>	<u>Description</u>	<u>Estimated Cost</u>
Metlakatla	Roads & Parking	140,000
Elfin Cove	Boardwalk Repair	50,000
Kupreanof	Trail & Boardwalk	30,000
Angoon	Road to Emergency Helipad	90,000
Clark Bay	Road or Boardwalk	Unknown
Port Protection	Boardwalk/Trail	Unknown
Hyder	Roads	30,000
Edna Bay	Trails/Boardwalks	30,000
Tenakee	Trails, Bridges	Unknown
Hollis	Road Renovation	Unknown

Although there are some unknowns, it would not be out of line to estimate the above projects at a total cost of \$500,000.

Communities we have never heard from before are now contacting us for assistance. This appears to be a result of the State Land Lotteries which designated road and trail easements, but no access or minimal access was provided. In any event, these communities have needs, but we could furnish very little support with a \$3.5 million LSR&T appropriation.

OB:hn

# MEMORANDUM

State of Alaska

TO: Charles Karella  
Design Construction &  
Maintenance  
Standards - Juneau

DATE: March 13, 1984

FILE NO:

TELEPHONE NO:

FROM:

Robert L. Haneline *RH*  
Central Regional  
LSR&T Engineer

SUBJECT:

Project Funding  
Requests, LSR&T  
Program

This memo will iterate information on project requests presently in abeyance, awaiting a source of funding approval which was relayed to your office by telephone last week.

## UNORGANIZED BOROUGH IV (South)

### 1. Chignik Bay - \$600,000

Construction of 4,500 l.f. of 14 foot-wide gravel roadway and a single lane, single span, 50 foot-long vehicle bridge. Provide access to proposed new HUD houses. Road to serve dual purpose as a protective dike (seawall).

### 2. Egegik - \$60,000

Construction of 600 l.f. of 16 foot-wide gravel roadway and approximately 3,000 l.f. of four foot-wide gravel path. Provide roadway access to existing HUD houses and replacement of existing boardwalks with a gravel pathway.

### 3. Eek - \$410,000

Construction of 2,700 l.f. of 14 foot-wide gravel roadway between the village proper and the airplane landing strip and 2,700 l.f. of eight foot-wide boardwalk needed to provide access between the village and the cemetery.

### 4. Manokotak - \$3,000,000

Construction of eleven miles of 14 foot-wide gravel roadway. The road is needed to provide City access to a proposed new garbage dump site, HUD housing site and the proposed Snake River Port Access Site. Funding needs are beyond the scope of the LSR&T program. This is a community planned development with a high community priority.

## UNORGANIZED BOROUGH I

### 1. Whittier - \$1,000,000

Construction of 1.4 miles of 26' to 36' wide paved streets, including 5,250 l.f. of sidewalk, 10,000 l.f. of curb and gutter and miscellaneous storm drains (\$700,000). The project also is to include the paving of the boat harbor parking area (\$300,000).

This office has also received verbal requests for LSR&T funding involvement from the communities of Mekoryuk and St. Paul. The information received is sketchy, at best. We lack the information needed to properly determine the project scope, cost, or feasibility; only know that the monies needed are anticipated to exceed \$1,000,000 per project.

For what it's worth:

A common sense approach to the functionability of any State funded, intelligently planned program requires that the certainty of future funding availability be known, as the ordinary business of any program centers around a fixed budget. Provisions for limited program adjustments to the seasonal ebb and flow of available funds exist to a small degree in the form of project deletion or construction delay.

To promulgate a five-year LSR&T construction program based on the anticipated availability of six million dollars per year and then to cut back the amount of funds available to the extent being proposed is controversial to say the least.

If nothing else, we have a main purpose at this time of convincing the money appropriating bodies of the importance of maintaining the State's credibility.

# MEMORANDUM

State of Alaska  
Department of Transportation & Public Facilities

TO: Charles D. Karella  
State LSR&T Engineer  
Standards & Technical Services  
Juneau

DATE: March 8, 1984

FILE NO:

TELEPHONE NO: 443-5266

FROM: Jeffrey S. Chandler *JSC*  
SR&T Manager  
Northern Region, Western District  
No.

SUBJECT: LSR&T Funding Allocations,  
Unorganized Borough/Western

Per your request, here is a brief description of our fiscal outlook for the LSR&T Program in the Western District unorganized borough.

Generally, under present law, the proposed funding level of \$6.0 million for the Statewide annual LSR&T program should be adequate to meet the Western District's 5 Year Plan for the unorganized borough. The major exception is the need for a one time infusion of \$500,000 which would be used as follows :

St. Michael Local Roads	300,000
Western LSR&T Equipment	200,000
Total	<u>\$500,000</u>

The St. Michael project is presently programmed for FY85, however there will be insufficient funding to plan and complete the entire project as requested unless LSR&T or the village can provide the additional funding by 1985.

The Western District LSR&T equipment fleets were substantially reduced during the period we were in phase-out status. We presently have one small fleet in reasonably good shape capable of handling typical LSR&T local hire projects, but one old bulldozer and two old trucks are in need of replacement. This would assure that the fleet will remain operationally effective for the next several years.

Upgrading the existing fleet would result in a level of reliability that would allow us to split it between two projects in seasons when we are administering supplemental grant projects in villages which have a limited assortment of equipment on site. This approach reduces mobilization costs and improves the effective utilization of locally available municipal equipment.

