

**S C R**

**47**

BY SEN. COGHILL

1 IN THE SENATE

2

SENATE CONCURRENT RESOLUTION NO. 47

3

IN THE LEGISLATURE OF THE STATE OF ALASKA

4

SIXTEENTH LEGISLATURE - SECOND SESSION

5

Relating to construction of a rural road  
system.

6

7 BE IT RESOLVED BY THE LEGISLATURE OF THE STATE OF ALASKA:

8

WHEREAS a network of roads does not exist in rural Alaska; and

9

WHEREAS many communities in the state need to be connected with neighboring cities; and

10

11

WHEREAS several cities in rural Alaska would like to be connected to the existing road systems near the cities; and

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13

WHEREAS a seasonal road system would provide an alternate means of moving freight to communities in rural Alaska; and

14

15

WHEREAS a road system, even though seasonal and minimal, would contribute to the reduction of the cost of living in many rural areas of the state; and

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17

WHEREAS a pioneer road system would be the basis upon which a future, more permanent road system, could be established; and

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19

WHEREAS several communities in the state would be willing to assume the responsibility of developing and maintaining a segment of a minimum-standard road if they were to receive encouragement from the Department of Transportation and Public Facilities; and

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21

WHEREAS the present criteria in the Department of Transportation and Public Facilities for road construction and maintenance are not conducive to development of a low-cost, seasonal road; and

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23

WHEREAS a seasonal road system would promote development of, and give access to, the state's natural resources; and

24

25

WHEREAS a pioneer road would allow safe and economical transportation

1 of hazardous materials, including fuels and explosives; and

2 WHEREAS a pioneer road would provide an alternate means for convenient  
3 personal transportation that is not subject to air schedules; and

4 WHEREAS a pioneer road would make it possible to better utilize the  
5 vehicles owned by rural residents because it would make travel outside the  
6 immediate community more practical;

7 BE IT RESOLVED that the Alaska State Legislature respectfully encour-  
8 ages the Department of Transportation and Public Facilities to establish  
9 standards and policies for ~~pioneer road~~ construction and maintenance *of pioneer roads.*

10 COPIES of this resolution shall be sent to the Honorable Mark S.  
11 Hickey, commissioner of transportation and public facilities; the Honorable  
12 Lennie Gorsuch, commissioner of natural resources; and to the Honorable Don  
13 W. Collinsworth, commissioner of fish and game.

SENATE COMMITTEE REPORT  
FIRST COMMITTEE OF REFERRAL

FEB 08 1990

DATE: 2/8/90

FURTHER: Finance

Date of 5-Day Notice: 2-15-90  
(in accordance with Uniform Rule 23)

DATE TURNED INTO OFFICE: \_\_\_\_\_

Transportation Committee considered SCR 47

Relating to construction of a rural road system.

and recommended:

- replace with \_\_\_\_\_ CS SCR 47 (Trsp)  same title
- attached amendment(s)  new title
- \_\_\_\_\_ letter of intent adopted

do pass

do not pass

no recommendation

individual recommendations

further referral to \_\_\_\_\_

ATTACHES NEW FISCAL NOTE(S):

Department(s)/Date:

Department(s)/Date:

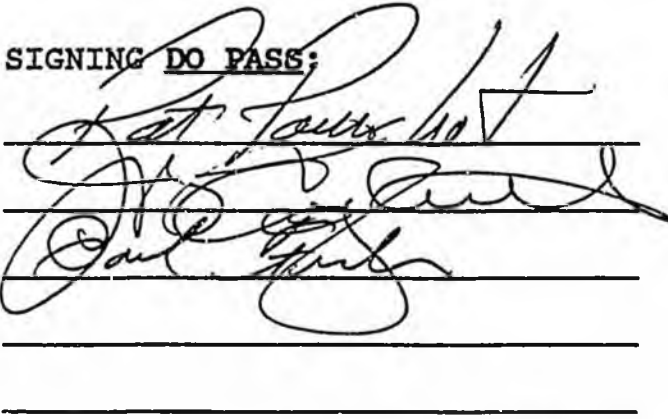
fiscal note(s) \_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_

zero fiscal note(s) \_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_

appropriation-no fiscal note

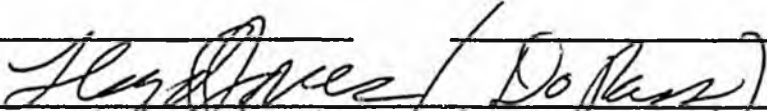
Governor's bill w/fiscal note

SIGNING DO PASS:



