

HB

111

File 1

# Alaska State Legislature

SENATOR  
JOHN B. "JACK" COGHILL  
Chairman

Senator Jan Falks—Vice Chairman  
Senator Mitch Abood  
Senator Paul Fischer  
Senator Joe Josephson



POUCH V  
JUNEAU, ALASKA 99811  
(907) 465-4921

## Senate Committee on Transportation

May 3, 1985

### MEMORANDUM

To: Committee members  
From: Committee staff *jm*  
Re: Background and analysis for CSHB 111 (Trans)am

On Monday, May 6, the committee will take up CSHB 111 (Trans)am, relating to local service roads and trails. This bill was introduced by the Governor as a housekeeping measure, and has been changed somewhat since its introduction.

Sections 1, 2, and part of 3 add language to allow for the use by the LSR&T program of a census other than the federal census. This change was made on the House floor with the general concern that with Alaska's dynamic, transient population, the federal census is too quickly outdated. The change would permit the use of a "state" census (provided such a census is ever instituted) or "other census approved by the department of community and regional affairs".

Sections 3, 4 and 6 delete the current inclusion of first class cities within the direct allocation portion of the program. Presently, and since 1982, each first class city is treated the same as a home rule city, a municipality or a borough, in that funds are allocated to it each year strictly by the formula. The net result has been that most of the allocations to first class cities are not enough to fund a project, even if the city saves up its allocations over five years, which they are allowed to do. By deleting first class cities, the boroughs (or DOT/PF for the unorganized borough) would decide which LSR&T requests would be funded in first class cities, based upon certain criteria (a listing of the criteria is included in the file).

Section 5 requires the commissioner's approval on design standards, right-of-way and widths for LSR&T projects involving federal-aid secondary routes.

Section 7 revises the definition of "local service road" to mean a road used by fewer than 750 vehicles a day, and is not on the primary, urban or interstate highway system.

Transportation committee members  
May 3, 1985  
Page 2

Section 8 provides an immediate effective date.

Materials included in the members files are:

- CSHB 111 (Trans)am
- CSHB 111 (Trans)
- Original version of HB 111
- Zero fiscal note and DOT/PF analysis
- Governor's transmittal letter
- Comparison of distribution formulas
- Short summary of LSR&T program
- Summary of LSR&T projects
- Criteria to be used to determine priority of submitted projects
- House floor amendment (from House journal)
- Appropriate statutes

Although FY86 funding for the LSR&T program was cut during the recent budget adjustments, a special appropriation of \$7 million is contained in HB 291, which has not yet emerged from House Finance.

Offered: 3/15/85  
Referred: Resources

Original sponsor: Rules/Governor

1 IN THE HOUSE BY THE TRANSPORTATION COMMITTEE  
2 CS FOR HOUSE BILL NO. 111 (Transportation) am  
3 IN THE LEGISLATURE OF THE STATE OF ALASKA  
4 FOURTEENTH LEGISLATURE - FIRST SESSION  
5 A BILL

6 For an Act entitled: "An Act relating to local service roads and trails;  
7 and providing for an effective date."

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

9 \* Section 1. AS 19.30.131(a) is amended to read:

10 (a) During each fiscal year the commissioner shall allocate sums  
11 appropriated or otherwise designated for expenditure upon local  
12 service roads for that fiscal year among the five allocation districts  
13 in the following manner: one-half in the ratio which the area of each  
14 allocation district bears to the total area of the state and one-half  
15 in the ratio which the population of each allocation district bears to  
16 the total population of the state as shown by the latest available  
17 federal or state census or other census approved by the Department of  
18 Community and Regional Affairs.

19 \* Sec. 2. AS 19.30.131(b) is amended to read:

20 (b) The commissioner shall also further allocate the sums in  
21 each allocation district to the boroughs within each allocation dis-  
22 trict in the following manner: one-half in the ratio which the area  
23 of each organized borough (excluding salt water areas) within that  
24 district bears to the total area of the allocation district and  
25 one-half in the ratio which the population of each organized borough  
26 area within that district bears to the total population of the  
27 allocation district as shown by the latest available federal or state  
28 census or other census approved by the Department of Community and  
29 Regional Affairs.

1           Sec. 19.30.161.   DESIGN STANDARDS, RIGHTS-OF-WAY AND WIDTHS.  
2   Design standards, rights-of-way and widths for each local service road  
3   and trail project must [SHALL] have the prior approval of the commis-  
4   sioner, unless the project is under the supervision of a local govern-  
5   ment that has assumed local road powers. If the project is under the  
6   supervision of a local government that has assumed road powers, and  
7   the project is not located on a federal-aid secondary route, design  
8   standards, rights-of-way and widths shall be established by the local  
9   government. If a project under the supervision of a local government  
10   that has assumed road powers is located on a federal-aid secondary  
11   route, design standards, rights-of-way, and widths must have the prior  
12   approval of the commissioner.

13   \* Sec. 6. AS 19.30.241(3) is amended to read:

14           (3) "local government" means an organized borough of any  
15   class, a unified municipality organized under AS 29.68.240 - 29.68.-  
16   440, [A HOME RULE CITY,] or a city of any [THE FIRST] class;

17   \* Sec. 7. AS 19.30.241(4) is amended to read:

18           (4) "local service road" means a public road that is used  
19   by an average of fewer than 750 vehicles each day and that [WHICH] is  
20   not designated as a route on the approved primary, urban, or inter-  
21   state federal-aid highway system;

22   \* Sec. 8. This Act takes effect immediately in accordance with AS 01.-  
23   10.070(c).

Offered: 3/15/85  
Referred: Resources

Original sponsor: Rules/Governor

1 IN THE HOUSE BY THE TRANSPORTATION COMMITTEE  
2 CS FOR HOUSE BILL NO. 111 (Transportation)  
3 IN THE LEGISLATURE OF THE STATE OF ALASKA  
4 FOURTEENTH LEGISLATURE - FIRST SESSION  
5 A BILL

6 For an Act entitled: "An Act relating to local service roads and trails;  
7 and providing for an effective date."

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

9 \* Section 1. AS 19.30.131(c) is amended to read:

10 (c) The commissioner shall also further allocate portions of the  
11 sum allocated to any borough, either organized or unorganized, and to  
12 any home rule [OR FIRST CLASS] city within the borough in the follow-  
13 ing manner:

14 (1) one-half in the ratio which the area of each home rule  
15 [OR FIRST CLASS] city bears to the total area of the borough excluding  
16 salt water areas; and

17 (2) one-half in the ratio which the population of each home  
18 rule [OR FIRST CLASS] city bears to the total population of the bor-  
19 ough as shown by the latest available federal census.

