HB

246

HOUSE COMMITTEE REPORT

(7)

Date Referred: March 27, 1991 FURTHER REFERRALS: Finance

Date of Committee Action: 4/25/91

The TRANSPORTATION Committee considered: HB 246

HOUSE BILL NO. 246 APPROP: KETCHIKAN AIRPORT BRIDGE E.I.S.

"An Act making a special appropriation to the Department of Transportation and Public Facilities for an environmental impact statement for construction of a bridge connecting Ketchikan with the Ketchikan airport; and providing for an effective date."

RECOMMENDATIONS: [ ] the same title

be replaced with _____ [ ] a new title

[ ] have attached amendments(s)

[ ] do pass

[ ] do not pass

[ ] no recommendations

[ ] individual recommendations

[ ] additional referral to the _____ Committee

ADOPTS: _____ letter of Intent

ATTACHES NEW FISCAL NOTE(s): (Dept) APPROVES PREVIOUS: (Dept/Date)

[ ] fiscal impact _____ [ ] fiscal note(s) _____

[ ] zero fiscal note _____ [ ] zero fiscal note(s) _____

SIGNING DO PASS	*DP*	*OTHER RECOMMENDATIONS*	*DNP*	*NR*	*AM*
	X				
	X				
	X				
	X				

Richard K. Foley

CHAIRMAN'S SIGNATURE

ALASKA STATE LEGISLATURE

ELECTIVE DISTRICT 1
HYDER
KETCHIKAN
KUPREANOF
MEYERS CHUCK
PETERSBURG
SAXMAN
WRANGELL

HOME
PO BOX 5723
KETCHIKAN, AK 99901
PHONE 225-6304

DURING SESSION
PO BOX V
STATE CAPITOL BUILDING
JUNEAU, AK 99811
PHONE 465-3424

Representative Cheri L. Davis

SPONSOR STATEMENT
HOUSE BILL 246

Good morning and thank you for scheduling this bill so promptly.

As many of you heard from testimony given in Ketchikan, the Ketchikan International Airport is located across the channel from town on Gravina Island. Access to the airport is by small ferry and is limited in hours of operation. Since the first airport feasibility study was completed in 1967, the need for a hardlink access to Gravina has been evident and documented.

Included in your backup are memo's from airport staff relating to the hazards and problems that occur when operating a ferry as sole access to the airport. A quick trip to the airport can take several hours due to low tides or mechanical problems aboard the ferry.

Aside from the economic enhancement a hardlink would provide for the airport, access to Gravina Island would open up 4,000 acres of statehood land selection for future use. Because of our topography, Ketchikan is known for being a city three-miles long and three blocks wide. Opening up additional land on Gravina would greatly benefit the business community and enhance recreation.

Over the years, feasibility studies and comprehensive plans have been completed; Borough resolutions have been passed supporting the hardlink; and the hardlink has been put on the community legislative priority list. The money requested in this bill is the next step towards making the hardlink a reality.

Thank you for your time in considering this bill.

KETCHIKAN COMMUNITY LEGISLATIVE PRIORITIES

SEVENTEENTH STATE LEGISLATURE
First Session - 1991

CAPITAL IMPROVEMENT PROJECTS - Top Community Priorities

Health and Safety Projects

Ketchikan Area Water Resource Project

Upgrade Saxman Water Service System

Mountain Point Water and Sewer Project

Tongass Avenue/Water Street Water Pipe Replacement

Emergency Fire Apparatus Replacement (KFD)

Wastewater Treatment Plant Upgrade (ADEC Grant)

Nefco Road Sewer and Water (ADEC Grant)

Transportation

Hardlink Access between Revilla and Gravina Island - Environmental Impact Statement