OTHER RECOMMENDATIONS:

\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_



Chair: Signature and Recommendation

**STATE OF ALASKA**  
**1990 LEGISLATIVE SESSION**

BILL VERSION: CS SCR 47 (Trsp)  
 PUBLISH DATE: 3/2/90

FISCAL NOTE

REQUEST:

Revision Date: 13-Feb-90 Agency Affected: Natural Resources  
 Title: Relating to construction of BRU: Management & Administration  
a rural road system.  
 Sponsor: Coghill Components: Commissioner's Office  
 Requestor: Transportation

FEB 4 1990

EXPENDITURES/REVENUES: (Thousands of Dollars)

OPERATING	FY 91	FY 92	FY 93	FY 94	FY 95	FY 96
PERSONAL SERVICES						
TRAVEL						
CONTRACTUAL						
SUPPLIES						
EQUIPMENT						
LAND&STRUCTURES						
GRANTS, CLAIMS						
MISCELLANEOUS						
TOTAL OPERATING	0.0	0.0	0.0	0.0	0.0	0.0

CAPITAL						
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REVENUE						
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FUNDING: (Thousands of Dollars)

GENERAL FUND						
FEDERAL FUNDS						
OTHER						
TOTAL	0.0	0.0	0.0	0.0	0.0	0.0

POSITIONS:

FULL-TIME						
PART-TIME						
TEMPORARY						

ANALYSIS: (Attach a separate page if necessary)

Prepared by: Larry Ostrovsky Phone: 465-2400  
 Division: Commissioner's Office Date: 13-Feb-90  
 Approved by Commissioner: Lennie Gorsuch Date: 13-Feb-90  
 Agency: Department of Natural Resources

Distribution (by preparer) :

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



Department of Transportation and Public Facilities

# POSITION PAPER

Bill No: SCR 47

Approved: Mark S. Hickey *MSH*  
Commissioner

Title: Relating to construction of a rural road system

Date: March 1, 1990

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The department is very supportive of the desire to expand the highway network within the state. The resolution speaks to the establishment of standards and policies. It is our opinion that standards already exist for most all categories of roads. However, policy for the greater development of the rural transportation network does need greater attention and the department intends to make this a component of a statewide transportation planning process.

At this time, the department is undertaking to prepare a statewide transportation plan. The concept of a rural network of pioneer type roads will be considered in the preparation of the plan. Any such planned expansion will engender capital and operating budget increments.

Positive steps have been taken recently to allow for "pioneer" type roads to be constructed with federal-aid funds. We now have Federal Highway Administration approval of a non-contiguous rural collector design standard. This new standard would allow us to build pioneer-type roads in certain circumstances. When state funding is exclusively involved, we can use even lower standards, to include such concepts as winter ice roads.

We would endorse any funding proposal structured to permit the department to plan for, acquire rights-of-way, and proceed with construction of a network of rural pioneer roads. A general fund appropriation for a rural pioneer road network is the logical means to obtain progress toward the expansion of the rural road system.

11-20.00 INTRODUCTION

Throughout rural Alaska there is a need for local highway transportation systems to serve communities that are isolated from the primary and secondary highway systems of the state. The micro economies of these communities can be enhanced by local transportation systems. Current design standards for highways are out of scale with the needs of these communities and in most cases results in prohibitive costs. It is the intent of this section to establish reasonably safe design standards that will provide for the needs of these communities at a practical cost allowing a fair sharing of the highway transportation investment with rural Alaska.