20 \* Sec. 2. AS 19.30.141 is amended to read:

21 Sec. 19.30.141. ACQUISITION AND CONSTRUCTION PROGRAMS. Before  
22 October 1 of each fiscal year each local government eligible for  
23 allocation of funds under AS 19.30.131 shall submit to the commis-  
24 sioner for approval a five-year plan for the acquisition and construc-  
25 tion of local service roads and trails. Before December 1 of each  
26 fiscal year the commissioner shall submit to the governor a five-year  
27 plan for the acquisition and construction of local service roads and  
28 trails, including the approved local government programs. An or-  
29 ganized borough shall include in its five-year plan local service road

1 acquisition and construction programs for all cities other than home  
2 rule [AND FIRST CLASS] cities within the boundaries of the borough.  
3 The commissioner shall include in the [HIS] five-year plan local  
4 service road and trail acquisition and construction within the unor-  
5 ganized borough.

6 \* Sec. 3. AS 19.30.161 is amended to read:

7 Sec. 19.30.161. DESIGN STANDARDS, RIGHTS-OF-WAY AND WIDTHS.  
8 Design standards, rights-of-way and widths for each local service road  
9 and trail project must [SHALL] have the prior approval of the commis-  
10 sioner, unless the project is under the supervision of a local govern-  
11 ment that has assumed local road powers. If the project is under the  
12 supervision of a local government that has assumed road powers, and  
13 the project is not located on a federal-aid secondary route, design  
14 standards, rights-of-way and widths shall be established by the local  
15 government. If a project under the supervision of a local government  
16 that has assumed road powers is located on a federal-aid secondary  
17 route, design standards, rights-of-way, and widths must have the prior  
18 approval of the commissioner.

19 \* Sec. 4. AS 19.30.241(3) is amended to read:

20 (3) "local government" means an organized borough of any  
21 class, a unified municipality organized under AS 29.68.240 - 29.68.-  
22 440, [A HOME RULE CITY,] or a city of any [THE FIRST] class;

23 \* Sec. 5. AS 19.30.241(4) is amended to read:

24 (4) "local service road" means a public road that is used  
25 by an average of fewer than 750 vehicles each day and that [WHICH] is  
26 not designated as a route on the approved primary, urban, or inter-  
27 state federal-aid highway system;

28 \* Sec. 6. This Act takes effect immediately in accordance with AS 01.-  
29 10.070(c).

Introduced: 1/25/85  
Referred: Transportation and  
Resources

BY THE RULES COMMITTEE BY  
REQUEST OF THE GOVERNOR

1 IN THE HOUSE

HOUSE BILL NO. 111

3 IN THE LEGISLATURE OF THE STATE OF ALASKA

4 FOURTEENTH LEGISLATURE - FIRST SESSION

5 A BILL

6 For an Act entitled: "An Act relating to local service roads and trails;  
7 and providing for an effective date."

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

9 \* Section 1. AS 19.30.127 is repealed and reenacted to read:

10 Sec. 19.30.127. ALLOCATION DISTRICTS. (a) The state is divided  
11 into allocation districts that are identical to the department's  
12 operating regions.

13 (b) Where a department region boundary divides a local govern-  
14 ment unit, the allocation district boundary must be adjusted by the  
15 department to include the local government unit within the department  
16 region that contains the largest portion of the area of the local  
17 government unit.

18 \* Sec. 2. AS 19.30.131(a) is amended to read:

19 (a) During each fiscal year the commissioner shall allocate sums  
20 appropriated or otherwise designated for expenditure on [UPON] local  
21 service roads for that fiscal year among the [FIVE] allocation dis-  
22 tricts in the following manner: one-half in the ratio which the area  
23 of each allocation district bears to the total area of the state and  
24 one-half in the ratio which the population of each allocation district  
25 bears to the total population of the state as shown by the latest  
26 available federal census.

27 \* Sec. 3. AS 19.30.131(c) is amended to read:

28 (c) The commissioner shall also further allocate portions of the  
29 sum allocated to any borough, either organized or unorganized, and to

1 any home rule [OR FIRST CLASS] city within the borough in the follow-  
2 ing manner:

3 (1) one-half in the ratio which the area of each home rule  
4 [OR FIRST CLASS] city bears to the total area of the borough excluding  
5 salt water areas; and

6 (2) one-half in the ratio which the population of each home  
7 rule [OR FIRST CLASS] city bears to the total population of the bor-  
8 ough as shown by the latest available federal census.

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13 sioner for approval a five-year plan for the acquisition and construc-  
14 tion of local service roads and trails. Before December 1 of each  
15 fiscal year the commissioner shall submit to the governor a five-year  
16 plan for the acquisition and construction of local service roads and  
17 trails, including the approved local government programs. An or-  
18 ganized borough shall include in its five-year plan local service road  
19 acquisition and construction programs for all cities other than home  
20 rule [AND FIRST CLASS] cities within the boundaries of the borough.  
21 The commissioner shall include in the [HIS] five-year plan local  
22 service road and trail acquisition and construction within the unor-  
23 ganized borough.

24 \* Sec. 5. AS 19.30.161 is amended to read:

25 Sec. 19.30.161. DESIGN STANDARDS, RIGHTS-OF-WAY AND WIDTHS.  
26 Design standards, rights-of-way and widths for each local service road  
27 and trail project must [SHALL] have the prior approval of the commis-  
28 sioner, unless the project is under the supervision of a local govern-  
29 ment that has assumed local road powers. If the project is under the

1 supervision of a local government that has assumed road powers, and  
2 the project is not located on a federal-aid secondary route, design  
3 standards, rights-of-way and widths must [SHALL] be established by the  
4 local government. If a project under the supervision of a local  
5 government that has assumed road powers is located on a federal-aid  
6 secondary route, design standards, rights-of-way, and widths must have  
7 the prior approval of the commissioner.