Pedestrian Bike Path (City Limits to Saxman) - Phase I

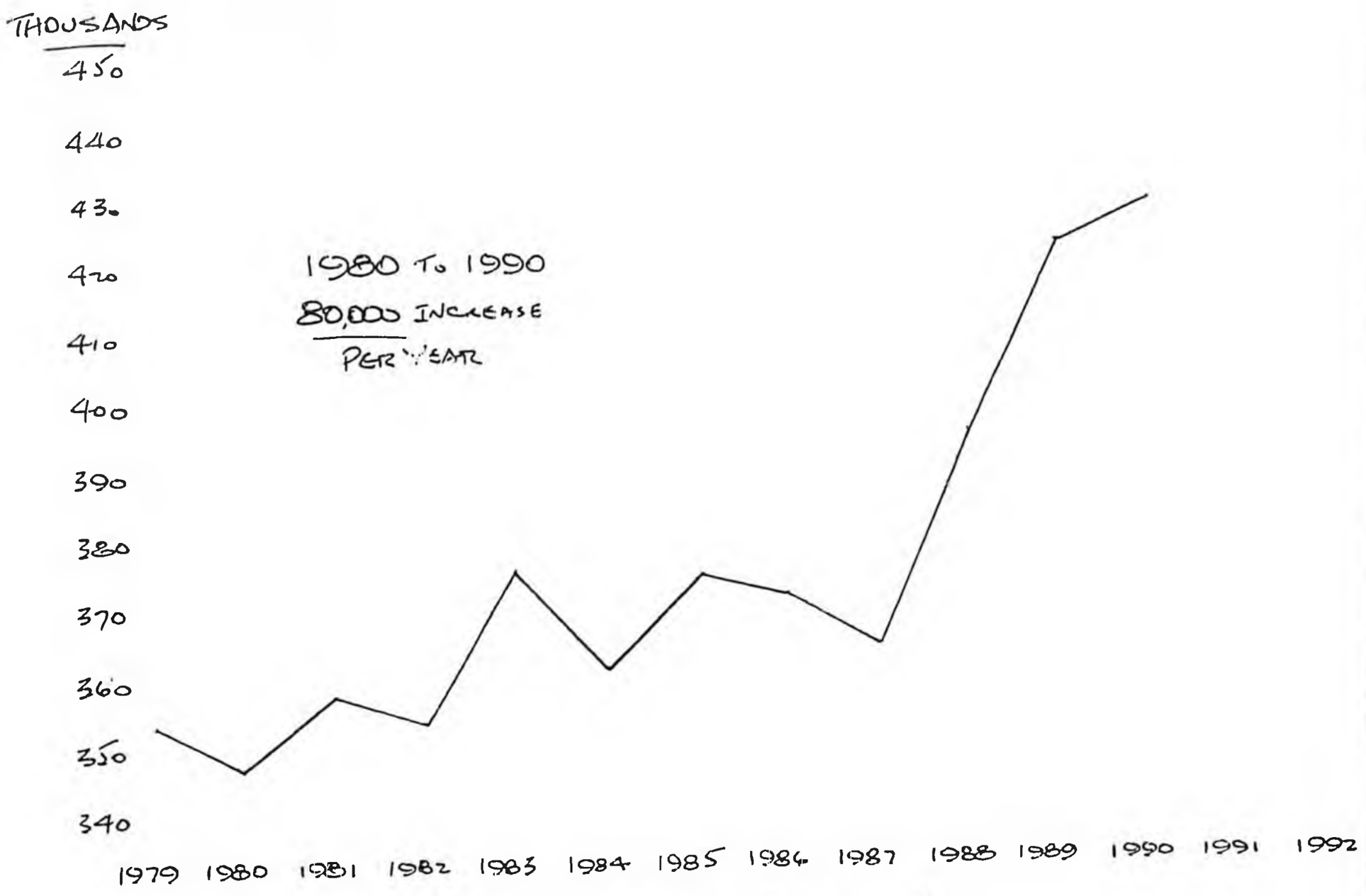
Ketchikan International Airport Air Cargo Development - Phase I

Boundary Road (Point Higgins School Access Road)

Economic Development

Ketchikan Shipyard Improvements - Shop Building Number Two

Saxman Civic/Cultural Center Improvements



AIRPORT FERRY TRAFFIC - KTN

PAST EVENTS RELATED TO AIRPORT ACCESS

1967	Airport Feasibility, Wyller-Killewich-Van Doren & Hazard
1968	Effect on Annette Island, also by W-K-VD & H
1968	Borough Airport Hearings
1968	Ktn Gateway Borough Hard-Link Resolution #59 passed
1971	Borough Airport Documentation
1971	Ktn Int'l Airport Comprehensive Plan, Forrest & Hanson
1973	Ak Dept. of Highways Reconnaissance Report & Public Hearings
1973	Ktn Int'l Airport opens
1973	Ktn Gateway Borough Hard-link Resolution # 127 passed
1975	Ktn Gateway Borough Hard-link Resolution #214 passed
1981	Reid-Middleton Master Plan completed
1981	Ktn Gateway Borough Hard-link Resolution # 413 passed
1981	EMPS-Sverdrup Crossing Study & Hearings completed
1984	Narrows Crossing Cost/Benefit Study By TAMS Engineers
1986	Borough Assembly accepts Crossing # 7 site
1987	Ktn Gateway Borough Hard-link Resolution # 794 passed
1989	Pennock/Gravina Road Corridor monumented and adopted
1989	Golf Course feasibility study by William G. Keufel & Assoc.
1989	Coffman Assoc. update Airport Master Plan
1989	Legislature names future Gravina bridge "Ketchikan Veteran's Memorial Bridge".

1991 - 2 years Now

years in jail ...
member in the district attorney ...
fice reported.

1-10-90

Tides impede traffic

Low tides will affect vehicle traffic on the Ketchikan International Airport ferry Wednesday and Thursday evening.

There will be no vehicle traffic 90 minutes before and after low tide at 6:18 p.m. Wednesday and 7:01 p.m. Thursday. The low tides are minus 3.0 feet and minus 3.1 feet, respectively. Foot traffic will not be affected and people may board the ferry as normal.

DATE: January 16, 1990

SUBJECT: Ellis Temporarily Out Of Service

The 8 a.m. ferry departure from the airport did not oc... a fuel problem on one of the engines. The engine quit ... to re-start it. All vehicles and passengers were off ... carefully moved to the moorage dock at the airport. Th... on the run and things were back to normal by about 9:1...

A later look at the system showed significant water in ... contacted Anderes and they are assisting us in the pum... will be out of service until we can remove all the cont... the fuel system. This may take a day or two.

1/13/90

Ferry delayed

About 10 people were stranded at the Ketchikan International Airport ferry terminal and missed their Alaska Airlines flight Sunday afternoon after airport ferry Ken Eichner was out of service for 1-1/2 hours.

