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VISION: 2020
ALASKA STATEWIDE TRANSPORTATION PLAN

LONG-RANGE STATEWIDE TRANSPORTATION PLAN

Public Review Draft

November 18, 1994

State of Alaska
Department of Transportation and Public Facilities

STATE OF ALASKA

DEPARTMENT OF TRANSPORTATION AND PUBLIC FACILITIES

OFFICE OF THE COMMISSIONER

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November 21, 1994

Dear Fellow Alaskans:

Here for your review and comments is the draft Alaska Statewide Transportation Plan, Vision: 2020. This draft plan represents the State of Alaska's long range (20 year) transportation plan as required by the Intermodal Surface Transportation Efficiency Act (ISTEA) of 1991, Code of Federal Regulations Title 23, Section 450. The goal of this plan is to provide a vision of transportation in Alaska and a set of policy guidelines to make that vision a reality.

This plan will serve as the primary policy guide for development of the regional transportation guides. It will provide the basis for criteria to evaluate the performance of DOT&PF and be updated periodically. The plan also lists the general transportation corridors connecting numerous destinations in Alaska. As required by ISTEA, this plan is intermodal in focus, covers a period of 20 years, contains a bicycle and pedestrian element, and contains information on the availability of financial resources to carry out the plan.

In the preparation of this plan we have sought to include a wide range of transportation users and providers in the plan development. Your comments on the draft are welcome, and may be submitted in writing to:

Vision: 2020
Division of Planning, DOT&PF
3132 Channel Drive, Room 200
Juneau, Alaska 99801-7898

The comment period ends December 23, 1994.

Sincerely,

Mike Barton

Michael A. Barton
Commissioner

CUT ON THIS LINE TO DETATCH MAILER

• Reader Feedback

Stay Involved with Reader Feedback

We really do want to hear from you. The ***Vision: 2020*, Alaska Long-Range Statewide Transportation Plan** is designed to provide information about plans for Alaska's transportation system into the 21st Century. If you have comments on this draft plan, or suggestions on how it can be improved, please let us know by sending in this form.

To be considered in the final plan, your comments must be received by December 21, 1994.

Name _____

Title _____

Organization _____

Address _____

City _____

State _____ ZIP _____

Comments or Suggestions

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Mail this form to the address on the reverse side or Fax it to (907) 465-6984

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Vision: 2020
Alaska Department of Transportation
and Public Facilities
Division of Planning, Room 200
3132 Channel Drive
Juneau, AK 99801-7898

Note to the Reader

This report - the Statewide Transportation Plan - presents draft statewide transportation policies and criteria for selection of future transportation projects in Alaska. The Alaska Department of Transportation and Public Facilities (DOT&PF) commissioned this report in response to federal legislation, the Intermodal Surface Transportation Efficiency Act of 1991 (ISTEA). The act requires an approved statewide transportation plan consistent with federal requirements before federal highway trust funds can be spent on projects in the state.

This plan **will change** the policies, process, and criteria by which federal transportation funds are distributed in Alaska. This draft plan provides an opportunity for individuals and organizations to review and influence the plan while it is in its formative stage. The public comments about this plan, due back to the DOT&PF by December 23, 1994, will guide preparation of a final draft for submission to the Federal Highway Administration on January 1, 1995. If however, the public comments received warrant extensive revisions to this draft, a second public review period will be held.

To encourage public review and comment, we have attempted to prepare this plan so that it is comprehensive yet brief. Also, we have written the text, laid out the pages, and added graphics to make the plan easier to follow and read. The plan is organized into five sections: Chapter 1 provides overview information about ISTEA and its intent and requirements; Chapter 2 discusses how the policy and criteria relate to the DOT&PF decision process; Chapter 3 presents the proposed statewide transportation policy; Chapter 4 proposes criteria from the policy statements for selecting projects; and, Chapter 5 addresses how the public is involved in the process. Also included as appendices are the ISTEA required "Alaska Bicycle and Pedestrian Plan" (Appendix A), maps showing "Transportation Corridors of Statewide Interest in Alaska" (Appendix B), and The "Public Involvement Plan" (Appendix C).

Ideas for this plan have been drawn from many sources: ISTEA legislation and other transportation plans; public meetings held in 16 communities around the state in September 1994; proceedings of the "Perspectives on Alaskan Transportation" conference held in Anchorage on November 2 and 3, 1994; and comments to the DOT&PF submitted by individuals and

organizations.

In your review please recognize that this plan is not about specific projects. If you have an interest in funding (or not funding) a specific project or type of project, please strive to guide the sections of the plan so that your interests are served. We look forward to your comments.

Guide to Participants

Plans of this nature are typically long and hard to read. DOT&PF will produce a guide to participants" with step-by-step directions on how to introduce a project to the Needs List and how to support the project through the remainder of the process. The availability of federal funds for such a wide range of projects opens the process to many communities who have never competed for federal highway projects before. As a part of the continuing planning efforts, community workshops will be held around the state.

The guide will, hopefully, provide sufficient insight that communities with real transportation problems and individuals with real interests in participation, can fully participate in the process.

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Chapter 1

OVERVIEW

The Intermodal Surface Transportation Efficiency Act of 1991 (ISTEA), often called "ice tea," requires states to have a Statewide Transportation Plan (SwTP) to receive federal transportation funding. An interim plan, "Tomorrow's Alaska," is in effect until December 31, 1994. The SwTP is the official statewide, intermodal transportation plan. It determines how federal highway dollars are to be expended in Alaska.