In the event that the present proposed funding level were further increased either Statewide or for the unorganized borough, then we would advance the schedule of projects in our 5 Year Plan accordingly.

# MEMORANDUM

State of Alaska

TO: Charles Karella  
State LSR&T Engineer  
Highways Design and Construction

DATE: November 23, 1982

FILE NO: 245C-2519

TELEPHONE NO: 266-1542

FROM: Robert L. Haneline *RPH*  
Central Regional  
LSR&T Engineer

SUBJECT: LSR&T Program  
Justification &  
Impacts

In presenting an overview of the existing LSR&T program and its possible future direction the following is offered for consideration.

There is a subtle but potentially significant change underway in the thinking regarding the pending phase-out of the LSR&T program. Many people are increasingly considering as realistic the possibility that the proposed phase-out of the LSR&T program might take place. This was apparent at a number of meetings just completed in Anchorage (State Planners Meeting), Fairbanks (Municipal Leagues Meeting), Kotzebue (Traditional Council Presidents Meeting) and Bethel (Traditional Council Presidents Meeting) where the attitude was one of apprehension and concern.

As the realities of the program possibly being abandoned come closer, it is apparent there is a need to address some of the significant impacts of the program not being available.

It has become increasingly apparent, and properly so, that a lot of the "bush" needs cannot be addressed by the State C.I.P. program. Smaller projects are required to compete with larger projects for available funding resources on a regional basis, severely limiting their chances for funding. The mechanisms of a lot of the smaller communities to supply the necessary expertise are limited due to isolated conditions and communication problems. Most "bush" communities do not have the internal resources to help themselves, and often lack the technical background to effectively determine if they are getting what they pay for. Even if given direct grants, use of the monies may not be maximized due to the lack of knowledge on how to best utilize existing resources to efficiently accomplish set goals. This is nourishing doubt as to the direction being taken and is evident to the obvious appeal the LSR&T Program has to a broad popular support.

As the State has a sizable responsibility to "bush" communities, it seems appropriate that the State give some attention to identifying ways in which this commitment to smaller communities will reap the highest return.

A productive example of effective channeling of State funds into "bush" communities is the LSR&T Program. There are many ways in which the State and "bush" communities, alike, have benefited from the creation of the LSR&T Program, where the attitude toward community improvements is that of participation and self-help rather than that of being subsidized at someone else's expense, something not to be considered as the primary purpose or intent of the program, but only mentioned here as it serves to reflect on another positive factor to be contemplated when evaluating the importance of the LSR&T program.

The LSR&T Program may not ~~be~~ represent the total solution to providing for the needs of the "bush" communities, but it is certainly a step that provides economics of scale where other programs cannot provide the same end results for the dollars available. Admittedly, there are some problems with the program, but no one can deny the great benefits of the program. What the LSR&T Program expresses and provides is a sensitivity to "bush" needs, an opportunity for "bush" communities to recognize and fulfill the responsibilities of their communities and to directly contribute to the construction of their transportation needs. This direct involvement instills a sense of community pride in the work accomplished, which normally results in greater care being exercised in the general treatment of the finished construction product. The LSR&T Program provides the necessary link between the State's investment in terms of monies spent and in terms of meeting "bush" transportation needs that might not otherwise be met.

It is felt the LSR&T Program, being the small State Section that it is, accomplishes positive results for the State for a minimal investment compared to larger programs with higher overhead costs.

The present portfolio of the LSR&T Section of the Department of Transportation and Public Facilities consists of hundreds of projects totaling millions of dollars. These projects vary in scope from simple boardwalk and footbridge projects to massive, multilane, arterial highway systems. This project versatility is a reflection of the flexibility developed by members of the LSR&T staff which, balanced against the "bush" needs, succeeds in effectively accomplishing set goals.

None of this is to suggest the LSR&T Program is beyond reproach. But only to say that a great deal of energy and money have been invested in the development of the LSR&T Program, resulting in the efficient workable program it is today. To abandon a program that fills needs that otherwise may not be met seems contrary to the best interest of the State. It is plain that awareness and open minds are required in the final decision making process.

# MEMORANDUM

State of Alaska  
Department of Transportation & Public Facilities

TO: C.D. Karella  
State LSR&T Engineer  
Juneau

DATE: November 15, 1982

FILE NO:

TELEPHONE NO:

FROM: D.S. Ronken *DR*  
LSR&T Engineer  
Fairbanks

SUBJECT: LSR&T Program

In response to our telephone conversation of 11/5/82, I have informed J. Chandler at Nome to supply you with the information you requested regarding the LSR&T Program in the bush communities.

I have been in contact with the local governments and the comments received from them regarding the LSR&T Program are as follows:

Since local roads and streets are always in need of improvement the local governments would like all the funds they can possibly obtain for roadway construction.

The local governments without road powers feel that the DOT/PF has too much control over the funds. They object to some of the conditions stated in Section "C" of the project agreement.

The local governments however, do like the flexibility of the Program, i.e.:

- 1) Various types of construction that can be funded
- 2) Project funding can be changed to cover overrun, providing funds remain in their allocations
- 3) LSR&T Construction Program submitted (priority list) can be changed, if for some reason the local needs change

Some local governments in the Fairbanks area feel that the manner in which funds are allocated based on population by the latest federal census should be changed. With the population in the Fairbanks area increasing every year and the allocation based on the latest census of 1980 which has been questioned by the local government, they feel the present system leaves much to be desired.