The Eichner sustained electrical failure after reaching the airport about 3:15 p.m. The engine was shut down and after trying to locate the problem, a maintenance crew decided to switch the alternator. Normally, there would be a back-up ferry, but ironically, the Bob Ellis had been taken to Ketchikan Welding Works earlier in the afternoon for a scheduled engine replacement.

"This was just a fluke," Airport Manager Ken Linder said. "We had just taken (the Ellis) down to Ketchikan Welding."

While the Eichner was being worked on, a crew went to get the Ellis from the Ketchikan Welding's dock.

Meanwhile, the Eichner was restarted and made a few runs before the Ellis took over at 6:15 p.m., said Linder.

In the midst of the maintenance problems, a medivac flight from Seattle was in progress. Ketchikan General Hospital made arrangements to have the patient flown over to the airport via helicopter to catch the medivac. However, the ferry was back in service before that backup plan was used, said Linder.

productivity.

WEATHER DISRUPTS VEHICLE TRAFFIC

On January 25th vehicle traffic was temporarily halted due to high winds and rough water conditions. Walk-on passengers were accommodated without any problems. These conditions lasted for approximately 2 hours. On another note, no damage was done to either the seaplane float or floating boat dock. The Murphy's Pullout facility operated by the airport was not damaged either. However, as everyone is well aware, the float and hangar next to Murphy's Pullout was heavily damaged.

... ing Tongass Narrows.

"He made a good, logical, safety call," he said.

A survey was initiated on the Eichner Monday to determine the cause of the problem, said Linder.

FOR YOUR INFORMATION
12-3-90

KETCHIKAN GATEWAY BOROUGH
Ketchikan International Airport
1000 Airport Terminal Building
Ketchikan, Alaska 99901
(907) 225-6800

TO: All Airport Tenants and Employees

FROM: Penny Luse, Administrative Assistant

DATE: November 30, 1990

SUBJECT: Vehicle Restrictions Due to Minus Tides

Low tides this coming week will limit vehicle access to the ferry for periods of time. The minus tides will occur as follows:

	DATE	TIME	TIDES
Saturday	December 1	5:51 p.m.	- 3.3
Sunday	December 2	6:37 p.m.	- 3.9
Monday	December 3	7:26 p.m.	- 4.0
Tuesday	December 4	8:14 p.m.	- 3.4

Vehicle access to the ferry will be interrupted for about 90 minutes before and after low tides occur. These tides will impact those passengers departing and arriving on Alaska's Flights 64 and 69.

We apologize for the inconvenience and thank you for understanding. If you have any questions, please contact the airport manager's office.

FOR YOUR INFORMATION
4-2-90

KETCHIKAN GATEWAY BOROUGH
344 Front Street
Ketchikan, Alaska 99901
(907) 225-6151

March 22, 1990

^F1^
^F2^
^F3^
^F4^

Re: Aircraft and Airport Ferry Operations in the Vicinity of the Airport Seaplane Dock (or It is Spring Again!)

Dear ^F5^:

It looks like spring is here and we are already noticing the increase in aircraft traffic arriving and departing from the seaplane dock at the airport. Along with the increased traffic we have witnessed several "close encounters of the aircraft/ ferry kind."

We would like to encourage aircraft operators to alert their personnel to the hazards of operating boats and airplanes in the confined channel area near the seaplane dock. Passengers and crews on the ferries are easily alarmed when a rapidly moving aircraft passes in close proximity to the ferry boats since it is not a normal or comfortable experience for most. Aircraft operating at high speed near a vessel almost always appear much closer than they actually are which simply augments people's perceptions of an "unsafe and dangerous act".

Besides not being a safe practice, operating aircraft close to vessels is also almost entirely unnecessary and at the least does not portray professionalism or skill. It does not leave a safety margin allowing for miscalculations or safe avoidance action to a rapid development of unexpected events.

Airport ferry personnel are very sensitive to the hazards involved and would like to assist pilots operating aircraft by developing reasonable vessel procedures that will allow aircraft operators to predict ferry routes and movements. During the heavy traffic months in the summer, the skippers must monitor deck loads and count vehicle and pedestrian traffic to stay within the U.S. Coast Guard vessel licensing restrictions. They are often unprepared to notice an aircraft that is low on approach landing "close in" for the purpose of being able to fall off the step right at the dock or to avoid swells or longer taxi time.

We realize aircraft operators have significant obstacles to overcome in operating to and from the airport seaplane dock. If you have suggestions on how we can better work together in developing safer ways of operating in the seaplane dock area, I would be glad to meet with you to discuss the issues.

^F5^, thank you for making this issue a priority in your training program. We look forward to working together with you to assure the safe and professional arrivals and departures of aircraft and airport ferry vessels in the vicinity of the airport seaplane dock. If you have any questions, please feel free to contact me at any time.

Sincerely,

Ken Linder
Airport Manager
Ketchikan International Airport

cc: Dave Crow, Borough Manager
Airport Ferry Personnel

Mike Salazar
Ketchikan Air Service, Inc

Dale Pihlman
Misty Fjords Air and Outfitting

Kevin Hack
ProMech, Inc.

Lynn Campbell
Seaside Aviation

Max Lukin
Seley Corporation

Jerry Scudero
Taquan Air Service, Inc.