The Alaska Statewide Transportation plan is developed and implemented by the DOT&PF. The department is guided by mission and statutes: "The mission of the (agency) is to cost effectively provide, operate, and maintain safe, environmentally sound, and reliable transportation systems and public facilities for the State of Alaska" (DOT&PF[a]). The statutes assign both power and duties to the department so that it can achieve the mission. The Commissioner of the department is ultimately responsible for ensuring that all statutory and regulatory responsibilities are met.

POWERS AND DUTIES (AS 44.42.020)

(1) plan, design, construct and maintain all state modes of transportation
(2) study existing transportation modes and facilities
(3) study alternative means of improving transportation with regard to the economic costs of each alternative and its environmental and social effects;
(4) develop a comprehensive, long-range intermodal transportation plan
(5) study alternatives to existing modes of transportation in urban areas
(6) cooperate and coordinate with and enter into agreements with federal, state, and local government agencies and private organizations
(7) manage, operate, and maintain state transportation facilities and all docks, floats, breakwaters and buildings, including all state highways, vessels, railroads, pipelines, airports, and aviation facilities;

(8) study alternative means of transportation in the state, considering the economic, social, and environmental effects of each alternative;
(9) coordinate and develop state and regional transportation systems, considering deletions, additions, and the absence of alterations;
(10) develop facility program plans for transportation
(11) supervise and maintain all state automotive and mechanical equipment, aircraft, and vessels,
(12) supervise aeronautics inside the state, under AS 02.10;

ISTEA Intent and Guidelines

With ISTEA, Congress states a new federal interest in integration of the many modes of transportation - not just highways - into a coordinated system. In addition, as stated in the act, the intent of the new intermodal approach is "to develop a national intermodal transportation system that is economically efficient, environmentally sound, provides a foundation for the nation to compete in the global economy, and will move people and goods in an energy efficient manner" (ISTEA 1991).

The new act is important to Alaskans for at least two major reasons. First, it provides greater flexibility to states in the use of federal transportation funding for a variety of "enhancements." A percentage of federal funds, determined by formula, must be spent on enhancements. As before ISTEA, federal funds can only be spent on construction and rehabilitation projects; they cannot be used for routine maintenance and operations.

Second, the act contains a provision which permits, for the first time, the use of federal Highway Trust Funds for any transportation-related project on a public right-of-way. In the past, these funds could be spent only on projects that were on the "federal aid system," basically urban roads and primary highways, including the Alaska Marine Highway. This new provision, which applies only in Alaska and Puerto Rico, permits rural communities in Alaska to compete for federal highway funds, which exceed $200 million per year. In response to this opportunity, in federal fiscal year 1995 the state committed about $19 million of federal funds to rural Alaska transportation projects, primarily to improve access to water and sewer facilities. ISTEA authorizes federal highway spending through 1997 when Congress is expected to pass a new authorization bill with possibly new directives.

The SwTP establishes statewide transportation policies, the criteria and the process to be used to select projects. These policies and criteria guide the selection of projects submitted to the FHWA for future State Transportation Improvement Programs, or STIPs. The STIP contains

those projects on which it intends to spend federal highway funds. The list must be financially constrained, showing 3-years of projects for which full funding may reasonably be anticipated. The STIP contains surface transportation projects - including surface roads, highways and enhancements and marine highway projects - which are submitted to the FHWA, and surface transit projects which are submitted to the Federal Transit Authority.

This draft plan presents statewide transportation policies and a process for developing criteria and selecting projects. The policies will be "finalized" following this review, in the submittal to FHWA in January.

Following are five more specific goals about relating ISTEA to Alaska, developed from ideas presented during the public participation activities to date. We have attempted to achieve these goals by writing "state-adapted" policies and suggesting a decision-making process that considers and analyses how the 23 factors apply in Alaska.

First, it is a goal of this plan to identify the unique attributes of Alaska's transportation system and needs, and to provide a mechanism for incorporating these attributes into the policies and criteria.

Second, it is a goal of this plan to allow for adaptation of the policies on a regional basis, and for cooperation of local governments in adapting the plan to their needs through the decision making process.

Third, it is a goal of this plan to encourage Alaskans to assess the change that is occurring in the world, Alaska and their community, and to cooperate with DOT&PF in responding to it. Some of the changes identified during public participation events are:

CHANGE IN ALASKA

Increased population in both urban and rural areas demanding more transportation facilities;

Changing employment patterns and trends, shifting the frequency and type of transportation needed;

Growth in rural and remote parts of the state, spreading the demand for transportation facilities over more area;

Declining oil revenues which increase the challenge to diversify Alaska's economy while maintaining existing facilities;

Increasing demand for a variety of transportation forms, ranging from moving bulk co nmodities to improving pedestrian systems;

Evolution of Native tribal organizations;

Growing public awareness of social, environmental and land-use problems related to transportation;

Evolving political change at the international, national, state and local levels;

Land ownership and right-of-way patterns which affect urban and rural project development;

Technological change, ranging from telecommunication alternatives to travel to increasing fuel efficiency of aircraft.

Increasing importance of connections among transportation modes as part of the transportation system.

Fourth, it should be a goal of this plan to assure that project selection is primarily and fundamentally about problem identification and problem solving, and secondarily about project design and construction.