8 \* Sec. 6. AS 19.30.241(3) is amended to read:

9 (3) "local government" means an organized borough of any  
10 class, a unified municipality organized under AS 29.68.240 -- 29.68.-  
11 440, [A HOME RULE CITY,] or a city of any [THE FIRST] class;

12 \* Sec. 7. AS 19.30.241(4) is amended to read:

13 (4) "local service road" means a public road that is used  
14 by an average of fewer than 750 vehicles each day and that [WHICH] is  
15 not designated as a route on the approved primary, urban, or inter-  
16 state federal-aid highway system;

17 \* Sec. 8. This Act takes effect July 1, 1985.

STATE OF ALASKA 1985 LEGISLATIVE SESSION  
FISCAL NOTE

Page 1 of 3

Revision Date: \_\_\_\_\_

REQUEST

Bill/Resolution No.: HB 111  
 Title: An act relating to local service roads and trails  
 Sponsor: \_\_\_\_\_  
 Requestor: \_\_\_\_\_  
 Date of Request: \_\_\_\_\_

FISCAL DETAIL

Agency Affected: DOT&PF  
 Program Category Affected: Design and Construction  
 BRU, Program or Subprogram(s) Affected: Capitol Program

EXPENDITURES/REVENUES: (Thousands of Dollars)

|                        | FY 85 | FY 86 | FY 87 | FY 88 | FY 89 | FY 90 |
|------------------------|-------|-------|-------|-------|-------|-------|
| <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> | - 0 - | - 0 - | - 0 - | - 0 - | - 0 - | - 0 - |
| <b>CAPITAL</b>         | - 0 - | - 0 - | - 0 - | - 0 - | - 0 - | - 0 - |
| <b>REVENUE</b>         |       |       |       |       |       |       |

FUNDING: (Thousands of Dollars)

|               |  |  |  |  |  |  |
|---------------|--|--|--|--|--|--|
| GENERAL FUND  |  |  |  |  |  |  |
| FEDERAL FUNDS |  |  |  |  |  |  |
| OTHER         |  |  |  |  |  |  |
| <b>TOTAL</b>  |  |  |  |  |  |  |

POSITIONS:

|           |  |  |  |  |  |  |
|-----------|--|--|--|--|--|--|
| FULL-TIME |  |  |  |  |  |  |
| PART-TIME |  |  |  |  |  |  |
| TEMPORARY |  |  |  |  |  |  |

ANALYSIS: Attach a separate page if necessary

Attached

Prepared By: Charles D. Karella Phone: 465-4070  
 Division: \_\_\_\_\_ Date: 10/19/84  
 Approved by Commissioner: *David...* Date: 11/15/84  
 Agency: Transportation & Public Facilities

Distribution (by Agency preparing fiscal note):  
 Legislative Finance  
 Legislative Sponsor  
 Requestor  
 Office of Management and Budget  
 Impacted Agency(ies)

7/1/84

**ZERO FISCAL NOTE & ANALYSIS**

The proposed bill is strictly a housekeeping measure and has no fiscal impact on either the operating or capital budget. No additional positions are required.

The proposed bill revises A.S. 19.30 in five areas:

- 1) AS 19.30.127 and AS 19.30.131(a) are reworded to make allocation district boundaries coincide with DOT&PF regional boundaries. This simplifies the allocation process of LSR&T monies.
- 2) AS 19.30.131(c) and AS 19.30.141 removes first class cities from district allocation. This change returns the first class cities to their former status which allows them to receive adequate funds to construct a project.
- 3) AS 19.30.161 is reworded to require LSR&T projects constructed on a federal-aid secondary route to be approved by the Commissioner of DOT&PF. This language change is needed to assure that federal requirements for roadway width, design standards and right-of-way are met.
- 4) AS 19.30.241(3) is necessary to enable any political subdivision of the State to construct and maintain a project under the provisions of this act.
- 5) AS 19.30.241(4) is reworded to limit LSR&T construction to low volume roads. The break between high volume roads and low volume roads is 750 vehicles per day. Correction of an oversight of past legislation in defining specific routes of the Federal-aid highway system is necessary.

An Act relating to local service roads, trails and providing for an effective date.

These amendments to the Act are necessary in order to revise the out-of-date allocation areas, assure sufficient funding of projects under the priority system, clarify design standards for secondary federal routes, revise the local government definition to conform with other Alaska Statutes, limit LSR&T construction to low volume roads and correct an oversight of defining specific routes of the federal highway system.

BILL SHEFFIELD  
GOVERNOR



STATE OF ALASKA  
OFFICE OF THE GOVERNOR  
JUNEAU

January 23, 1985

The Honorable Ben Grussendorf  
Speaker of the House  
Alaska State Legislature  
Pouch V  
Juneau, AK 99811

Dear Representative Grussendorf:

Under the authority of art. III, sec. 18, of the Alaska Constitution, I am transmitting a bill relating to the local service roads and trails program. The bill makes minor amendments to existing statutes.

Section 1 repeals and reenacts AS 19.30.127. The current language establishes five allocation districts. The proposed language creates allocation districts by simply saying that they are identical to the Department of Transportation and Public Facilities' operating regions. When the local service roads and trails program was enacted in 1971 there were five highway districts within the Department of Highways. The allocation districts established in the statute coincided with those highway districts. Those allocation districts bear little relationship to the manner in which the state's highway program is administered today. There are currently three regional offices with headquarters in Anchorage, Fairbanks, and Juneau, respectively. This amendment will allow the program to be administered in a way that is consistent with the Department of Transportation and Public Facilities' current administrative structure. The amendment will enable the allocation districts to match any future changes in geographic organization of the department.

Additionally, sec. 1 of the bill provides a mechanism to address the problem of local governments which lie within two allocation districts. Subsection (b) of AS 19.30.127 will provide that the boundary between the allocation districts is to be adjusted to include the local government within the allocation district in which the largest portion of the local government's land is located.

Section 2 amends AS 19.30.131(a) by deleting the reference

GOVERNOR'S TRANSMITTAL LETTER

to five allocation districts. This amendment is necessary because of the new method of establishing the allocation districts found in sec. 1 of the bill.

Section 3 amends AS 19.30.131(c) by deleting first-class cities from direct allocations.