In summary, the local governments like the program and would like to see it refunded. The funds obtained through the LSR&T program are not sufficient to cover the road improvement needs, but all funds that can be obtained to improve the local transportation system will be accepted by the local governments providing the conditions for its acceptance do not change.

# MEMORANDUM

TO: Charles D. Karella  
State LSR&T Engineer  
DOT/PF  
Headquarters/Juneau

DATE: November 24, 1982

FILE NO:

TELEPHONE NO: 443-5266

FROM: Jeffrey S. Chandler *JSC*  
Acting LSR&T Manager  
DOT/PF  
Interior Region/Nome Residency

SUBJECT: LSR&T Program In Rural Communities

In response to your enquiry regarding the involvement of the Local Service Roads and Trails Program in rural communities of Western Alaska, and the attitudes held by the rural communities towards the Program, I offer the following information:

The LSR&T Program generally has been highly regarded and supported by the bush communities. The underlying reasons for this are as follows:

## I. LOCAL PRIORITIES

The City Council of each community sets the priorities for local service projects needed in that community.

This process insures the Program's responsiveness to local needs. Within the limits of available funding, a community may designate access roads, local streets, bridges, boardwalks, or trail repairs for inclusion under the Program. Since LSR&T is primarily a reimbursement program, the local governing body may start construction as soon as a Project Agreement is approved and materials or equipment available, and is then reimbursed periodically for expenses. For larger heavy construction projects utilizing State equipment or a private contractor, costs are generally paid directly by the State.

## II. LOCAL INVOLVEMENT

The local community has direct input into all phases of each project, from planning through construction.

The scope of the project selected is determined by the City Council, within the limits of sound engineering principles. For locally constructed projects, flexibility is preserved through the construction phase, allowing alterations to accommodate local concerns which may not have been anticipated initially. Although LSR&T administers the project, it is basically a community enterprise in which the community shares responsibility. Through cooperative effort the State provides a helping hand rather than a hand-out. A completed project becomes a source of pride for residents of a rural community because they were integrally involved in creating the end product.

## III. LOCAL HIRE

Locally hired crews are employed to construct most rural LSR&T projects.

With labor intensive projects such as boardwalks and trail construction, the crew is hired locally by the local governing body which also appoints a local foreman.

Day to day operations of small scale heavy construction projects involving local equipment are also handled by a foreman. On larger heavy construction projects involving State equipment, LSR&T may provide a foreman and/or a heavy-duty mechanic, while the construction crew is hired locally. In the event the local labor pool is exhausted, workers are generally sought from neighboring villages. The primary exception to this procedure occurs when a project has been let to contract, where hiring is done by a contractor whose policies generally tend to be more restrictive than those of local managers.

#### IV. LOCAL TRAINING

Training of local residents in new skills is necessary for most remote LSR&T road projects.

It is unusual to find the required number of qualified equipment operators and truck drivers locally available for the typical local road construction project. Training is therefore provided by an LSR&T representative or designated foreman and mechanic. Emphasis is placed on proper equipment care and usage, not only for safety reasons, but also to avoid unnecessary downtime. Safety awareness is encouraged through the life of a project in order to reduce the chances for injury or accident. This policy of training employees allows a greater proportion of local residents to obtain jobs than is the case with contractors, who generally require skilled workers for available positions. It also results in an added benefit outlasting the life of the project: a pool of trained workers who may be able to later obtain jobs for which they were previously unqualified.

#### V. LOCAL EQUIPMENT

Local equipment, public or private, is utilized for heavy construction projects whenever available.

For local road projects, LSR&T encourages the use of locally available equipment: from the local governing body, from DOT/PF, or from other public or private sources, in any combination necessary to perform the work. This practice results in substantial cost savings and production increases for the project, by avoiding the extra costs of mobilizing equipment from outside the community. LSR&T also has its own construction fleet, which is generally moved from project to project on an annual basis to supplement local equipment. In the event that adequate equipment is not available either locally or from LSR&T, and when private enterprise is available, then a project is generally put to contract with a contractor who is preferably already mobilized on site. It should be noted here that due to age and the phase-out of the LSR&T Program, most of the LSR&T equipment fleet will have been exceeded by the end of the year.

#### VI. REGION WIDE PROJECTS

All local communities in the Nome Residency area are eligible for participation in LSR&T's region-wide projects.

Winter Trail Staking and Shelter Cabins are two projects in which most rural communities participate annually. Although a limited amount of funds are available, these are distributed among local communities to help defray the costs of marking trails each winter, and the costs of putting up shelter cabins on the most heavily used trails for the use of the traveling public. A limited number of permanent trail markers are installed each year during Trail Staking. Permanent trail markers could be installed on the 1,400 miles of primary arland

trails in the Nome Residency area within two years, if current funding levels were doubled.

#### VII. PROFESSIONAL SUPPORT

Technical support services are provided to each project in proportion to the demands of the project and the needs of the community.