Jim Van Altvorst
Temsco Airlines

FOR YOUR INFORMATION
2-5-90

MEMORANDUM

TO: Dave Crow, Borough Manager

FROM: Ken Linder, Airport Manager

DATE: January 22, 1990

SUBJECT: Eichner Electrical Problem

As we discussed on the phone yesterday, the Eichner experienced an electrical failure that caused the vessel to be off the scheduled run from 3:30 p.m. to 5 p.m. yesterday afternoon. The Eichner had been placed in service at about 1:30 p.m. in order to allow the Ellis to be relocated to the Ketchikan Welding dock in preparation for the engine change that was scheduled to begin today.

The skipper of the Eichner began noticing electrical power fluctuations and notified airport maintenance personnel. The Eichner departed the Ketchikan side for the airport at 3:15 p.m. Once at the Gravina ferry terminal, it was decided that maintenance personnel would make a quick check to see if something could be done to alleviate the problem. The engine was shut down to allow the alternator to be changed, but there was not enough battery left to conduct a restart. Maintenance then grabbed some equipment batteries from several pieces of equipment in an attempt to provide sufficient electrical power to restart the engine.

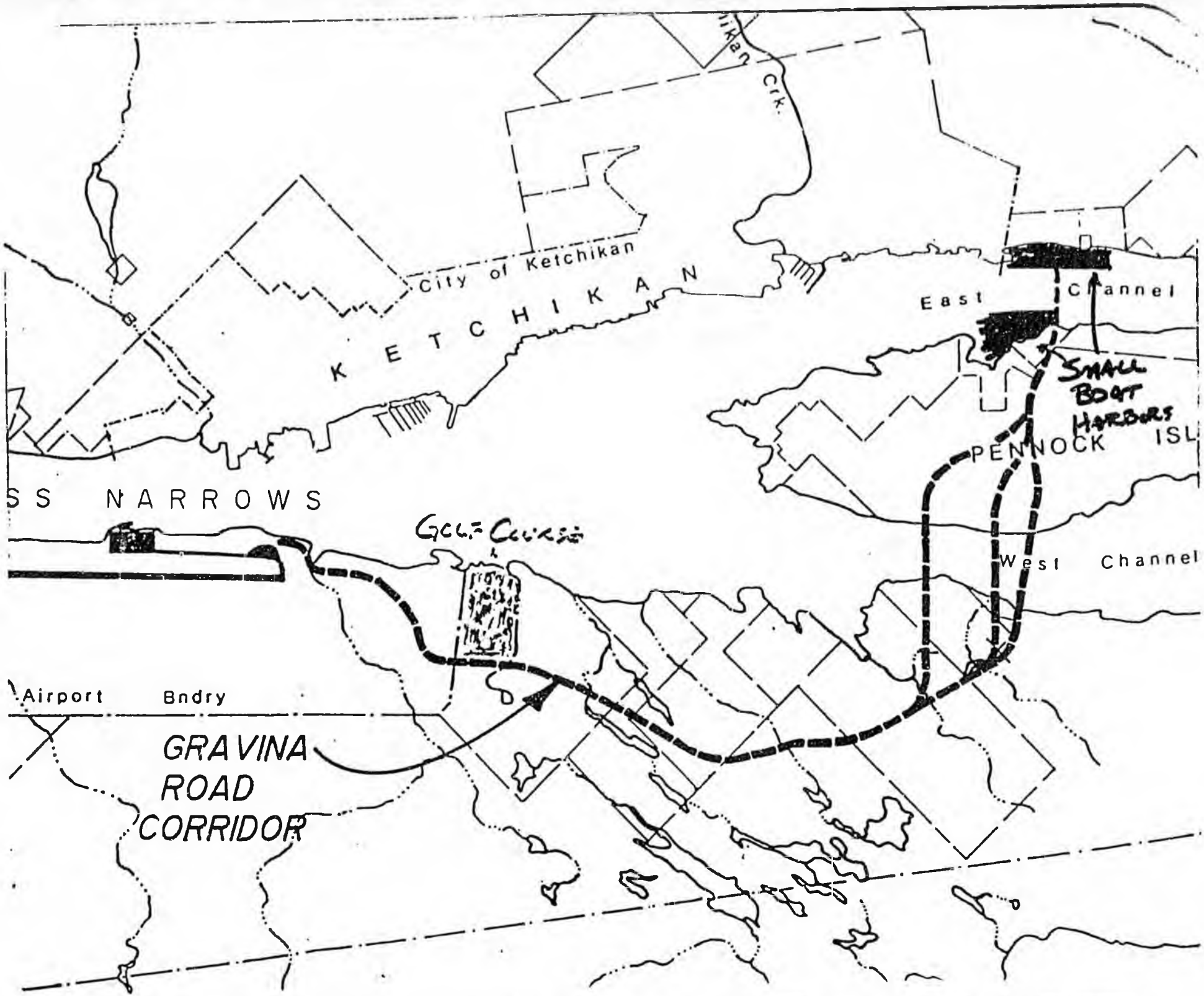
While this was going on, Bill Hill gathered a crew and drove them back down to Ketchikan Welding to get the Ellis in order to put it back on the run if we were unable to get the Eichner back in operation. The Eichner, however, was restarted and placed back in service at 5 p.m. It departed the Gravina terminal at 5:05 p.m. and maintained schedule until the Ellis relieved it at 6:15 p.m. The Eichner was taken out of service since the electrical system could not maintain the minimum essential electrical load.