11-20.01 Definition

A Non-Contiguous Rural Collector is defined as a highway that has a projected ADT < 400 and;

*serves travel from adjoining properties to a community that is isolated (not connected to the primary or secondary highway system, or by a regular scheduled marine highway system) and may provide travel between two or more communities within a region that is isolated (not connected to the primary or secondary highway system).*

11-20.02 Design Considerations11-20.02.01 General

All design elements not addressed in this section shall conform to all remaining sections of this manual and the 1984 AASHTO Policy on Geometric Design of Highways and Streets (Chapter V may be considered applicable).

11-20.02.02 Design Traffic Volume

Traffic projections may prove to be difficult where new highway systems are under consideration. A twenty year traffic projection is normal for design purposes but lacking any historical trends the designer may have to resort to intuition and speculation. The economic goals and trends of the community certainly can provide insights. The design period selected principally may impact pavement structure design and the results of any cost effective analysis performed. Considering the probable low ADT's capacity analysis probably would not be of consequence.

11-20.02.03 Design Vehicle

The minimum design vehicle shall be a Single Unit Truck SUT. Economic activities in the region, such as mining, may dictate a larger design vehicle.

11-20.02.04 Design Speed

The minimum design speed shall be 20 mph. Greater design speeds are desirable.

11-20.05 Bridges

The minimum design loading for bridges shall be H15. Economic activities in the region may require a larger loading.

Bridge opening hydraulic capacities shall be designed for 50 years.

11-20.06 Traveled Way and Shoulders

Traveled way and shoulders shall conform to the widths shown in Table 11-20(1).

11-20.02.07 Horizontal and Vertical Geometric Controls

The requirements of Section 11-03, Elements of Design, shall be enforced.

ALASKA DOT & PE PRECONSTRUCTION MANUAL

Chapter 11 - Design

January 1990

Non-Contiguous Rural Collectors

Sec: 11-20

11-20.02.08 Section Geometry

The requirements of Section 11-04, *Cross Sections*, shall be enforced with the following modifications;

Fill slopes should conform to Figure 11-04(6) where embankment materials are convenient to the project. Where cost of materials are significant then a cost effective analysis may be used to establish slopes steeper than shown in Figure 11-04(6)

Cut fore slopes may be equal to or flatter than minimum fill height slopes.

11-20.02.09 Intersection Sight Distance

Intersection sight distances shall conform to those shown in Figure 11-09.25(01).

11-20.02.10 Traffic Control

Traffic control methods and devices shall conform to the requirements of the Alaska Traffic Manual.