Engineering, supervisory, mechanical expertise, and expediting services are available for each LSR&T administered project. Where sufficient local initiative, labor, and expertise is available, periodic visits of the LSR&T Engineer is all that is required, resulting in lower administrative charges to the project. For small scale heavy construction projects, LSR&T provides a highly qualified roving heavy-duty mechanic, who periodically visits each project as needed to assist the local foreman in handling complex emergency mechanical repairs. For larger scale projects, the LSR&T Engineer or designated representative may direct the project and provide experienced foreman and qualified heavy-duty mechanic for the duration of the work. The key to this approach is flexibility: the fewer the resources of a local community, and/or the more complex the nature of the project, the greater the level of direct assistance provided, and vice-versa.

#### VIII. ADMINISTRATIVE SUPPORT

That rural communities need some administrative support to keep their projects from bogging down.

This applies to a majority of local development projects involving local administration, whether funded through LSR&T, special legislative appropriations expended through LSR&T, or direct legislative grants to the villages. This need can be met by consulting engineering firms and contractors where funds are sufficient. However, for smaller projects a little common sense advice and direction is frequently all that is required, rather than a costly and lengthy study which doesn't help the local governing body with the day to day problems associated with doing its own construction projects. Although not mandated to do so, LSR&T has been providing technical information, quantity and cost estimates, and alternative recommendations to villages seeking guidance for the application of their direct grants for new construction equipment, new equipment storage buildings, and local transportation-related construction projects. The Nome office has handled seventeen such calls from different villages in the last five months.

#### IX. SUMMARY

Given the limits of available funding for rural areas, the LSR&T Program has made some substantial contributions in helping local communities to meet their own transportation needs. By and large, remote communities have not requested advanced development projects. Basic projects have been the rule, providing boardwalks, access roads, or streets for the community, frequently for the first time. Additionally, the Program has received strong support from the Bering Straits and NANA Regional Native Corporations, in the form of streamlined permit procedures, free use materials, and expedited right-of-way reconveyance agreements. Finally, the LSR&T Program has retained the flexibility to fund those projects requested by villages which have not been addressed through the legislative process under line-item appropriations or specific grants. Hopefully this information will assist in the evaluation of the LSR&T Program as it has functioned in the Nome Residency, and contribute to the formation of a policy or program through which rural communities may continue to receive State support in alleviating their transportation problems.

The LSR&T Program, initiated in 1971, has been used to fund a variety of projects in almost every community in the Panhandle. Cost has ranged from a drainage project in Haines, costing \$1,300, to major street construction in Ketchikan, costing \$245,000.

Types of projects constructed include footbridges in Kasaan; housing access roads in Yakutat, Hydaburg and Klawock; trails in Metlakatla, Hoonah, Tenakee, Kasaan and Elfin Cove; road construction and reconstruction in just about every town; sidewalks, parking areas, boardwalks, drainage projects, paving, signing, stairways, and a boat launching ramp.

The LSR&T program has been flexible enough to answer the needs of the people in regard to getting them out of the mud, which was the original concept of LSR&T. Costs were kept down and the dollar stretched to the extent possible by using local labor, material and equipment whenever possible. Money was brought into the economy of the towns, jobs were created where none existed, and the people involved developed a sense of pride in their accomplishments.

Some of the projects constructed which have meant a great deal to the communities and the traveling public are listed below:

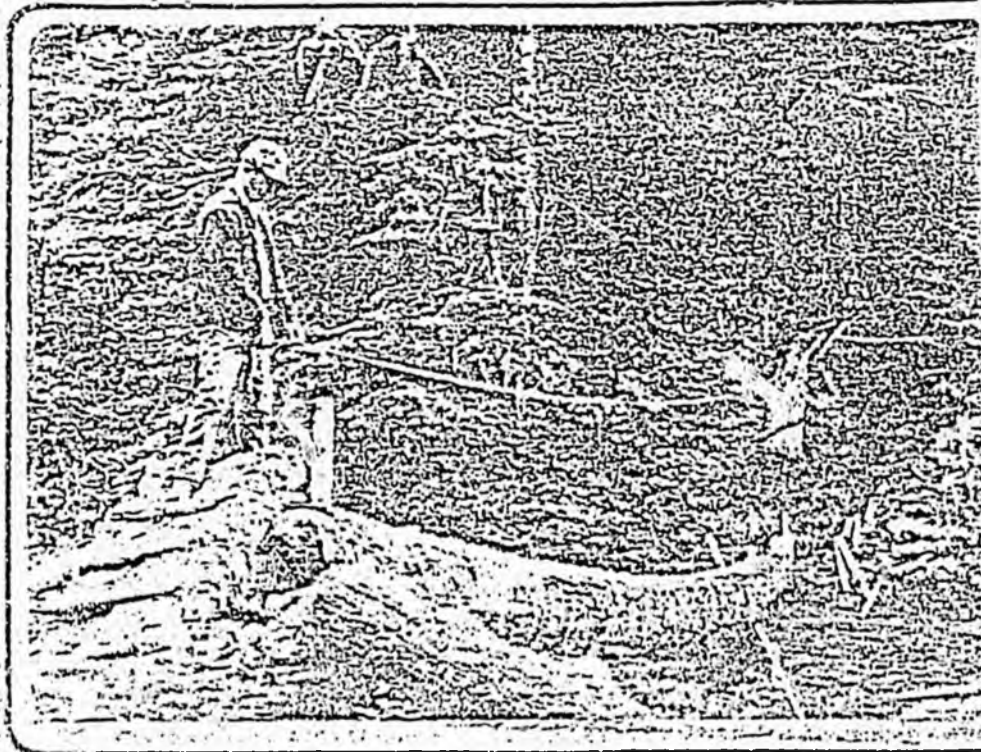
1. Kasaan Bridges and Boardwalk. Reconstructed to provide access from the harbor to town. Existing structures were completely rotten and the community had no funds.