The need for this change is to provide first-class cities with adequate funds to construct local service roads. Presently, the law treats allocation of funds to first-class cities the same as home rule cities. Present allocations for most first-class cities are not adequate to construct a local service road project. This change in the law allows funding of projects for first-class cities through their respective borough or unorganized borough on a priority basis.

Section 4 amends AS 19.30.141 by deleting first-class cities from direct allocations as explained above.

Section 5 amends AS 19.30.161 by adding language requiring the prior approval of design standards, rights-of-way, and widths for projects which are constructed on a federal-aid secondary route, even though the project will be constructed by a local government that has assumed road powers. As a general proposition under the local service roads and trails program, if a local government has assumed road powers it is responsible for the maintenance of the facility after construction. Consequently, the state has little concern over the standards. In 1981, the nature of the program changed when AS 19.30.111 was amended to allow the use of program money on the federal-aid secondary highway system. These facilities can be quite complicated and the state is required to comply with various standards to continue to receive federal aid for the route. It is therefore appropriate that the commissioner of DOT/PF have a right of prior approval of design standards, rights-of-way, and width.

Section 6 amends AS 19.30.241(3) by adding language which includes second-class cities to conform with the definition of municipality in AS 29.78.010(8). This change is necessary to enable any political subdivision of the state to construct and maintain a project under the provisions of this bill.

Section 7 amends the definition of local service road to make it more precise.

Sincerely,

A handwritten signature in cursive script, appearing to read "Bill Sheffield". The signature is written in dark ink and is positioned above the typed name.

Bill Sheffield  
Governor



# City of Nenana

State of Alaska

January 14, 1986

JAN 17 1986

Senator John B. Coghill  
Alaska State Legislature  
Pouch V (MS 3100)  
Juneau, Alaska 99811

Dear Senator Coghill,

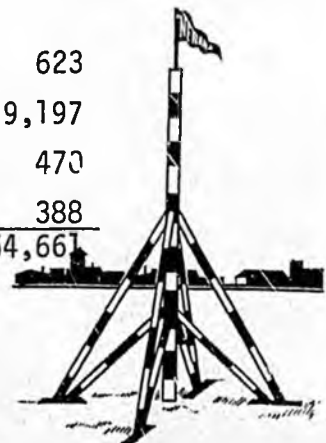
RE: LSR&T FUNDING LEVELS AND CSHB 111 \* CHANGES TO TITLE 19, CHAPTER 30

After considerable research, I have assembled some interesting facts and figures regarding Allocation District Number Two of the Local Service Roads and Trails (LSR&T) program, and the basis for the Area/Population formula.

There are five allocation districts among which LSR&T funding is shared. Allocation District Two, to which the City of Nenana belongs, gets 23.6% of the total LSR&T funding in any given particular year.

The following is a breakdown of the percentages within District Two, along with the area and population figures for each.

|                                             | <u>Percentage</u><br>(in hundreths) | <u>Area</u><br>(square miles) | <u>Population</u> |
|---------------------------------------------|-------------------------------------|-------------------------------|-------------------|
| 1. Fairbanks North Star Borough             | .437                                | 7,500                         | 53,983            |
| - within FNSB -                             |                                     |                               |                   |
| a) City of Fairbanks                        | [.212]                              | [30]                          | [22,645]          |
| b) City of North Pole                       | [.007]                              | [3]                           | [724]             |
| 2. North Slope Borough<br>(Eastern Portion) | .119                                | 41,615                        | 623               |
| 3. Unorganized Borough                      | .437                                | 133,387                       | 9,197             |
| 4. City of Nenana                           | .004                                | 9                             | 470               |
| 5. City of Tanana                           | .003                                | 1                             | 388               |
| TOTALS                                      | <u>1.000</u>                        | <u>182,512</u>                | <u>64,661</u>     |



Now, speaking to CSHB 111, the only substantive change proposed in this bill appears to be allowing a State census (or other census approved by C&RA) figure to be substituted for the Federal census figure. For Nenana this would mean a population of approximately 592 instead of 470. I imagine that other communities would also increase their population figure's allowing for the use of the State census figures. Then, referring back to the area/population table, and understanding that the percentage figure is a derivative of the pro-rated area/population products, one can deduce that the change proposed by CSHB 111 will have very little positive benefit for the City of Nenana.

What is needed is a change in the allocation formula. The cities of Nenana, and Tanana, and North Pole don't stand a chance against the boroughs when the only criteria used in dividing the funds are area and population.

We should probably eliminate first class and home rule cities from the allocation formula direct appropriation process, and allow for our projects to be funded from another source on a prioritized needs basis. This would hopefully bring us back to thinking of project funding as it relates to a project rather than an area-population formula.

It is difficult to do any kind of a road project with \$864! (The total of Nenana's allocation in 1985)

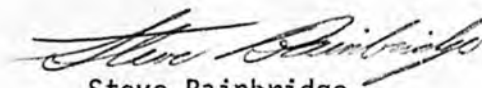
You might find the following table interesting as to Nenana's allocations in past years.

| <u>YEAR</u> | <u>Total L.S.R. &amp; T<br/>Appropriation</u>                             | <u>Nenana's<br/>Allocation</u> |
|-------------|---------------------------------------------------------------------------|--------------------------------|
| 1980        | Funded on a needs basis                                                   | \$30,000                       |
| 1981        | " " " " "                                                                 | \$60,000                       |
| 1982        | -0-                                                                       | -0-                            |
| 1983        | \$7.0 million                                                             | \$ 6,046                       |
| 1984        | \$3.5 million                                                             | \$ 3,023                       |
| 1985        | \$1.15 million                                                            | \$ 864                         |
| 1986        | In D.O.T.'s CIP budget<br>at a ZERO FUNDING LEVEL<br>(7 million to start) | ?                              |

Page 3  
January 14, 1986  
City of Nenana - LSR&T, CSHB 111

It looks as though, given the current proposed zero funding level for L.S.R. & T., that all the above discussion on a funding formula might be of little consequence this year. (I hear there is a L.S.R. & T funding request in HB291 - I will get a copy of this and provide you with some comments)

Sincerely,



Steve Bainbridge  
City of Nenana

SB/tli

DRAFT

DRAFT

Proposed Senate Transportation Committee substitute to CSHB 111 am

For an Act entitled: "An Act relating to local service roads and trails; and providing for an effective date."