I checked with Mike Feskens and he confirmed 10 passengers for Flight 64 were unable to make their flight due to the Eichner problem. Those passengers that were on the 3:15 p.m. ferry made their flight connection.

While all this was going on, a medical evacuation aircraft arrived at about 3:50 p.m. which meant that we were unable to transport their crew to the Ketchikan side so they could get to the hospital to package the medivac patient in preparation for air transport. The hospital then made arrangements for a helicopter to transport the medical crew from the airport to the hospital and then standby until they were ready to go back to the airport with the patient. Before that took place, the Eichner was back on the run and the medical crew was able to use their normal surface transportation. The helicopter was cancelled and the medivac aircraft was able to successfully complete its mission.

At this time, the Eichner is still out of service and we are working with Ketchikan Welding to re-schedule the work on the Ellis. In the meantime, a marine electrician is evaluating the Eichner's electrical system in an attempt to find out why the rapid electrical drain.

I will keep you posted on anything we find.


City of Ketchikan
K E T C H I K A N
East Channel
SMALL BOAT HARBORS
PENNOCK ISL
S S N A R R O W S
GOLF COURSE
West Channel
Airport Bndry
GRAVINA ROAD CORRIDOR

ECONOMIC FEASIBILITY STUDY

OF

PROPOSED KETCHIKAN AIRPORT

KETCHIKAN, ALASKA

Prepared by

WYLLER-KILLEWICH-VAN DOREN & HAZARD
Consulting Engineers
Juneau, Alaska and Topeka, Kansas

November 1967

W-209

Not much has been said about the obvious ultimate need for a bridge across the Tongass Narrows to serve a new airport if built on Gravina Island. The shuttle ferry will no doubt provide a satisfactory interim solution. However, it is interesting to note that the inclusion of a $6,300,000 bridge and approaches in Condition III[1] instead of the ferry, would apparently only reduce the benefit-cost ratio to near sixty percent of its calculated value, Condition III ratio 2. This clearly indicates that while the financing of a bridge may not, immediately, be in the picture, it could very well be justified by increased traffic in the not far distant future.

Chairmen Foster & Mackie, members of the committee and Commissioner Turpin. Thank you for coming today. My name is Ralph M. Bartholomew, a life long Ketchikan resident and the 3rd generation of a 5 generation Ketchikan family.

Switch on

I wish to talk to you today about the need to construct the highway/bridge to our airport, known locally as the hard-link.

-and to our 4,000 acres of statehood land selection

-and our golf course site

-and our proposed industrial marine park

-and the only flat land we have available for future growth

1. This cartoon graphically describes the current problem we have of accessing the airport, at least it suggests that there may be a problem

2. Those of you new to this issue may well ask why did you build the airport on a different island. The five alternative sites selected after giving up on the continued use of the WWII Army landing field on Annette Island are shown here.

The only flat land on this island is at Pt. Higgins out the north highway. The proposed runway is crosswind, in a residential area, has turbulence, short and runs uphill.

The two sites on Pennock Island and one on the S E end of Gravina are all turbulent, short and crosswind. Testimony of local pilots revealed that the finally selected site now operated as the Ktn Int'l Airport is ideal for an airport.

The narrowing of the land masses provide a venturi effect to the winds reducing the turbulence near the ground and aligning the wind up and down the runway or about 99% within the FAA wind rose limits. The airport has proven to have an operating factor exceeding 95% - one of the highest in the nation. The site selection is correct for an **airport**.

3. The crossing studies began immediately with several bridge site corridors plus two tunnel crossings. Extensive hearings were held with the Pennock/Gravina corridor the preferred choice. The same crossing had been selected nearly 30 years ago when studies were instituted trying to get to the Annette airport.

4. The 1971 Airport Comprehensive and Master Plan forecasts the hard-link to be in place by 1981.

5. The failure to begin construction has placed a severe choke hold on airport operations - limiting hours and doubling operating costs for the airport as well as the tenants.

6. The ferry itself costs the people of Ketchikan 900 to 950 thousand per year to operate - the only place in Alaska that the State forces the residents to pay to drive or walk to their community airport.

There are numerous and continuous problems, both mechanical and natural. For example, extreme tides cause delays of up to three hours for three to four days during the big tide months. Electric failures on loading ramps cause delays and flight schedules create backups on both side of the channel for users during the busy periods.

7. Many of my friends have offered solutions to help out. From the comical Hagar - to this one by local artist Mark Wheeler who thought if we bought the Mercer Island floating bridge (before it sank) we could solve both the airport access and by switching it back to downtown, by-pass the in-city traffic bottlenecks during peak periods.

8. This project has had the support of other communities in S. E. Alaska as well as the S. E. Conference. We have a number of life stylist activists, including some who live on the islands, who don't want anybody else on their islands.

All of the various negative reasons from the "which comes first, the chicken or the egg" theory and we have to build up all the businesses on the islands first, to the statement that it would cost over 135 million and we would lose all the other funding needs for the community. Our previous mayor even stated that it was part of the frontier experience of living in Ketchikan.