2. Pelican Landfill Access. A road constructed by the city to meet EPA requirements.
3. Kake Totem Park. A road and parking area to the site of the world's tallest totem pole.
4. Hydaburg Townsite Road. A new road to provide access to a new municipal building and housing for senior citizens.
5. Elfin Cove Boardwalk and Trail. Replacement and reconstruction of the boardwalk and trail around the cove, including material for future maintenance.
6. Port Alexander. A boardwalk to replace a washed out trail connecting the inner and outer harbors.
7. Craig Cold Storage Road. A 30' roadway to provide access to a new city shop and site of proposed highway maintenance shop.
8. Haines Trail. A year-round trail for hiking, skiing, horseback riding, snowshoeing, etc.
9. Wrangell - Outer Drive. Construction of roadway embankment, drainage and sidewalks which access new municipal building to downtown.

10. Petersburg. Replaced Birch Street Trestle along Hammar Slough, and constructed several new access roads.
  
11. Juneau. Sidewalks, drainage, paving of local streets, including Evergreen Bowl Access, Trinity Drive, Memorial Drive and Riverside Drive.

These are only a few of the projects constructed under the program in the past ten years. As can be expected, each project is unique and in the villages sometimes innovation is the key to success.

Attached are excerpts from the April 1976 issue of The New Alaskan which had several interesting LSR&T projects featured.

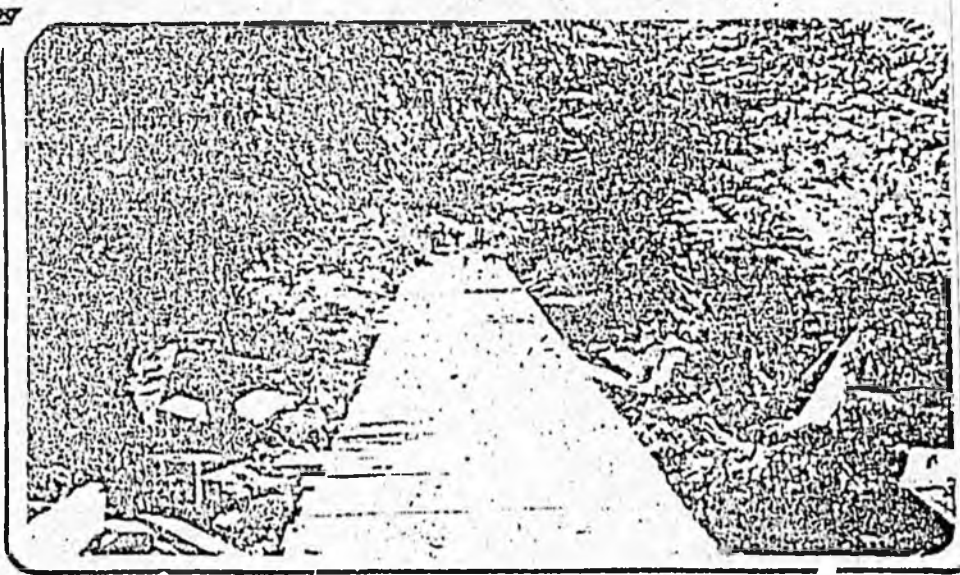


#### TENAKEE-INDIAN RIVER BRIDGE

The log spanning the Indian River, about one mile east of Tenakee collapsed in the spring of 1975. This crossing provided access to hunting and fishing areas for residents and outdoorsmen from southeast, and also access for home owners at Sunny Cove, Columbia, Superior, Harley Creek and Coffee Cove. Old bridge was placed by Loyal H. Clark in the spring of 1957. The tree came from the east side of Kadashan Bay, about 1/2 mile back from the beach in an area Bill Tonsgard logged. He used a TD-14 International Tractor to yard the log out and towed it across the inlet. The job was done by Mr. Clark alone, and took about 10 days. He rafted the tractor across the inlet and back, which he says was very time consuming.

The Department agreed to assist Tenakee in replacing this bridge, and arrangements were made to begin work directly after the Thanksgiving weekend last fall. Supplies were delivered to the site by Channel Flying of Juneau on November 28, 1975. The following day the temperature dropped sharply and it began to snow. It was decided to delay the project until the weather improved. Plans were made recently to begin work March 1, but once again the weather didn't cooperate.

The replacement bridge will be placed several hundred feet downstream and will consist of 2 logs placed side by side, cabled together and planked to provide a walking surface. The east Tenakee trail will also be improved at the same time. The forman for construction of the bridge will be Thomas Jack, of Hoonah, who resided in Tenakee previously. Don McGee will be forman for the remaining work. All work will be done using local labor. Mayor of Tenakee, Bob Pegues, initiated the project.