\*Section 1. AS 19.30.131(a) is amended to read:

(a) During each fiscal year the commissioner shall allocate sums appropriated or otherwise designated for expenditure upon local service roads for the fiscal year among the five allocation districts in the following manner: one-half in the ratio which the area of each allocation district bears to the total area of the state and one-half in the ratio which the population of each allocation district bears to the total population of the state as shown by the latest available federal or state census or other census approved by the Department of Community and Regional Affairs.

\*Section 2. AS 19.30.131 (b) is amended to read:

*[And unincorporated Municipalities]*

(b) The commissioner shall also further allocate the sums in each allocation district to the boroughs within each allocation district in the following manner: one-half in the ratio which the area of each organized borough (excluding salt water areas) within that district bears to the total area of the allocation district and one-half in the ratio which the population of each organized borough area within that district bears to the total population of the allocation district as shown by the latest available federal or state census or other census approved by the Department of Community and Regional Affairs.

\*Section 3. AS 19.30.131(c) is amended to read:

(c) The commissioner shall also further allocate portions of the sum allocated to any organized borough, [EITHER ORGANIZED OR UNORGANIZED] and to any home rule [OR FIRST CLASS] city within the organized/borough in the following manner:

(1) one-half in the ratio which the area of each home rule [OR FIRST CLASS] city bears to the total area of the borough excluding salt water areas; and

(2) one-half in the ratio which the population of each home rule [OR FIRST CLASS] city bears to the total population of the borough as shown by the latest available federal or state census or other census approved by the Department of Community and Regional Affairs

DRAFT

DRAFT

DRAFT

\*Section 4. AS 19.30.141 is amended to read:

Sec. 19.30.141. ACQUISITION AND CONSTRUCTION PROGRAMS. Before October 1 of each fiscal year each local government eligible for allocation of funds under AS 19.30.131 shall submit to the commissioner for approval a five-year plan for the acquisition and construction of local service roads and trails. Before December 1 of each fiscal year the commissioner shall submit to the governor a five-year plan for the acquisition and construction of local service roads and trails, including the approved local government programs. An organized borough shall include in its five-year plan local service road acquisition and construction programs for all cities other than home rule [AND FIRST CLASS] cities within the boundaries of the borough. The commissioner shall include in the [HIS] five-year plan local service road and trail acquisition and construction within the unorganized borough.

\*Section 5. AS 19.30.161 is amended to read:

Sec. 19.30.161. DESIGN STANDARDS, RIGHTS-OF-WAY AND WIDTHS. Design standards, rights-of-way and widths for each local service road and trail project must [SHALL] have the prior approval of the commissioner, unless the project is under the supervision of a local government that has assumed local road powers. If the project is under the supervision of a local government that has assumed road powers, and the project is not located on a federal-aid secondary route, design standards, rights-of-way and widths shall be established by the local government. If a project under the supervision of a local government that has assumed road powers is located on a federal-aid secondary route, design standards, rights-of-way, and widths must have the prior approval of the commissioner.

\*Sec. 6. AS 19.30.241(3) is amended to read:

(3) "local government" means an organized borough of any class, a unified municipality organized under AS 29.68.240- 29.68.440, [A HOME RULE CITY,] or a city of any [THE FIRST] class;

\*Sec. 7. AS 19.30.241(4) is amended to read:

(4) "local service road" means a public road that is used by an average of fewer than 750 vehicles each day and that [WHICH] is not designated as a route on the approved primary, urban, or interstate federal-aid highway system;

\*Sec. 8. This Act takes effect immediately in accordance with AS 01.10.070(c)

## LOCAL SERVICE ROADS AND TRAILS PROGRAM

### Primary Functions:

The Local Service Roads and Trails (LSR&T) program was established by the State Legislature in 1971 to provide for special needs to "bush" communities, rural communities and communities both within and outside of organized boroughs.

Local Service Roads and Trails was designed to aid communities in accomplishing projects that do not have the financial means nor the technical expertise to achieve alone. These projects were to be in the nature of roads, trails, bridges and boardwalks specifically. Special exceptions are considered and granted if justification is sufficient.

The LSR&T Program is wholly State funded. Wherever costs are not prohibitive, generally within organized boroughs, projects are awarded by bid contract. In the remote areas where, because of location and size of the project bid contracts cost are prohibitive, LSR&T maintains its own small fleets of equipment or rents equipment, if available, and directs the operation of the projects.

The scope of LSR&T is basically three-fold. This is particularly true for "bush" projects. It provides:

1. Needed projects to communities that have not the capabilities of accomplishing alone.
2. A source of training for construction work by employing local residents as laborers and equipment operators.
3. Provides supplemental income to communities that are single-income or subsistence oriented.

### Project Limitation:

Local Service projects are confined to roads which are not part of the primary federal-aid system and are not the responsibility of corporate units or private individuals but are dedicated to public use. These projects cover wide ranging road needs. They include State recreation routes, connections between outlying villages and airports, villages and canneries, villages and port facilities, short routes needed to better integrate subdivision roads and State highways, and improvements to existing roads.

PROGRAM SUMMARY

## PLANNING

### Five Year Program

The allocation districts are the boundaries of the Highway Department established in 1970. The larger of the five districts being the Western District, engulfing nearly half of the land mass of Alaska, is administered by the Central and Northern Regions. This split jurisdiction is strictly an economic measure.

Whenever organized boroughs whose boundaries partially overlap allocation districts, the administrative responsibility lies with the primary region.

A construction program utilizing LSR&T construction equipment, State employees, village labor, and equipment rental when available, is the primary mode of operation in the unorganized boroughs of the Central, and Northern Regions. Programming the projects in the unorganized boroughs depends on requests from local governing bodies (both submitted and solicited), available road building materials, right-of-way access, and coordination of other projects in the area.

The State equipment fleet and maintenance personnel are utilized when local equipment is not available or when a contract for the work is not feasible.

The Local Service Roads and Trails Program is a vital link in the State road network. It is the only State program established for solving local transportation needs. During a typical construction season, several miles of new road, new and reconstructed boardwalk, year around foot trails, winter trail staking, foot bridges, paved bike paths and vehicle bridges are constructed with LSR&T funds.

These and other special projects are completed each year in answer to what the LSR&T is all about, "Get the people out of the mud". This program does a lot for all the people of Alaska and is presently performing a service the people of Alaska could not do without.