9. In spite of the many pitfalls and stumbling blocks, this list shows how far we have indeed come over these last 25 years. I point to my own personal files on the airport and crossing as proof that it has been studied to death. **It cannot pay for itself**- all the studies show that. It is one of those regional transportation links that require construction because of themselves. This airport serves all of lower S. E. Alaska as a regional airport, and in fact, many times serves to overnight Juneau bound jets who can't make it into Juneau.

10 This graph shows the rise in ferry use growing over 80,000 per year in just the last ten years. If you go back to 1973 when we opened the airport and look at those early figures we find the increase to be over 230 thousand per year. We now have to operate two ferries at the same time during summer and the latest master plan recommends we buy another ferry due to the growth.

11 The road corridor has been selected and monumented to avoid having to buy it back in the future and to guide any development. Actual bridge crossing locations have been given some latitude until core drilling samples and other tests are made during the EIS phase that should begin now.

12 The bridge style shown is a reinforced concrete box girder type enclosing all steel to avoid corrosion in our weather - a type called "no maintenance" by our DOT. Also avoiding vertical trusses maintains a clear air space for our heavy seaplane traffic and avoids the wind and storm problems with steel structures.

13 The east channel crossing is proposed as a combination of two causeway sections and a "Juneau/Douglas" style bridge span. The 400' causeway on the Ktn side would act as a breakwater for a currently under study 350 slip small boat harbor and the U S Coast Guard Base.

14 The 600' causeway on the island side would act as a breakwater for an additional small boat harbor requiring 500 slips if the Borax mine eventually starts up and would accommodate long range growth. Water and sewer could be brought across via the bridge to service the Pennock Island needs.

15 The bridge design engineer who did the original crossing study up-dated his cost estimates to todays costs including a 15% contingency fee. There is reason to think that the west structure could be lowered at a considerable saving if the very large cruise ships enter and leave by the north channel. These figures are amazing when you think that 25 years ago when I first started working on this project, the estimate was 12 million.

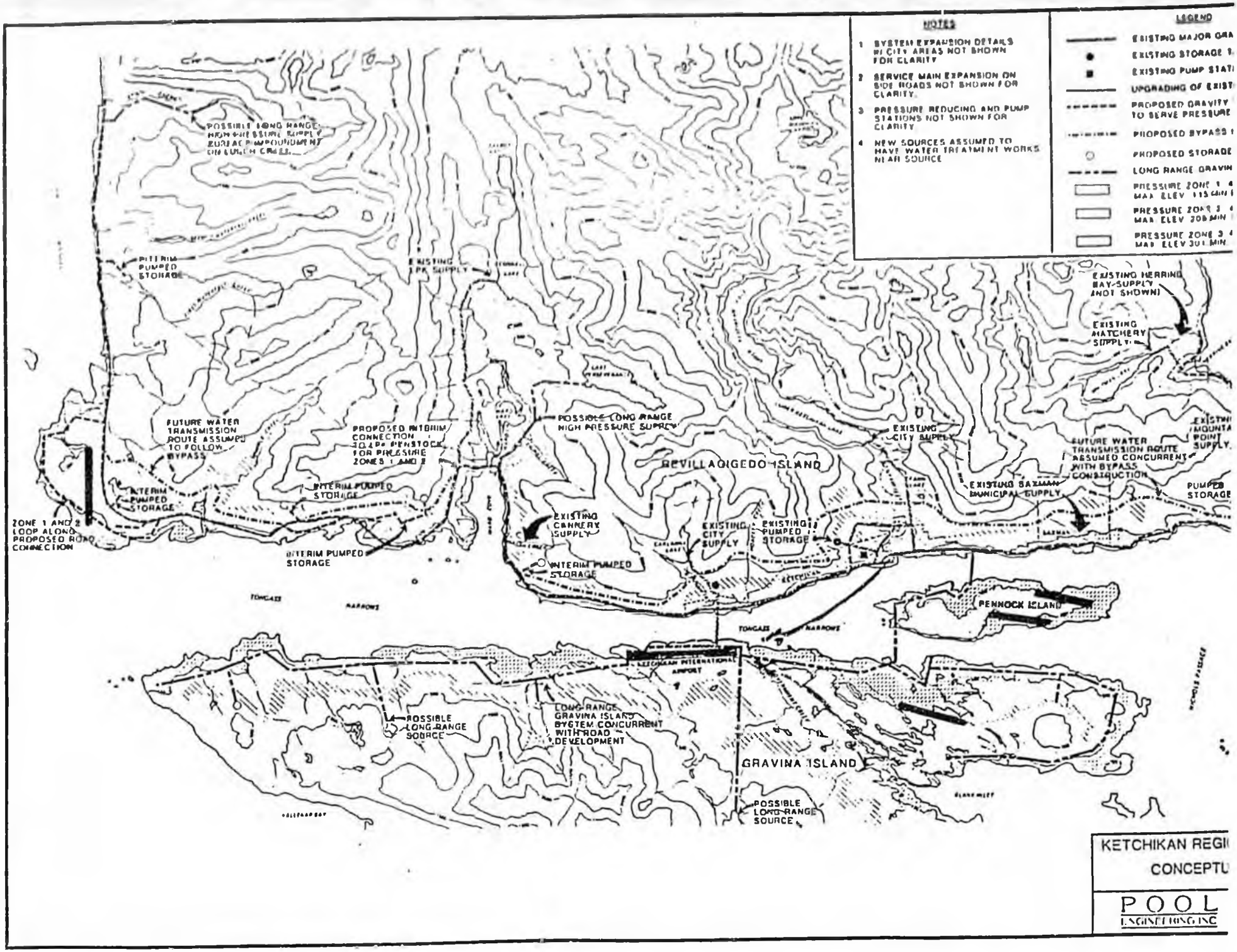
16 I would like to see the project accepted as a much needed regional transportation link by both the Legislature and the Administration. If it is necessary to build the project over a period of time, as you can see it does readily lend itself to phasing - as many as 8 if you count the EIS as this next phase.