*Kasaan, Boardwalk*

*The purpose of this project was to connect the Village of Kasaan to the boat harbor and airplane float, a distance of approximately 1,000 feet. The existing boardwalk was completely rotten, and injuries had been caused due to people falling through the walk.*

*It was agreed that the lumber would be purchased from Mr. B.G. Morrison who has a small sawmill on the beach at Kasaan, and that the labor would be performed by local residents.*

*Work was started August 5th and proceeded by fits and starts until November, when a lack of material halted the project. A lack of lumber halted the project several times, as the mill had a habit of eating up its engines and Mr. Morrison was kept busy looking for replacements. The project lacks about 300 feet of being completed. The remaining material is being acquired from Ketchikan, and the project should be completed soon.*

*A unique aspect of this project is that the village had no monies available, and the project could not be set up on a reimbursement basis. A bank account was established for the project by the Department so weekly payroll could be handled, and materials purchased. The checks require the signature of a village representative and the Local Service Roads and Trails Engineer. This arrangement has been used several times with satisfactory results.*

### Hoonah — Spasski Trail

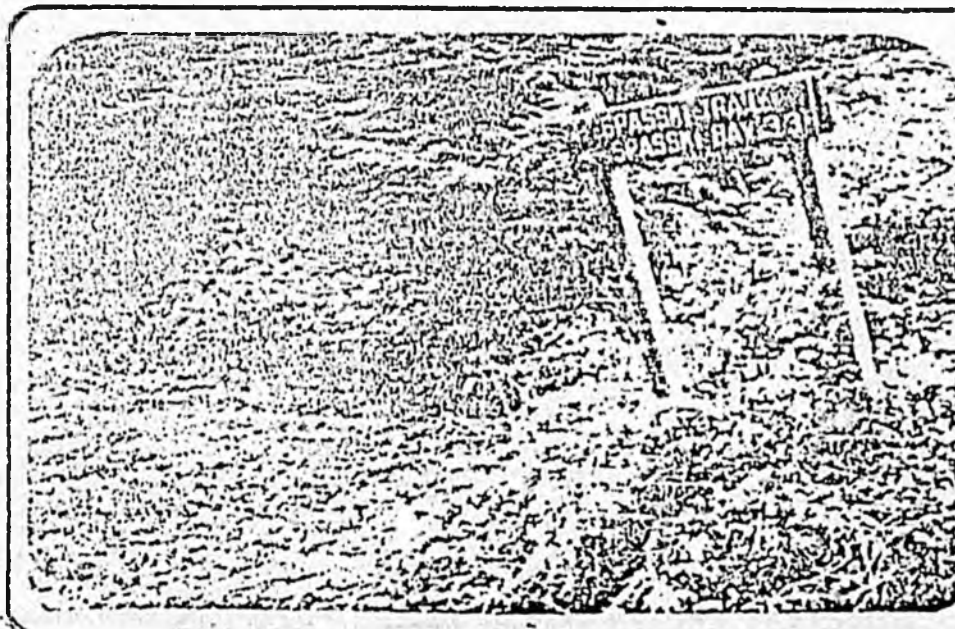
The Spasski Trail was originally upgraded by the Forest Service in 1938 and 1939, and probably maintained by the Forest Service at some time in the 1960's. The trail connects Hoonah to Spasski Bay, a distance of approximately 3½ miles. The trail was heavily overgrown, and several gullies and muskeg areas required crossings. The trail was usable, but just barely.

It was agreed to upgrade the trail to make it usable for recreation purposes such as hiking, hunting, snowshoeing, etc. Work was begun on September 8, 1975, with Thomas Jack as foreman. The size of the crew was usually about eight men, all labor was local.

One of the cost items in the project was rifle shells, as the brown bear in the area also liked to use the trail. Dogs were usually kept with the crews to help keep the bears away.

The trail was completed to Spasski Bay the first week in October.

Also, as part of the project, it was agreed to construct a stairway down "Jackass Pass" which is a portion of undeveloped roadwork between Hill Street and Hemlock Avenue. This is a very steep area which was utilized by a number of people, including older residents as a shortcut to town. According to Mayor Miles Murphy, it wasn't really any shorter, but people seemed to use it anyway. The same crew did the work on this project and it was completed in early November.



**HOONAH BULKHEAD**  
Project G-30182

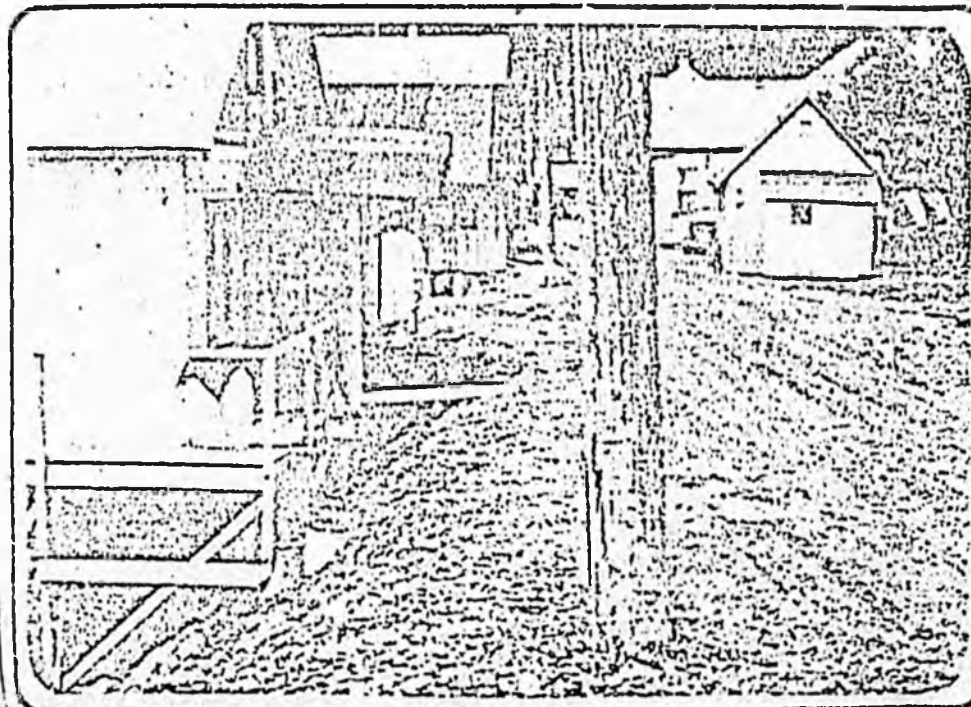
The purpose of this project was twofold. First to reinforce the log bulkhead along Front Street in Hoonah, and secondly to afford a measure of shore protection in areas where there was no bulkhead.