TRAVELED WAY AND SHOULDER WIDTHS

Width (ft.) for Design Volume

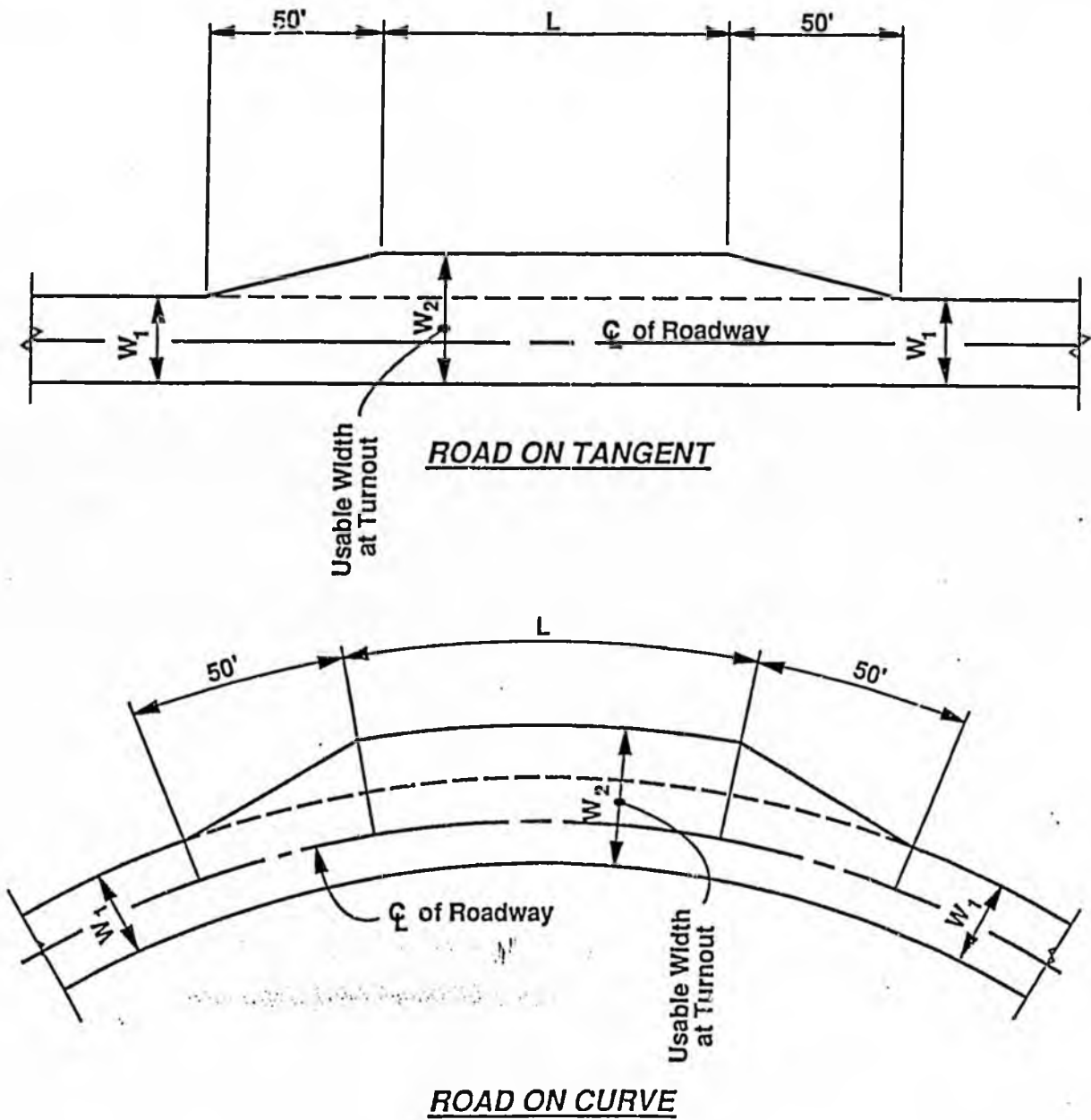
Design Speed (mph)	Design ADT Less than 100 (1)	Design ADT 100- 250	Design ADT 250-400
20	16	18	20
30	18	18	20
40	20	20	20

Width of Graded Shoulder (Each Side) (2)

All Speeds	2'	2'	2'
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- 1) For ADT's less than 100 a two directional one lane road may be used. Turnouts, that are visible to each other, shall be provided at minimum 1,000 ft. intervals and at all curves where stopping sight distance is below minimums. The minimum total width shall be 12-ft. and the maximum shall 14-ft.
- 2) In most cases guardrail requires an additional 2-ft. graded shoulder.

Table 11-20(1)



$W_1$	$L$	$W_2$
12'	100'	22'
14'	100'	24'

TURNOUTS for TWO DIRECTIONAL ONE LANE ROADS

2 Change Title to: Requesting the establishment of policies,  
3 procedures and standards for the construction  
4 of rural roads.

5 Change Resolve to Read:

6 BE IT RESOLVED that the Alaska State Legislature respectfully  
7 requests the Department of Transportation and Public Facilities to  
8 establish policies, procedures and standards of construction and  
9 maintenance, for rural roads, including pioneer roads, seasonal  
10 roads, ice roads, or trails.

6-2076E  
Bannister  
3/1/90

Original sponsor(s): SEN. COGHILL

1 IN THE SENATE

2 CS FOR SENATE CONCURRENT RESOLUTION NO. 47 ( )

3 IN THE LEGISLATURE OF THE STATE OF ALASKA

4 SIXTEENTH LEGISLATURE - SECOND SESSION

5 Requesting the establishment of pol-  
6 icies, procedures, and standards for the  
7 construction and maintenance of rural  
8 roads.