And fifth, it should be a goal of this plan to clearly distinguish those projects that have statewide interest. While some projects may be of local or regional concern, others may affect the state as a whole or the statewide transportation system and they should be noted.

ISTEA Requirements for This Plan

ISTEA requires that the SwTP meet a range of requirements. Nine of the major requirements, and introductory comments about how we have addressed them, follow.

1. The plan must be intermodal in focus. To meet this requirement we have attempted in writing the plan and policies to be "mode neutral." Also, we have attempted to develop processes which encourage consideration of and coordination among modes and provides equal opportunity for all interested parties to influence the plan.

2. The act requires that the plan look forward at least 20 years. In response we have tried to write policies and processes that look to the long-term health of the statewide transportation system, not to a short-term project or problem.

3. ISTEA identifies 23 "transportation planning factors" which are to be considered as appropriate in development of the statewide plan. These factors, which reflect Congressional intent, require states to be aware of the broad context and effects of transportation decisions. We have

incorporated each of the factors into one or more of the transportation policies presented in Chapter 3. The degree of consideration and analysis of these factors, as emphasized in ISTEA, should relate to the local, regional and state context.

TRANSPORTATION PLANNING FACTORS

Needs Identified by the Management Systems
Energy Use Goals Established by Federal, State or Local Governments
Bicycle Facilities and Pedestrian Walkways
International Border Crossings and Intermodal Access to Major Attractions
Transportation Needs of Non-metropolitan Areas
Metropolitan Area Plans (Anchorage)
Metropolitan Connectivity
Recreational Travel and Tourism
State Water Pollution Control and Coastal Zone Plans
Transportation System Management and Investment Strategies
Maximizing Use of Existing Facilities
Concerns of Indian Tribal Government Having Jurisdiction Over Lands
Social, Economic, Energy and Environmental Effects of Transportation Decisions
Traffic Congestion Reduction and Prevention
Transit Enhancement and Expansion
Consistency of Transportation/Land Use Decisions
Transportation Enhancements and Opportunities
Innovative Financing Opportunities
Right-of-Way Preservation
Long-Range Needs
Efficient Movement of Commercial Vehicles
Life-Cycle Cost Analysis for Design of Bridges, Tunnels and Pavements
Coordination with Metropolitan Plans for National Highway System Elements
Investment Strategies for Rural and Urban Economic Growth

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4. The SwTP is required to contain an element on "bicycle transportation, pedestrian walkways and trails" which is integrated with the larger SwTP. The plan meets this requirement with the "Alaska Bicycle and Pedestrian Plan" (in Appendix A) which is integrated through specific policies and criteria, and in the coordination phase of decision-making process discussed in Chapter 4.

5. The SwTP must be coordinated with the Long-Term Transportation Plan prepared by any Metropolitan Planning Organizations (MPOs) in the

state. Anchorage is the only MPO in Alaska and the Alaska Metropolitan Area Transportation Study (AMATS) is the official planning entity. Coordination of this plan and the Anchorage plan will occur through the process outlined in Chapter 4, and through joint state/local membership on AMATS.

6. The Act requires local communities to be involved in a "proactive, early and continuing" process of development of the SwTP. The Public Involvement Plan (PIP) can be found in Appendix C.

7. The plan must be coordinated with other planning studies and planning organizations, including Federal agencies and Indian tribal governments having jurisdiction of lands within the state. This requirement is achieved through a coordination process identified in Chapter 4.

The DOT&PF is preparing under separate cover a third edition of "Who's Planning Alaska." This inventory will contain a comprehensive listing and description of current land use plans, federal and state public lands management plans, Native corporation studies, and environmental, economic, emergency and other plans which affect or may be affected by transportation planning in Alaska. This inventory will be completed by March 1995.

The second inventory, also under separate cover and developed with support from the University of Alaska Southeast, is titled "Alaska Transportation History: Plans and Reports." This inventory will have a broad, intermodal focus and will link the SwTP to other significant transportation studies in Alaska and the region. The inventory will catalog and abstract the "active" planning and project reports prepared by DOT&PF and other transportation-related organizations, such as the Corps of Engineers.

8. The plan must contain information on the availability of financial resources to carry out the plan. Background on transportation financing sources is found in Chapter 2. The annual process of determining the availability of financial resources is developed in Chapter 4.

9. The plan must incorporate information from six "transportation management systems:" highway pavement, bridges, highway safety, traffic congestion, public transportation facilities and equipment, and intermodal transportation facilities and systems. These systems involve DOT&PF staff in gathering data and providing analysis of the status of each of the systems. Information from the systems leads directly to project proposals, as noted in Chapter 4.

Chapter 2

THE DOT&PF ORGANIZATION AND DECISION-MAKING PROCESS

DOT&PF Organization

The organizational structure and decision-making process of DOT&PF must be coordinated with the policies and process developed in this plan. In addition to highways, DOT&PF manages the Alaska Marine Highway System, the Anchorage and Fairbanks International Airports, 300 additional public airports, public harbors and ports. The Commissioner serves on the Board of Directors of the Alaska Railroad.

The Office of the Commissioner, which provides overall direction for the agency, is located at the agency headquarters in Juneau. The operations of the agency occur in three regional offices: Northern, with offices in Fairbanks; Central, with offices in Anchorage; and, Southeast, with offices in Juneau. The Alaska Marine Highway System is managed by offices in Juneau while the Statewide Aviation System is managed by offices in Anchorage. International airports are managed by the regional offices.