17 ~~Lastly~~, I'll share a letter from Craig Campbell of Anchorage, the engineer for Coffman & Associates who put together this last airport master plan dated 1989. In the report he says that we will need to purchase another ferry do to the time it will take to complete the EIS and the crossing. As you can see he urges that we proceed immediately.

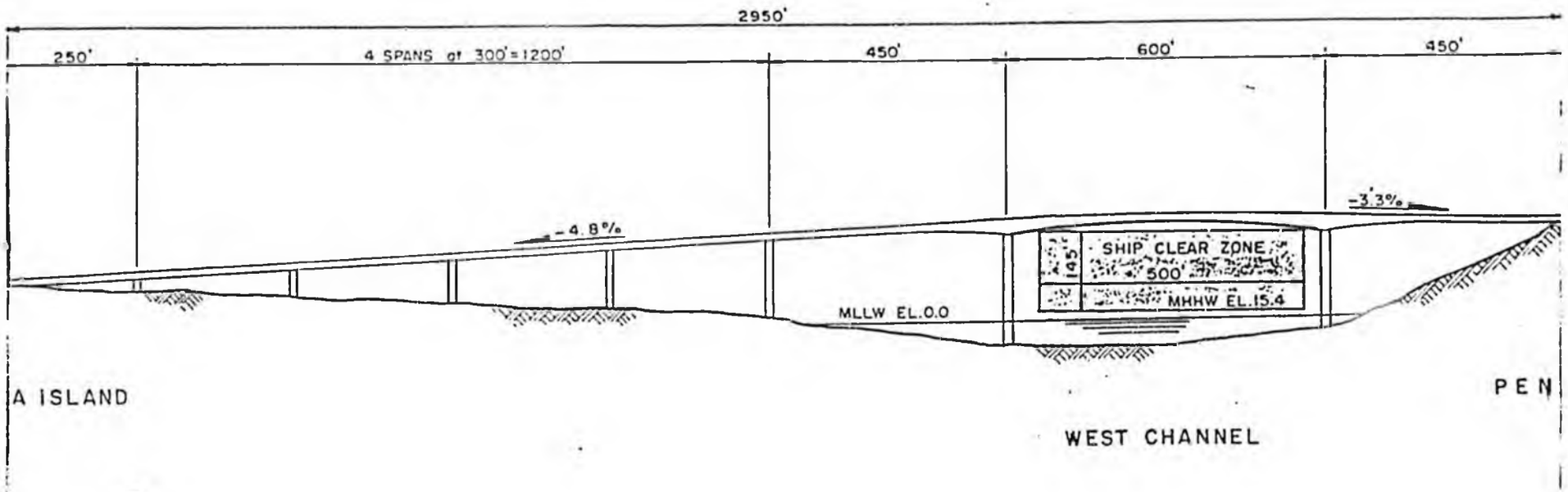
18 - Exhibit 16

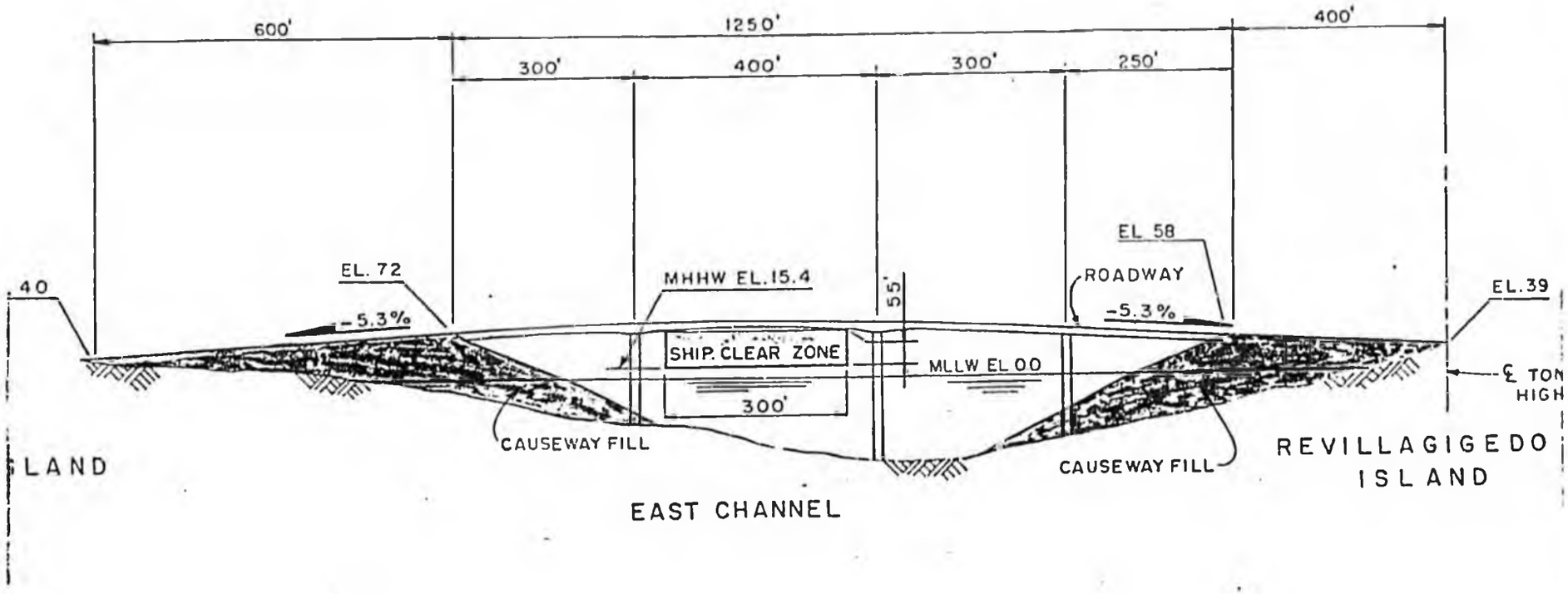
18 Thank you again for your time and interest. I hope that after 25 years of planning you will now agree with me that it is finally our turn.