### Summary

#### I. Definition

##### A. Purpose

- a. To get people out of the mud
- b. Flexibility of Program
- c. To aid communities with no revenue
- d. Economy of operation

##### B. Type of Projects

- a. Local Service Roads
- b. Year around foot trails
- c. Winter trail staking
- d. Bicycle paths
- e. Erosion control
- f. Foot bridges
- g. Boardwalks

## II. Allocation

- A. F.Y. Year Legislation (6 million proposed)
- B. Five Year Duration
- C. 50-50 Factor, Area - Population
- D. Operating Budget - Program Support
  - a. Bridge Design - Headquarters
  - b. Road Design and Advertising - Region
  - c. R/W Certification - Region
  - d. Construction Review - Region
  - e. Administration Headquarters and Region

## III. Administration

- A. Allocation District - Regional Control
- B. Organized Boroughs and Home Rule Cities
  - a. Construction contract by Local Government
  - b. Local Government Labor and Equipment
- C. Unorganized Boroughs
  - a. Construction Contract by Local Government or State
  - b. Village or City Labor and Equipment
  - c. State Equipment and Village Labor
  - d. State Equipment and State Employees
  - e. State Equipment and Village State Employees

## IV. Five Year Program

- A. Project Selection
  - a. Organized Boroughs, First Class Cities and Home Rule Cities
    - 1. Select their own projects
    - 2. Able to change program at will
  - b. Unorganized Boroughs
    - 1. Cities and Villages select their own projects.
    - 2. Region sets priorities within funds available.
    - 3. Regions may subfill projects with funds available on non-federal routes.

## APPLICANT GUIDELINES

### Nature and Purpose of Program:

To provide State assistance in the development of roads and trails on routes that are not eligible for federal-aid matching funds.

### Who May Apply:

Each organized borough, first class city and home rule city is eligible for a direct allocation, based on their population and area. All other areas are considered unorganized boroughs and are eligible for projects administered by the Department, subject to priority scheduling within the respective allocation districts.

### Authorizing Legislation:

AS 19.30.111-251

### Administrative Agency:

Department of Transportation and Public Facilities, State of Alaska.

### Type of Assistance:

Financial and Engineering.

### How Program is Financed:

100% State. Organized boroughs and home rule cities may supplement their allocation with local funding in any amount. Unorganized borough areas will be encouraged to provide local participation whenever possible. Federal and State grants can be used in conjunction with LSR&T funds.

### How to Apply:

Each organized borough, first class city and home rule city may receive their allocation by submitting a five-year project program for the construction of such roads to their Regional DOT&PF Deputy Commissioner by October 1 of each year, indicating the priorities for construction on the program. When a project is approved, a project agreement will be drafted, and development of the project may proceed. No payment can be made for work done prior to execution of the project agreement.

Unorganized borough communities should provide input data for road needs in their areas to their Regional DOT&PF Deputy Commissioner, who will compile a five-year program and establish priorities for the unorganized borough projects within his jurisdiction. When a project is approved, the Department will proceed with development of the project.

DEPARTMENT OF TRANSPORTATION AND PUBLIC FACILITIES  
STANDARDS AND TECHNICAL SERVICES DIVISION

BILL SHEFFIELD, GOVERNOR

P.O. Box 3-1000  
Juneau, Alaska 99802

PHONE: (907) 789-0841

FEB 28 1984

February 27, 1984

Re: Local Service Roads  
and Trails Program

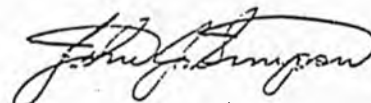
File No: 2519

House Transportation Committee  
Pouch V  
Juneau, Alaska 99811

Dear Sir:

The attached document gives a brief summary of the Local Service Roads and Trails (LSR&T) Program.

Sincerely,



John J. Simpson, Director  
Standards and Technical  
Services Division

JJS:CDK:ct

Attachment

cc: Dan Malick, Acting Deputy Commissioner, Statewide Programs

# MEMORANDUM

State of Alaska  
Department of Transportation & Public Facilities

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

DATE: February 10, 1984

FILE NO: 2519

TELEPHONE NO: 789-0841

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

SUBJECT: LSR&T Program

This program is designed to accomplish the most with the least amount of State dollars under the rules and regulations of the Alaska State Statutes, 19.30.111 - 19.30.251.

## FUNDING

|                  |      |                |
|------------------|------|----------------|
| First Allocation | 1971 | \$ 6 Million   |
|                  | 1972 | 4 Million      |
|                  | 1974 | 8 Million      |
|                  | 1976 | 7 Million      |
|                  | 1978 | 15.8 Million   |
|                  | 1980 | 10 Million     |
| Last Allocation  | 1983 | 7 Million      |
| Total Allocation |      | \$60.8 Million |

## Projects (Dollars)

|                              |                |
|------------------------------|----------------|
| Completed or under agreement | \$54.5 Million |
| Reimbursements remaining     | 6 Million      |

Under the present allocation, Local Governments throughout the State share 57% of each LSR&T Bond issue. The unorganized boroughs share in the remaining 43%. Annual expenditures average to this percentage.

## ANNUAL PROGRAM (Typical)

- 150 Active Projects
  - 50 Road Projects Completed
  - 50 Miles of Road Completed
  - 2000 Miles of Winter Trail Staking
  - Several Miles of Boardwalk
  - Foot Trails and Bike Paths

2. Expenditures For Typical \$6.0 Million Annual Program

Roads \$4.5 Million (75%)  
Includes \$1.1 million (25%) for subdivision streets and roads.

|                                |           |       |
|--------------------------------|-----------|-------|
| Trail Staking                  | \$100,000 | (2%)  |
| Boardwalks                     | 600,000   | (10%) |
| Foot Trails                    | 200,000   | (3%)  |
| Bike Paths                     | 100,000   | (2%)  |
| Shelter Cabins                 | 50,000    | (1%)  |
| State Maintenance Routes       | 250,000   | (4%)  |
| Engineering and Administration | 200,000   | (3%)  |

3.. Administrative support is \$200,000 or 3%

PROGRAM PHASE OUT

During the period of time the program was in a phase-out status (1/2/82 to 7/25/83) no planning for future LSR&T projects was accomplished. As a result, it has taken some time to accelerate the program. A Statewide five-year program has now been prepared, and by the end of calendar year 1984, the program should be up to its former capability once again.