The decision-making process to select construction projects has four basic steps. In each of the steps certain activities are performed and certain products are produced.

Step One

In the first step a comprehensive list of transportation needs is assembled, titled "Six-Year Transportation Needs and Priorities in Alaska," called the "Needs List." This list is updated annually. The most recent list was completed in November of 1994 and includes three categories of needs: federal aid surface transportation needs and priorities, federal aid airport transportation needs and priorities, and state funded transportation needs and priorities.

The list is assembled from proposals submitted primarily by DOT&PF staff and local governments, but also by other interested parties. The proposals are evaluated and assigned a priority rank from 1 (high) to 4 (low). When lists are complete at the regional level they are assembled into a composite list at headquarters. This list is multi-modal and is not fiscally constrained; typically the costs to address the identified transportation needs far exceed the available funds.

Step Two

The second step involves coordination with two other, more specific, sources of information about projects. The first are five modal plans:

Alaska Highway System Plan
Alaska Aviation System Plan
Alaska Ports and Harbors Plan
Alaska Marine Highway System Plan
Alaska Rail Plan

These plans establish goals, identify needs, provide an inventory of each mode's system, propose a program of projects, and provide a financing plan. The Aviation System Plan contains a description of needs and project ranking criteria.

A second source of information about projects comes from coordination with transportation planning done by the Anchorage MPO and other local communities. The Long Range Transportation Plan (LRTP) prepared by AMATS identifies direction for the transportation system within the planning area. The AMATS group that conducts transportation planning for Anchorage includes both municipal and state transportation officials. Many smaller communities carry out planning efforts to identify needs that are analyzed for inclusion in the Needs List.

Step Three

In this step, new projects are introduced through several mechanisms, and

the review of program funding begins. The AMATS process for Anchorage develops a "transportation improvement plan" or TIP which identifies projects for federal highway funding in the MPO.

The primary source of new projects in this step are the "transportation management systems." The management systems involve systematic process of: identification of performance measures, data collection and analysis, determination of needs, evaluation and selection of appropriate strategies/actions to address the needs; and evaluation of the effectiveness of the implemented strategies/actions (23 CFR 500.626). Projects identified by the management systems also become part of the Needs List.

Another source of projects are those identified in other FHWA or transportation-related agency programs. Other federal funding programs which may initiate projects including the Bureau of Indian Affairs' Indian Reservation Roads program, the Bureau of Land Management's Federal Lands Highway Program, and the National Park Service's Park Roads and Parkways Program. In addition, the State produces the Airport Improvement Program (AIP) for Federal Aviation Administration (FAA) funding for airport improvements, and the US Army Corps of Engineers provides funding for some harbor and marine related projects. The State of Alaska also provides transportation funding as part of its Capital Improvement Program and local governments may support specific projects with funding.

Step Four

The two primary products of this step are the Statewide Transportation Improvement Program, called the STIP, and the department's Capital Improvement Program (CIP) request to the state Legislature.

The STIP, as discussed earlier, is submitted to the FHWA for approval. Although the STIP covers a three-year period, the STIP is submitted annually, with other amendments proposed by agency as needed. The STIP is financially constrained and contains those projects which spend federal highway funds. The STIP contains surface transportation projects - including surface roads, highways and enhancements, transit, and marine highway projects. The STIP is created from projects identified in the Needs List.

In addition to the STIP, a CIP is submitted to the state legislature for approval. Included in the CIP request is the STIP, the Airport Improvement Program (AIP), the Harbors Improvement Program (HIP), a list of proposed state-funded projects, and a list of other federally funded projects. The legislature may include projects on the CIP that are not in the STIP. Projects not in the STIP, however, are not eligible for federal