Mr. Chairman, Len Laurance and Lew Williams are also here as backup presenters and I ask that you let them make their short presentations at this time. Thank you.


NOTES
1 SYSTEM EXPANSION DETAILS IN CITY AREAS NOT SHOWN FOR CLARITY
2 SERVICE MAIN EXPANSION ON SIDE ROADS NOT SHOWN FOR CLARITY.
3 PRESSURE REDUCING AND PUMP STATIONS NOT SHOWN FOR CLARITY
4 NEW SOURCES ASSUMED TO HAVE WATER TREATMENT WORKS NEAR SOURCE
LEGEND
EXISTING MAJOR GRA
EXISTING STORAGE T
EXISTING PUMP STATI
UPGRADING OF EXIST
PROPOSED GRAVITY TO SERVE PRESSURE
PROPOSED BYPASS
PROPOSED STORAGE
LONG RANGE GRAVIN
PRESSURE ZONE 1 4 MAX ELEV 115 MIN
PRESSURE ZONE 2 4 MAX ELEV 208 MIN
PRESSURE ZONE 3 4 MAX ELEV 301 MIN
POSSIBLE LONG RANGE HIGH PRESSURE SUPPLY SURFACE IMPOUNDMENT ON LUCH CREEK
INTERIM PUMPED STORAGE
EXISTING DA SUPPLY
EXISTING HERRING BAY SUPPLY (NOT SHOWN)
EXISTING HATCHERY SUPPLY
FUTURE WATER TRANSMISSION ROUTE ASSUMED TO FOLLOW BYPASS
PROPOSED INTERIM CONNECTION TO 12" PENSTOCK FOR PRESSURE ZONES 1 AND 2
POSSIBLE LONG RANGE HIGH PRESSURE SUPPLY
REVILLAGIGEDO ISLAND
EXISTING CITY SUPPLY
FUTURE WATER TRANSMISSION ROUTE ASSUMED CONCURRENT WITH BYPASS CONSTRUCTION
EXISTING MOUNTAIN POINT SUPPLY
EXISTING SAXMAN MUNICIPAL SUPPLY
PUMPED STORAGE
ZONE 1 AND 2 LOOP ALONG PROPOSED ROAD CONNECTION
INTERIM PUMPED STORAGE
EXISTING CANNERY SUPPLY
EXISTING CITY SUPPLY
EXISTING PUMPED STORAGE
INTERIM PUMPED STORAGE
TONGASS NARROWS
PENNOCK ISLAND
KETCHIKAN INTERNATIONAL AIRPORT
POSSIBLE LONG RANGE SOURCE
LONG RANGE GRAVINA ISLAND SYSTEM CONCURRENT WITH ROAD DEVELOPMENT
GRAVINA ISLAND
POSSIBLE LONG RANGE SOURCE
KETCHIKAN REGI
CONCEPTU
POOL
ENGINEERING INC


Thomas Basin
RADIO TOWER
(KTKN)
930 Kc
Cannery
Fl G 3sec 14ft
Fl R 3sec 14ft
Radenbough Cove
Priv maintd lights
Coast Guard Sta
Whisky Cove
P E N N
T O N G A S S


2950'
250'
4 SPANS at 300'=1200'
450'
600'
450'
-3.3%
-4.8%
145'
SHIP CLEAR ZONE
500'
MHHW EL.15.4
MLLW EL.0.0
A ISLAND
PEN
WEST CHANNEL


600'
1250'
400'
300'
400'
300'
250'
EL. 58
ROADWAY
-5.3%
EL. 72
-5.3%
MHHW EL. 15.4
55'
40
EL. 39
SHIP. CLEAR ZONE
MLLW EL 00
300'
℄ TON
HIGH
CAUSEWAY FILL
CAUSEWAY FILL
LAND
REVILLAGIGEDO
ISLAND
EAST CHANNEL