MANAGEMENT

LSR&T Managers and Project Engineers are tailored after the early Alaska bush pilots. Quite often, they have to operate by the seat of their pants, which is why this program is successful.

LSR&T PROGRAM 1977-1981

1. 250 road projects completed.  
Average Length one mile.  
Average cost \$100,000.00
2. Expenditures \$25 Million.
- 3.\* \$19.0 million for road projects, includes five million for subdivision roads.
4. \$750,000 for project administration charged to projects.

\*It is difficult to define subdivision roads or streets, i.e. access roads to new subdivisions can be considered an intergal part of the subdivision network or in some communities, it may be the only transportation corridor available. For this report, subdivision roads are those roads or streets within subdivisions, designated as such, by the local entity.

5. One million dollars for program support (\$200,000 per year).
6. Administered several special legislative appropriated projects; totalling in excess of a million annually.

#### COST COMPARISON

The cost of a project constructed under contract ranges between 25% and 200% more than a comparable project constructed with local equipment rental when available or LSR&T equipment and local hire, depending on size and location. Much of this is due to our policy of paying the prevailing community wage.

#### PRESENT PROGRAM

See Attached.

#### SUMMARY

Over 95% of all Alaskan communities have had at least one LSR&T project since the program set out to "Get the people out of the mud" in 1971.

There are many reasons why the program is successful, least of which is the maximization of State dollars. The LSR&T Program offers more to a rural community than just a finished product; it offers a learning experience. Traditionally, LSR&T has been able to offer additional benefits to the community as the program is tailored to their needs.

The LSR&T program spends a considerable amount of time administering projects funded through special Legislative appropriations and grants. In administering these projects for the Department, the program guarantees the credibility of the State in its commitment to meet the transportation needs of the bush communities.

Attachment

cc: Loren Rasmussen, Chief, DC&M Standards

CDK:ct

## PROJECTS FUNDED

CENTRAL REGION June 30, 1982 to January 31, 1984

|                                     |                    |                    |
|-------------------------------------|--------------------|--------------------|
| Unorganized Boroughs <sup>(1)</sup> | 33 Projects        | \$2,483,730        |
| Bristol Bay Borough                 | 1 Proj.ct          | 54,753             |
| Municipality of Anchorage           | 7 Projects         | 1,006,596          |
| Matanuska-Susitna Borough           | 1 Project          | 211,600            |
| Kenai Peninsula Borough             | 4 Projects         | 337,636            |
| Kodiak Island Borough               | 1 Project          | 18,262             |
| City of Kenai                       | 3 Projects         | 84,288             |
| Unalaska <sup>(2)</sup>             | 1 Project          | 25,443             |
| <b>TOTAL REGION</b>                 | <u>18 Projects</u> | <u>\$1,738,578</u> |

(1) Includes 12 projects funded with \$810,000 from 1983 allocation.

(2) Funded from 1983 allocation.

PROJECTS FUNDED

NORTHERN REGION June 30, 1982 to January 31, 1984

|                            |                    |                        |
|----------------------------|--------------------|------------------------|
| Unorganized Borough II     | 6 Projects         | \$678,425              |
| Unorganized Borough IV (N) | 7 Projects         | 510,850                |
| Unorganized Borough V (N)  | 2 Projects         | 56,520                 |
| Total Unorganized Boroughs | <u>15 Projects</u> | <u>\$1,245,795</u> (1) |
|                            |                    |                        |
| CITY OF FAIRBANKS          | (2) Projects       | \$178,305              |
| CITY OF NORTH POLE         | (1) Project        | 11,243                 |
| Total Local Governments    | <u>3 Projects</u>  | <u>\$189,548</u> (2)   |
|                            |                    |                        |
| TOTAL REGION               | 18 Projects        | <u>\$1,435,343</u>     |

(1) Includes 13 projects funded with \$1,175,000 from 1983 allocation.

(2) Includes 2 projects funded with \$164,500 from 1983 allocation.

93% of these projects were funded with 1983 allocation.

PROJECTS FUNDED

SOUTHEAST REGION June 30, 1982 to January 31, 1984

|                            |                    |                                 |
|----------------------------|--------------------|---------------------------------|
| Unorganized Borough III    | 13 Projects        | \$465,000 <sup>(1)</sup>        |
| CITY OF HAINES             | 1 Project          | \$ 34,000                       |
| CITY AND BOROUGH OF SITKA  | 3 Projects         | 251,000                         |
| CITY OF WRANGELL           | 1 Project          | 80,000                          |
| CITY OF PETERSBURG         | 1 Project          | 20,000                          |
| CITY AND BOROUGH OF JUNEAU | 2 Projects         | 361,000                         |
| CITY OF KETCHIKAN          | 3 Projects         | 80,000                          |
| Total Local Government     | <u>11 Projects</u> | <u>\$826,000</u> <sup>(2)</sup> |
| TOTAL REGION               | 24 Projects        | \$1,291,000                     |

(1) Includes 8 projects funded with \$144,000 from 1983 allocation.

(2) Includes 6 projects funded with \$291,000 from 1983 allocation.

don't know of any other way to do it."

Number 599

Representative Marrou: "Second class cities and second class boroughs are left out, they don't get anything?"

Commissioner Knapp: "They get it now."

Representative Marrou: "Even the third class borough?"

Commissioner Knapp: "Yes. You see the problem is you got the universe of people you distribute money to. The problem--and it is all done exactly the same way--the problem is that some elements of that universe are so small that the amount of money that they get doesn't do them or anyone else any good. If you could put it into some kind of nucleus-type effect, you could then have bigger numbers for the formula, put the money out, and maybe get some use out of it."

Number 607

Representative Davis, the issue of Pelican still unclear, wanted to know who makes the decisions in allocations.

→ Mr. Karella: "The department would make the decisions, but I would like, if you could bear with me, to read the requirements for prioritizing the projects. Pelican, for instance, is in an unorganized and that's eleven steps.

(1) The first priority step would be the number of projects done in the past with Local Service Roads and Trails funds.

(2) The amount of dollars funded in the past.

(3) The year the last project funded for the community.