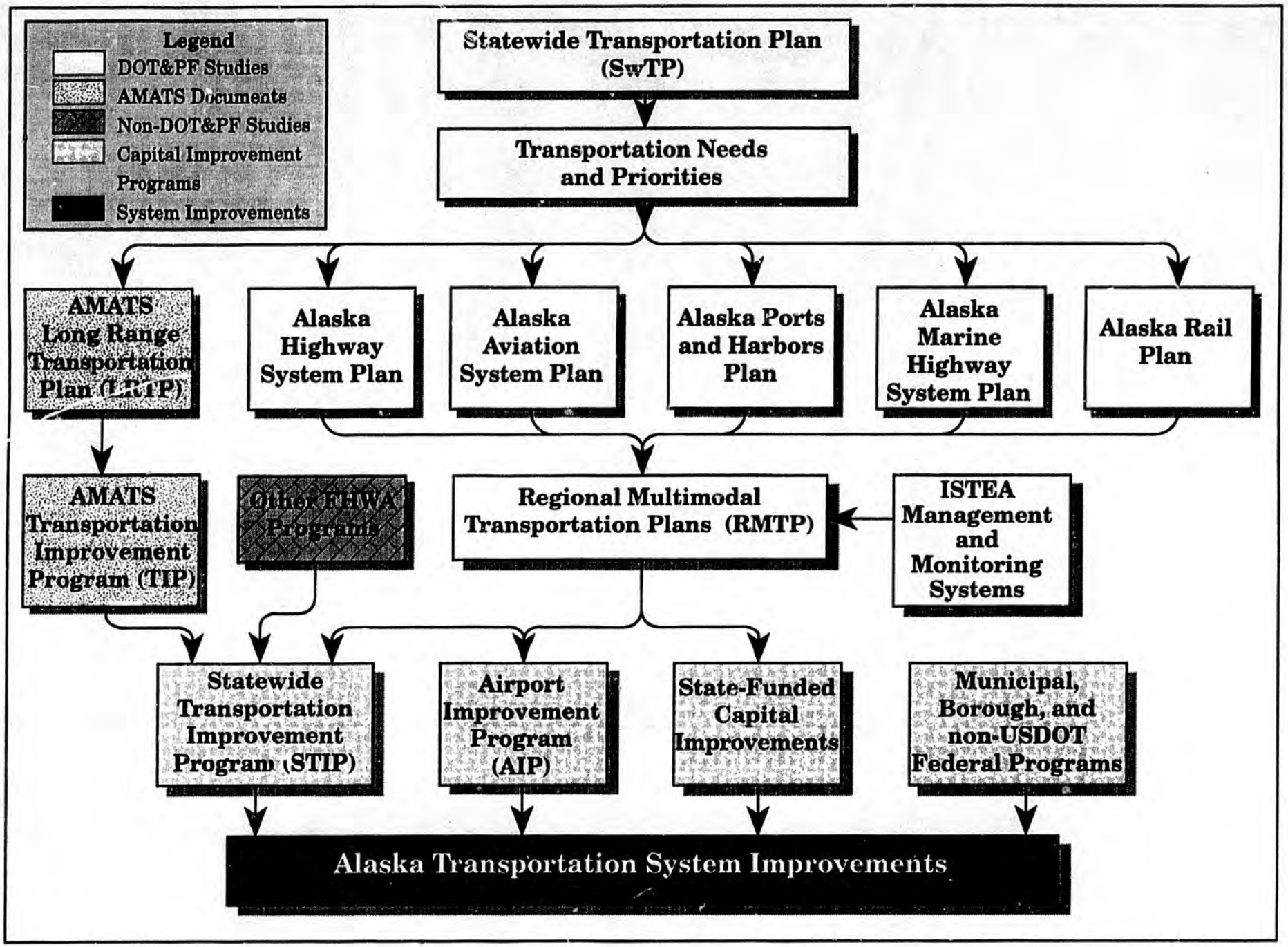

Legend
DOT&PF Studies
AMATS Documents
Non-DOT&PF Studies
Capital Improvement Programs
System Improvements
Statewide Transportation Plan (SwTP)
Transportation Needs and Priorities
AMATS Long Range Transportation Plan (LRTP)
Alaska Highway System Plan
Alaska Aviation System Plan
Alaska Ports and Harbors Plan
Alaska Marine Highway System Plan
Alaska Rail Plan
AMATS Transportation Improvement Program (TIP)
Other FHWA Programs
Regional Multimodal Transportation Plans (RMTP)
ISTEA Management and Monitoring Systems
Statewide Transportation Improvement Program (STIP)
Airport Improvement Program (AIP)
State-Funded Capital Improvements
Municipal, Borough, and non-USDOT Federal Programs
Alaska Transportation System Improvements

Figure 1

funding. Projects not on the CIP may not be constructed.

A final element in this step is the annual Construction Season Forecast. Working from the CIP, a list of work projects for the coming calendar year is assembled. This list is fiscally constrained and is modified as necessary during the year by emergencies and unexpected contingencies.

The relationship of the Statewide Transportation Plan to other transportation plans and the capital improvement process is shown in figure 1. The SwTP is the foundation document which is to guide the formulation of the Needs List. This list is then to guide the STIP, the AIP and the HIP. These three documents are proposed to the legislature in the development of the CIP. The construction season forecast is developed from the CIP and federal programs.

As noted, in the diagram, the programs are on different fiscal years. The federal fiscal year (e.g. STIP) is from October 1 to September 30, the state fiscal year (CIP) is from July 1 to June 30, and the annual construction season forecast is based on the calendar year. Scheduling of activities to prevent missed construction seasons is critical.

Chapter 3

STATEWIDE TRANSPORTATION POLICIES

The following policies were developed from state statutes, ISTEA guidelines and factors, and the public involvement activities held to date. The policies, which are not ranked, are presented under two general headings: Statewide Policies and Process/System Policies.

Statewide Policies

Access, Connection and Capacity

The policies in this section focus directly on the basic intent and operations of the transportation system.

Access to Basic Needs

The State is mandated to develop and maintain a statewide transportation system that:

a. Protects citizens from loss of life or injury, or loss of property;

b. Provides citizens with access to clean water, sanitation and other basic public services;

c. Connects citizens with basic public and private services, including hospitals, schools, law enforcement, and markets;

d. Provides to the extent practical access to major destinations by the most efficient means.

Access to Key Destinations

It is the policy of the State of Alaska to develop and maintain access to:

a. Key destinations within Alaska, including between metropolitan areas, ports and airports, and to resource areas;

b. Key destinations outside Alaska, including the continental road system, international aviation network, and marine transport systems.

c. Build new access facilities which generate economic growth to support community development and to help support maintenance of the facility.

Commercial Transportation

It is the policy of the State of Alaska to support commercial transportation of people and goods, by:

a. Identifying short, intermediate and long-range needs of the commercial transportation industry;

b. Examining obstacles and developing opportunities to improve efficiencies in commercial transportation, including effort to modify regulations, statutes, and capital or maintenance investments;

c. Developing a comprehensive, intermodal transportation system that supports productive competition among commercial carriers in Alaska.