9 BE IT RESOLVED BY THE LEGISLATURE OF THE STATE OF ALASKA:

10 WHEREAS a network of roads does not exist in rural Alaska; and

11 WHEREAS many communities in the state need to be connected with neigh-  
12 boring cities; and

13 WHEREAS several cities in rural Alaska would like to be connected to  
14 the existing road systems near the cities; and

15 WHEREAS a seasonal road system would provide an alternate means of  
16 moving freight to communities in rural Alaska; and

17 WHEREAS a road system, even though seasonal and minimal, would con-  
18 tribute to the reduction of the cost of living in many rural areas of the  
19 state; and

20 WHEREAS a pioneer road system would be the basis upon which a future,  
21 more permanent road system, could be established; and

22 WHEREAS several communities in the state would be willing to assume  
23 the responsibility of developing and maintaining a segment of a minimum-  
24 standard road if they were to receive encouragement from the Department of  
25 Transportation and Public Facilities; and

26 WHEREAS the present criteria in the Department of Transportation and  
27 Public Facilities for road construction and maintenance are not conducive  
28 to development of a low-cost, seasonal road; and

29 WHEREAS a seasonal road system would promote development of, and give

1 access to, the state's natural resources; and

2 WHEREAS a pioneer road would allow safe and economical transportation  
3 of hazardous materials, including fuels and explosives; and

4 WHEREAS a pioneer road would provide an alternate means for convenient  
5 personal transportation that is not subject to air schedules; and

6 WHEREAS a pioneer road would make it possible to better utilize the  
7 vehicles owned by rural residents because it would make travel outside the  
8 immediate community more practical;

9 BE IT RESOLVED that the Alaska State Legislature respectfully requests  
10 the Department of Transportation and Public Facilities to establish pol-  
11 icies, procedures, and standards of construction and maintenance for rural  
12 roads, including pioneer roads, seasonal roads, ice roads, and trails.

13 COPIES of this resolution shall be sent to the Honorable Mark S.  
14 Hickey, commissioner of transportation and public facilities; the Honorable  
15 Lennie Gorsuch, commissioner of natural resources; and to the Honorable Don  
16 W. Collinsworth, commissioner of fish and game.

## City of Bettles

Box 26023  
Bettles, Alaska 99726  
907-692-5191

Feb. 15, 1990

Senator Jack Coghill  
P.O. Box V  
Juneau, Ak. 99811

Dear Jack:

The City of Bettles heartily supports Senate Concurrent Resolution Number 47.

The State of Alaska needs to assume a more active role in the development of a Statewide road system.

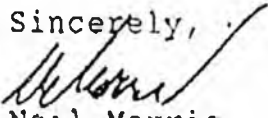
As you know, Alaska has become moribund in developing itself as a cohesive state and a significant beginning would be a pioneering quality road system which could evolve into a primary highway network.

Your proposed Resolution #47 directs DOT/PF's attention to an important Statewide need.

Let's continue to monitor DOT/PF after your resolution is presented to make sure they take it seriously.

Your work in Juneau is much appreciated by the City of Bettles.

Sincerely,

  
Neil Morris  
Mayor

cc: Senator Binkley  
Jones  
Uehling  
Zharoff

Representative Hoffinan  
Swackhammer  
Wallis  
Adams

Commissioner Hickey  
Fairbanks Chamber of Commerce

Bettles - Position + Resolution

# City of Bettles

Box 26023  
Bettles, Alaska 99726  
907-692-5191

Jan. 25, 1990

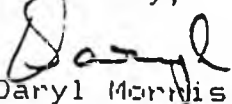
Senator Jack Coghill  
P.O. Box V  
Juneau, Ak. 99811

Dear Jack:

Bob Thomas of Thomas Engineering in Fairbanks would like to help draft some legislation that would fullfill the needs of this resolution.

We sure need something within D.O.T. that would establish guidelines which would allow affordable road construction in rural Alaska.

Sincerely,

  
Daryl Morris  
Vice Mayor

encl: Res. 90-7

Gateway to the Arctic

# City of Bettles

Box 26023  
Bettles, Alaska 99726  
907-692-5191

CITY OF BETTLES, ALASKA

## RESOLUTION NUMBER 90-7

A RESOLUTION to establish within the State of Alaska, Department of Transportation, standards for a "Pioneering quality" road system.