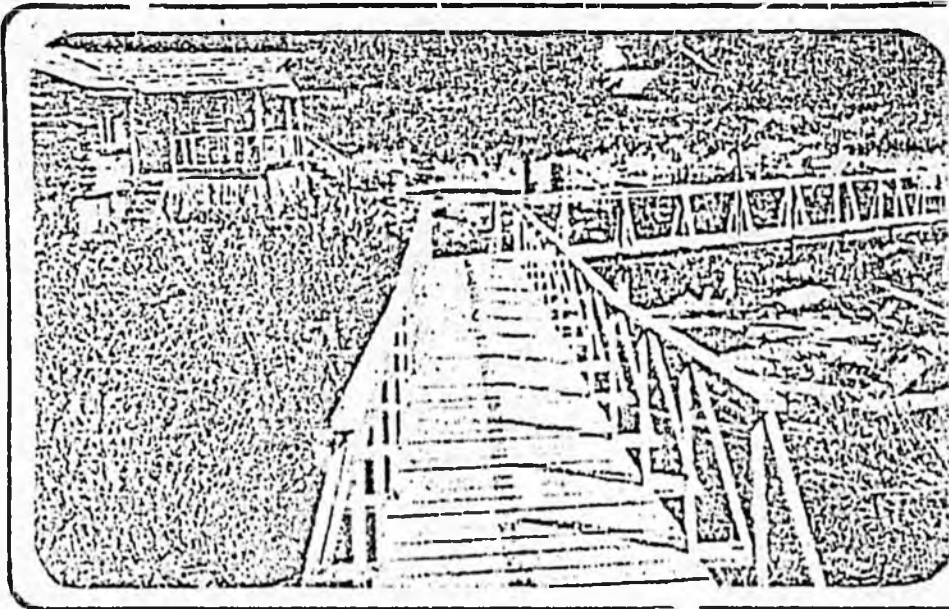
The project was initially designed and advertised by the Department of Highways, but the bids received were considerably over the engineers estimate, and were rejected. It was subsequently agreed between the Department and the City of Hoonah that the City would provide the labor and equipment on a reimbursable basis, and highways would supervise the work.

The work force consisted of Millard Cartee, Charles Bennett and Frank Wright, St. The LSR&T Superintendent was Roger Polley.

Work started in November, 1972, and consisted of building demolition and carpentry work until winter shutdown. Work commenced on the project in April, under supervision of Kelly St. Clair, of Hoonah. He was appointed by Mayor Frank See and approved and hired by the Department.

Rock was obtained from the Bureau of Indian Affairs quarry and the project was completed on May 22, 1973.





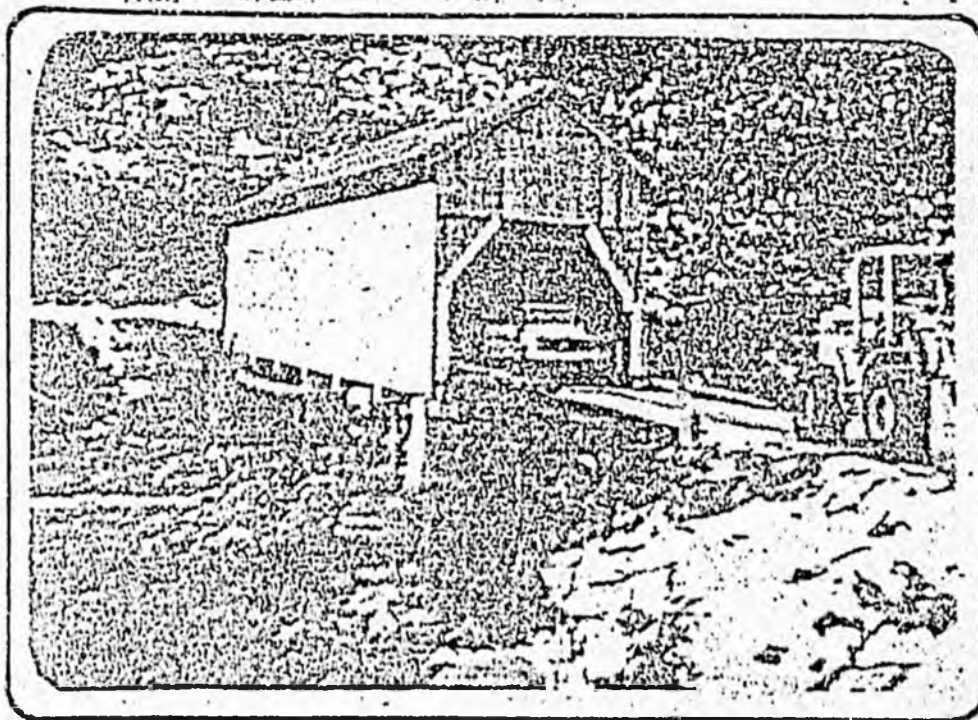
#### KASAAN VILLIAGE-BRIDGE RECONSTRUCTION