(4) Local participation in funding of a project. If they furnish labor, equipment, or materials--quite often this happens.

(5) Availability of local equipment--do they have a back-hoe, a truck?

(6) Availability of local labor.

CRITERIA FOR PRIORITY

(7) The location of the Local Service Roads and Trails equipment. Our equipment is set up in the Northern Region and in the Central Region. We have one large fleet.

(8) The possibility of the Department of Transportation having a contract in the area.

(9) Maybe the department can get the job and tack it on an existing project.

(10) Whether the project is connected to the existing road system.

(11) Availability of a contractor on the site of the project during the proposed time of construction.

"With the organized boroughs, there are only six priority systems that we use.

(1) First off we use the need--just like Representative Shultz was talking about.

(2) The involvement of an L.I.D. For instance, in the Fairbanks North Star Borough they use the L.I.D. concept very heavily, so does Mat-Su. 'Local Improvement District.' If there is something like a road surface maintenance area, Fairbanks North Star Borough has 77 of them. That's how they funnel their dollars--into the road maintenance service areas who come up with half of the dollars which stretches their allocation quite strongly. They prefer that over anything else.

(3) The third priority is the viability..."

CHANGE TAPE #17, SIDE TWO

Number 004

Mr. Karella continued with the list of priorities for organized boroughs:  
"...several areas in the North Star would come up with priorities.

(4) Is the fundability transportation oriented? Is it going to be easier to maintain. It's a problem. You got to always look at the maintenance part of it.

(5) The number of past Local Service Roads and Trails projects--that's what they look

at too. If Seldovia had a project last year or two years ago and they don't have enough money for what they are asking for now and they are vying with the city of Soldotna, then the city of Soldotna would probably get the job.

(6) Again, they use the amount of dollars spent on these projects in the past.

"It's a real good priority system which the boroughs use and we use as administering the unorganized borough. The work in the past has been highly commended. It's a very young program--since 1971. It's been highly successful prior to 1981 when this change was made. There is going to be home rule cities that don't like it. The city of Nenana, said that 'We used to get a lot of money, now we don't get any.' Their apportionment went to a first class city. They were out of luck anyway when they became a home rule city."

Number 057

Representative Cato asked the committee whether it would be amenable if the staff, working with Mr. Karella, would work up a committee substitute. Representative Furnace so moved. Representative Cato repeated the motion and then brought before the committee a work draft of an appropriation bill entitled, "An Act making a special appropriation to the Department of Transportation and Public Facilities for local service roads and trails; and providing for an effective date." She read section one of the work draft: "The sum of \$7,000,000 is appropriated from the general fund to the Department of Transportation and Public Facilities for allocations for local service roads and trails authorized under AS 19.30.111 - 19.30.251." She asked whether there were any problems with the appropriations bill.

Number 081

Representative Pignalberi questioned whether it were high enough. Representative Cato explained that Mr. Karella has said in the past that \$7,000,000 is an excellent sum to work with. Mr. Karella confirmed this. Representative Cato said that she would entertain a motion to pass the bill out of committee. Representative Furnace moved to pass the bill out of committee with individual recommendations, but

LEGISLATIVE CITATIONS

Representative Clocksin moved and asked unanimous consent that the House approve the citation In Memoriam - Arnold Muldoon. There being no objection, it was so ordered and the citation was referred to the Chief Clerk for transmittal to the Senate.

THIRD READING OF HOUSE BILLSCSHB 111(Trsp)

Representative Szymanski brought up reconsideration of COMMITTEE SUBSTITUTE FOR HOUSE BILL NO. 111 (Transportation) (relating to local service roads and trails; effective date).

CSHB 111(Trsp) was read the third time.

Representative Szymanski moved and asked unanimous consent that CSHB 111(Trsp) be returned to second reading for the purpose of specific Amendment No. 3. There being no objection, it was so ordered.

Amendment No. 3 by Szymanski, Cotten, Pignalberi, Marrou, Shultz, Larson, M.W. Miller, Navarre, Hurley and Pourchot:

Page 1, after line 8, insert new bill sections to read:

\*\* Section 1. AS 19.30.131(a) is amended to read:

(a) During each fiscal year the commissioner shall allocate sums appropriated or otherwise designated for expenditure upon local service roads for that fiscal year among the five allocation districts in the following manner: one-half in the ratio which the area of each allocation district bears to the total area of the state and one-half in the ratio which the population of each allocation district bears to the total population of the state as shown by the latest available federal or state census or other census approved by the Department of Community and Regional Affairs.

\* Sec. 2. AS 19.30.131(b) is amended to read:

(b) The commissioner shall also further allocate the sums in each allocation district to

HOUSE FLOOR AMENDMENT

CSHB 111(Trsp)

the boroughs within each allocation district in the following manner: one-half in the ratio which the area of each organized borough (excluding salt water areas) within that district bears to the total area of the allocation district and one-half in the ratio which the population of each organized borough area within that district bears to the total population of the allocation district as shown by the latest available federal or state census or other census approved by the Department of Community and Regional Affairs."

Page 1, line 9:

Delete "Section 1." and insert "Sec. 3."

Renumber remaining bill sections.

Page 1, line 19:

After "federal", insert "or state"

After "census" insert "or other census approved by the Department of Community and Regional Affairs"

Representative Szymanski moved and asked unanimous consent that Amendment No. 3 be adopted.

Representative Pettyjohn objected and withdrew his objection.

There being no further objection, Amendment No. 3 was adopted.

CSHB 111(Trsp)am

The question to be reconsidered: "Shall CSHB 111(Trsp)am pass the House?" The roll was taken with the following result:

CSHB 111(TRSP) AM

|       |    |                                                                                                                                                                                                                                                                                                                                                             |
|-------|----|-------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| Yeas: | 39 | Adams, Binkley, Boucher, Cato, Clocksin, Collins, Cotten, Davis, Duncan, Frank, Fuller, Furnace, Goll, Gruenberg, Grussendorf, Hanley, Herrmann, Hurley, Jenkins, Koponen, Larson, Marrou, Martin, Miller, M.M., Miller, M.W., Navarre, Pearce, Pettyjohn, Phillips, Pourchot, Rieger, Ringstad, Shultz, Sund, Szymanski, Taylor, Thompson, Uehling, Wallis |
|-------|----|-------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|