WHEREAS, no network of roads exists in rural Alaska, and

WHEREAS, many Alaskan communities have a great need to become connected with neighboring cities, and

WHEREAS, several Alaskan cities in rural Alaska have the desire to become connected to nearby road systems that now exist, and

WHEREAS, a seasonal road system would provide an alternative means of moving freight to rural Alaskan communities, and

WHEREAS, a road system, though seasonal and minimal, would contribute to the reduction of the cost of living in many Alaskan areas, and

WHEREAS, a pioneering quality road system would be the basis upon which a future, more permanent system, could be established, and

WHEREAS, several Alaskan communities would assume the responsibility of developing and maintaining a segment of minimal standard road if they were to receive encouragement from DOT/PF, and

WHEREAS, the present criteria in DOT/PF for road construction and maintenance is not conducive to low cost, seasonal road development, and

WHEREAS, a seasonal road system would promote development of, and give access to, Alaska's natural resources, and

WHEREAS, a pioneering quality road would allow safe and economical transporting of hazardous materials such as fuels and explosives, and

Gateway to the Arctic

CITY OF BETTLES, ALASKA  
RESOLUTION NUMBER 90-7  
Page 2

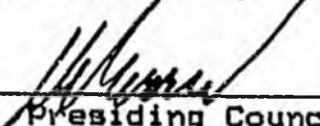
WHEREAS, a pioneering quality road would provide alternative means for convenient personnel transportation that is not subject to air schedules, and

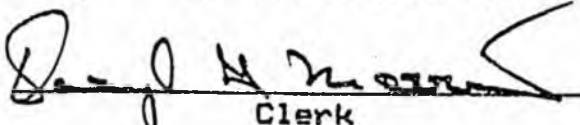
WHEREAS, a pioneering quality road would make it possible to better utilize vehicles already owned as travel outside the immediate community would be practical, therefore,

BE IT RESOLVED: that there be established within DOT/PF standards and policies for pioneering quality road construction and maintenance.

PASSED and APPROVED by a duly constituted quorum of the BETTLES CITY COUNCIL.

this 20<sup>TH</sup> day of JAN, 1990.

  
\_\_\_\_\_  
Presiding Councilman

  
\_\_\_\_\_  
Clerk

**STATE OF ALASKA  
1990 LEGISLATIVE SESSION**

BILL VERSION : SCR 47  
PUBLISH DATE : \_\_\_\_\_

**FISCAL NOTE**

**REQUEST:**

Revision Date: 13-Feb-90 Agency Affected: Natural Resources  
Title: Relating to construction of BRU: Management & Administration  
a rural road system.  
Sponsor: Coghill Components: Commissioner's Office  
Requestor: Transportation

**EXPENDITURES/REVENUES: (Thousands of Dollars)**

OPERATING	FY 91	FY 92	FY 93	FY 94	FY 95	FY 96
PERSONAL SERVICES						
TRAVEL						
CONTRACTUAL						
SUPPLIES						
EQUIPMENT						
LAND&STRUCTURES						
GRANTS, CLAIMS						
MISCELLANEOUS						
<b>TOTAL OPERATING</b>	<b>0.0</b>	<b>0.0</b>	<b>0.0</b>	<b>0.0</b>	<b>0.0</b>	<b>0.0</b>
CAPITAL						
REVENUE						

**FUNDING: (Thousands of Dollars)**

GENERAL FUND						
FEDERAL FUNDS						
OTHER						
<b>TOTAL</b>	<b>0.0</b>	<b>0.0</b>	<b>0.0</b>	<b>0.0</b>	<b>0.0</b>	<b>0.0</b>

**POSITIONS:**

FULL-TIME						
PART-TIME						
TEMPORARY						

**ANALYSIS: (Attach a separate page if necessary)**

Prepared by: Larry Ostrovsky Phone: 465-2400  
Division: Commissioner's Office Date: 13-Feb-90  
Approved by Commissioner: Lennie Gorsuch Date: 13-Feb-90  
Agency: Department of Natural Resources

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

**DNR Fiscal Note**