The objective of this project was to reconstruct the Tinkum Creek Bridge, and to redeck the Linkum Creek Bridge. The Tinkum Creek Bridge was constructed under L.S.R. & T. Project C-30019, and was completed on the 29th of September at a cost of \$2,237.23.

The above referenced bridge was destroyed on January 19, 1970, when attacked by drifting logs carried by storm sea wave's generated by 70 mile per hour winds during an 18.5 foot high tide.

A field inspection indicated that the bridge would require relocation above the tidal area, to prevent a reoccurring damage. This was apparent by the presents of log strewn beaches adjacent to the bridge site. Most of the existing bridge lumber could be salvaged and reused in the new structure. The new bridge was relocated 45 feet up stream and paralleling the preceding site.

The grant of right of way easement and petition was signed on the 23rd of February. Construction began on March 25, with the arrival of Dale Henkins, project supervisor, in Kasaan. Alton McAllister, David Peele and D. Wallace were hired and work began on the project. The lumber was picked up and delivered to Ketchikan Transportation Company, by Ketchikan maintenance forces. The lumber was inadvertently loaded and shipped to Klawock by the Ketchikan Transportation Company. Klawock Maintenance Foreman, Louis Seltzer transported the lumber to Hollis, placing the lumber on the beach. Dale Henkins chartered the seine boat, Glenda Joe, to pick up the lumber in Hollis and delivered it to the Kasaan project. The project was completed on the 4th of April at a cost of \$4,820.00.



HYDER — TEXAS CREEK BRIDGE.

The Texas Creek Bridge, located 7½ miles north of Hyder, is said to be the last remaining covered bridge in Alaska, and is sought by tourists utilizing the Stewart, B.C. road connection.

The bridge was constructed by the Territorial Road Commission in 1928, and provides the only access to the west bank of the creek.

The winters of 1970 and 1971 badly damaged the main support members of the bridge, and without repairs it was doubtful the bridge could hold up under heavy wind and snow loads of another winter.

At a public meeting held in Hyder in September of 1972, it was agreed to make repairs to the bridge utilizing LSR&T funds. The various companies in Hyder having suitable equipment to perform the work were contacted and requested to furnish rental prices on equipment. Mr. Glen Wilkes of G.W. Logging submitted acceptable prices and was awarded the work.

Temporary repairs took eight days to accomplish. The repairs consisted of placing a 60 foot stringer under the damaged chord and installing three bents. These were reinforced with large boulders and river run from the creek, which also cleared the channel area to allow freer flow. Four sets of cross braces were installed inside the bridge, completing the job.

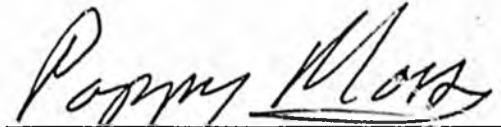
According to a report from Lawrence Marx, Highway Maintenance Foreman in Hyder, this strengthened the bridge to a point where traffic could utilize the bridge once again.

SENATE TRANSPORTATION COMMITTEE  
LETTER OF INTENT  
FOR  
COMMITTEE SUBSTITUTE FOR HOUSE BILL 169 (FINANCE)

It is the intent of the Senate Transportation Committee that the Local Service Roads and Trails (LSR&T), program not be discontinued as recommended by the previous Commissioner of the Department of Transportation and Public Facilities, (DOT&PF).

The LSR&T program is vital to local governments and provides very important benefits to communities in the rural and urban areas of Alaska.

The Senate Transportation Committee intends that the Department of Transportation and Public Facilities support continued operation of this vital program and request continued funding for its operations in subsequent fiscal years.



---

H. Pappy Moxs, Chairman  
Senate Transportation Committee

COMMITTEE REPORT  
SENATE

FURTHER: FINANCE

4/25/84

Date May 10, 1984

Mr. President

The Committee on TRANSPORTATION considered CSHB 169(Fin)

appropriation to the Department of Transportation and Public Facilities for allocations for local service roads and trails; efd.

and (a majority of the committee) (the committee) reports it back with the following recommendations:

- do pass
- do pass with attached amendment(s)
- replace with/or adopt CS for \_\_\_\_\_
- new title
- same title and recommends \_\_\_\_\_
- and attached a "LETTER OF INTENT"  NEW FISCAL NOTE
- reports it back without recommendation
- recommends referral to \_\_\_\_\_ Committee

MEMBERS SIGNING  
DO PASS

MEMBERS HAVING  
OTHER RECOMMENDATIONS

\_\_\_\_\_

*Alan Schwann*

\_\_\_\_\_

\_\_\_\_\_

*Habert Long*

\_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_

*Loopy Man*

\_\_\_\_\_

Chairman

*De Pau*

\_\_\_\_\_

Chairman recommendation