Economic Growth

The policies in this section focus on improving the economic well-being of the people of Alaska. Many of the policies stem from fundamental needs for transportation services across the state.

Priority Destinations

It is the policy of the State of Alaska to work with local officials in a consultative process to:

a. Establish as the highest priority access to basic services and conditions necessary for economic development to occur;

b. Establish as the second-level priority access to destinations of economic value;

c. Identify improvements to transportation facilities that support development, use, and management of renewable and non-renewable resources.

Network Roads, Access, and Corridors

It is the policy of the State of Alaska to work in a consultative process with communities across Alaska to:

a. Identify desired roads, access or corridors between communities, if any;

b. Identify transportation facilities appropriate to the situation, including alternative modes or project types such as winter trails;

c. Recognize and support the transportation needs of subsistence and mixed economies.

Access to Private and Public Lands

It is the policy of the State of Alaska to work in a consultative process with private land holders, including: Native corporations, village and Tribal representatives, and public land management agencies, as appropriate, to:

a. Improve land planning and management coordination as it relates to transportation across the state;

b. Support access to private lands where such access is desired and analysis indicates public benefits justify state participation;

c. Identify and provide access to public lands.

Process/System Policies

Capacity

It is the policy of the State of Alaska to maintain capacity and reduce congestion on existing transportation ways or facilities by:

a. Modifying existing facilities or user behavior, including reduction in use of single-occupant vehicles where appropriate, to accommodate increased demand;

b. Constructing new access, connections or capacity where other alternatives do not adequately reduce congestion;

c. Responding to areas with air-quality problems (nonattainment areas) by following provisions of the Clean Air Act which provides for alternative strategies of reducing pollution.

Construction Priority

It is the policy of the State of Alaska to:

a. Preserve existing transportation facilities for public use;

b. Design and build projects which minimize maintenance costs;

c. Build new facilities or reconstruct existing facilities to preserve and protect the public's health and safety;

Rights-of-Way

It is the policy of the State of Alaska to reserve rights-of-way for future transportation needs by:

a. Identifying unused ROWs which may be needed in the future, including RS 2477s;

b. Identifying transportation corridors where ROW access may be needed;

c. Developing and implementing strategies to protect identified ROWs and easements;

d. Developing sufficient right of way and associated easements in and along transportation corridors to satisfy foreseeable transportation needs, including sufficient areas for public safety.

Community, Environment, and Coordination

The policies in this section concern coordination of transportation planning with a variety of levels of government, from the informal neighborhood to federal agencies, and with certain national and state policy issues.

Neighborhoods and Communities

It is the policy of the State of Alaska to:

a. Preserve existing neighborhoods and communities to the maximum extent possible when planning, designing, constructing and operating transportation facilities;

b. Consider the local municipal government as the official representative of the neighborhood in the design phase of project implementation;

c. Work with neighborhoods and communities to develop community-based planning and design.

Metropolitan Planning

It is the policy of the State of Alaska to encourage coordination of metropolitan area transportation planning by:

a. Continuing a proactive process of coordinating area metropolitan land use plans and transit plans with the needs list;

b. Developing procedures for resolution of cross-jurisdictional issues;

c. Developing a current library of plans that are in effect or may provide a resource for further planning or coordination.

State and Federal Planning

It is the policy of the State of Alaska to:

a. Coordinate this plan with other state and federal planning, such as state area plans and coastal management plans;

b. Develop this plan with recognition of relevant state and federal permit processes.

Energy and Environment

It is the policy of the State of Alaska to promote energy conservation and environmental quality, by:

a. Complying with relevant energy- and environment-related federal, state and local policies;

b. Promoting and selecting projects that demonstrate compliance with federal, state, and local energy conservation policies and protection of environmental values;

c. Expanding the range of transit services available to communities and enhance the use of these services.

d. Coordinating with all state plans prepared under the Clean Water Act.

Transportation Enhancements

Transportation enhancements, as defined in ISTEA, must meet two criteria and fit at least one of the ten categories.

Criteria 1. Be over and above normal transportation project design features;

Criteria 2. Have a direct relationship to transportation systems, in terms of function, proximity or impact.

Categories:

1. provision of facilities for pedestrians and bicycles
2. acquisition of scenic easements and historic sites
3. scenic or historic highway programs
4. landscape and other scenic beautification
5. historic preservation
6. rehabilitation and operation of historic transportation buildings, structures or facilities
7. preservation of abandoned railway corridors
8. control and removal of outdoor advertising
9. archaeological planning and research

10. mitigation of water pollution due to highway runoff

It is the policy of the State of Alaska to:

a. Identify and implement transportation enhancements where appropriate throughout the state;

b Coordinate location of transportation enhancements including scenic easements, historic sites, and trailheads.

Management Systems

It is the policy of the State of Alaska to implement appropriate management systems that help measure facility condition and performance with the intent of identifying projects which may be incorporated into the STIP.

Financing Transportation

It is the policy of the State of Alaska to:

a. Explore development of innovative mechanisms for project financing, including value-capture pricing, tolls, and congestion pricing.

b. Use life-cycle cost analysis in the selection of types of pavements, bridges and tunnels.

c. Invest in transportation facilities which support rural economic growth to provide tax support for maintenance and operation.

d. Invest in state and local roads that support state and federal land management, including tourism and recreation development which can support either or both construction or maintenance costs.

Chapter 4

CRITERIA AND DECISION-MAKING PROCESS

This chapter describes criteria and use of these criteria in selection of projects. The process is designed to help achieve a number of goals and policies discussed previously, including: focus on the problem; critical analysis of alternative solutions; coordination among various planning institutions; and extensive participation by the public, local government and affected parties.

Overview of Decision-Making Process

The process for developing criteria and selecting projects involves three steps: problem identification, solution development, and project programming. The process incorporates all aspects of the existing "three-step" model. The steps and their major products are:

STEP ONE	STEP TWO	STEP THREE
Problem Identification	**Solution Development**	**Project Programming**
ACTIVITY		
Needs List Development Screening Criteria	-Data Collection/Analysis Coordination -Alternative Development and Selection -Scoring Criteria	Coordination
PRODUCT		
Needs List	STIP List AIP List HIP List	Construction Season Forecast

The level of participation in decision making varies. For projects in the STIP which involve local communities, the "cooperation" level is required. "Cooperation" is defined as "the parties involved in carrying out the planning ... work together to achieve a common goal...." For projects on the national highway system the required level of participation is "consultation" - which involves conferring with and considering public views.

Step One: Problem Identification

The process begins with a request for proposals for the Needs List. Proposals are requested of local governments and other interested parties as well as from DOT&PF offices dealing with maintenance, operations, design and construction.

The list, however, will not be about projects, but will be about transportation problems. For example, rather than proposing a road between two destinations, a project proponent would describe the need in terms of a problem or desired outcome. Thus, rather than describe a project, such as a road, proponents would describe a problem, such as the need to move fresh fish from a dock to an airport in a timely way during the summer season.

The Needs List would provide two major benefits. First, the answer to the question: "Why should we invest in this project?" will be provided. Second, there is no "jumping to conclusions" or selecting a transportation mode before the problem is clearly defined and coordinated with existing plans and studies.

To initiate this process, a packet of material will be sent to guide project proponents in making their proposal. The packet will contain information about the process as well as guidelines and examples about how to present their needs. Included in the packet will be a set of "screening criteria" to help proponents relate their need to the statewide transportation policies contained in this document. At the close of the open "request for proposals" period, the projects will be ranked using the criteria and policies contained in this plan.

After this ranking is reviewed, an initial, but not final, determination of priority will be made. In the ranking, other problems will be considered from other sources, such as needs identified by the transportation management systems, needs identified as part of master and modal plans, feasibility, scoping, and site-specific studies. A combined list of these needs shall be presented in a unified list; the list would not be fiscally

constrained. The Commissioner will make an initial determination on the priority rank of needs. The list will be distributed, as guided by the public involvement procedure, or PIP (see Chapter 5). This draft list will serve to alert communities as to where their proposals are tentatively ranked.

Step Two: Solution Development

In this proposed process, the solution development step will include three activities: data collection and analysis, coordination, and alternative development and selection.

Data Collection and Analysis

Following distribution of the draft Needs List, a file of information related to the problem will be developed. The file may include information from communities (such as surveys or planning documents), from the management systems, or from other land, resource or facility plans. In some cases new information may be needed to be collected to provide sufficient information for analysis.

The file shall include both quantitative and qualitative data as necessary to address the range of social, economic, and environmental concerns in the transportation policies. The information shall be "traded" among participants in a form that is clear and understandable to the public, and relates directly to the problem. The data will be analyzed for ideas about solutions.

Coordination

Before developing alternatives, linkages between the problem on the Needs List and other planning or activity in the area will be investigated. ISTEA code (at 23 CFR 450.210) requires states to cooperate with participating organizations such as AMATS; local governments and Indian tribal governments having jurisdiction over lands within the state; environmental, resource and permit agencies; among others. The code also states that the degree of coordination should be based on the scale and complexity of issues surrounding the project. To encourage participation, the draft Needs List shall be widely distributed with requests for coordination. Opportunities or problems with coordination shall be incorporated into the project file.

At this point in the process, a major effort to assure coordination of projects within geographic areas and across modes will be conducted. The modal plans and the regional corridors should be of value in identifying coordination needs and opportunities.

Alternative Development and Selection

At this stage a proposed solution to each problem will be developed. The solution shall be described by mode and general type of activity or construction required. At the least, the range of alternatives considered should include the "do nothing" alternative. Location studies, feasibility studies, master plans, regional plans, and site studies will be analyzed where they exist. Each alternative should be accompanied by a cost estimate approved by DOT&PF or appropriate professional engineer.

With this information, the Needs List will be supplemented so that it now includes a problem statement and proposed solution. At this point a second, more specific, set of criteria - the "scoring criteria" - will be used to evaluate the proposals. From the scores the Commissioner will make a final determination and a priority list of projects will be created-- a final "Needs List" which will be distributed according to the Public Involvement Program (PIP). Using the final Needs List, a draft STIP will be developed for public review. The final STIP will be submitted to the FHWA and then to the state legislature as a part of the CIP.

Step Three: Project Programming

With the approved STIP and a CIP from the legislature in hand, a "construction season forecast" will be prepared. The goal of this step is the identification of a specific list of projects and activities for funding in the following year. The activities may range from project planning and permitting, to survey and design, to right of way acquisition and site preparation, to construction. Development considerations relating approved projects drive the construction season forecast.

Screening and Scoring

Projects will be screened and scored using the policies in this plan, which are developed from ISTEA and its factors as modified by state statutes.

LINKAGE OF CRITERIA TO ISTEA AND DOT&PF MISSION

ISTEA "factors"
DOT&PF Mission/Goals

→ SwTP Policies

→ Screening Criteria

→ Scoring Criteria

Projects on the Needs List will receive a final ranking using the following priorities:

Priority One:
Projects that meet basic public health and safety needs

Priority Two
Projects that preserve the existing transportation system

Priority Three
Projects that will result in reduced operating costs for the state

Priority Four
Projects that provide access to resource development, including tourism

The top-ranked priorities of the Needs List, and projects required to meet state and federal mandates, will be considered in development of the STIP. Review and revision of the priorities and selection process will occur on an annual basis as necessary to ensure conformance with statewide transportation policies and state and federal mandates.

Calendar of Activity

The calendar of activity is constrained by the fiscal years and deadlines of the various agencies involved in the process. The process would follow the schedule shown.

JAN	FEB	MAR	APR	MAY	JUN	JUL	AUG	SEP	OCT
Project Lists									
Initiate Needs List		Complete Needs List			Draft STIP List to Public		Final STIP List to FHWA		
	Draft Needs List to Public								
Criteria									
Review Screening Criteria		Review Scoring Criteria							
	Complete Screening Criteria			Complete Scoring Criteria					
Key Dates									
Annual Construction Season Begins						State Fiscal Year Ends/Begins		Federal Fiscal Year End/Begins	
					Capital Improvement Plan Approved				

The schedule repeats each year.

Chapter 5

PUBLIC INVOLVEMENT PROCEDURE

A public involvement procedure (PIP) has been established to involve the public in transportation planning. The PIP (Appendix C) provides for broad public involvement which is proactive, continuing, with full public access to decision making. Timely public notice of activities and draft documents, and consideration of the needs of the "traditionally underserved" will be given

Participation Goals

The DOT&PF has identified the following participation goals (DOT&PF 1994(b)).

1. To be proactive and provide information, timely public notice, access to key decisions and technical and policy information, and opportunities for early and continuing involvement;

2. To consider and respond to public comment during the planning and program development process;

3. To seek out and consider the needs of those traditionally underserved by existing transportation systems; and

4. To periodically review the public involvement process to ensure its effectiveness.

In addition, it is recognized that people near the project often have particular knowledge of the problem and perspectives about solutions. Participation of affected parties in the decision-making process typically

reduces conflict and increases benefits of projects.

ISTEA is specific about the level of involvement expected. For projects on the STIP which involve local communities, the level of participation is designated as "cooperation." Cooperation is defined as: "the parties involved in carrying out the planning ... work together to achieve a common goal...." For projects on the national highway system the required level of participation is lower - "consultation." Consultation requires conferring with and considering public views.

Of particular interest in this process is cooperation between the public and the State of Alaska. State officials have specific and valuable information about transportation systems and alternatives and will be involved with the public in an interactive, educational process.

Unorganized Borough

Local governments are one of the primary participants in the SwTP process. In the unorganized borough, however, the lack of a local government entity often means the lack of participation. DOT&PF will continue to be involved in making contact with communities of all sizes to ensure that local needs in this area are identified as a part of the Statewide planning process..

In the completion of the SwTP, particularly the screening and scoring criteria, it will be essential but difficult to develop quality participation from the unorganized borough. Extra effort will be given to distributing information about the process in the unorganized borough through other entities, such as village councils.

APPENDICES

A. Alaska Bicycle and Pedestrian Plan (attached)

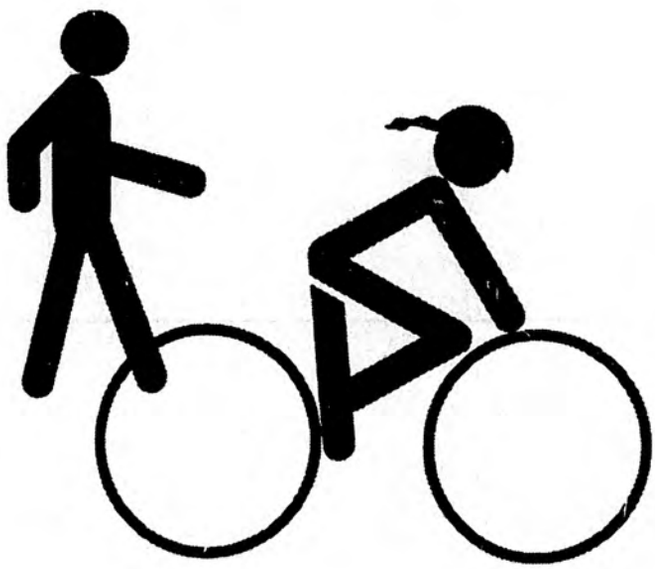
B. Transportation Corridors of Statewide Interest (attached)

C. Public Involvement Plan (attached)

APPENDIX A

ALASKA BICYCLE AND PEDESTRIAN PLAN

An Integral Part of
VISION 2020:
Alaska's Long-Range Statewide Transportation Plan



Public Review Draft

November 18, 1994

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Alaska Department of Transportation and Public Facilities

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Alaska Bicycle & Pedestrian Plan

"It is the policy of the State of Alaska to promote the increased use and safety of bicycling and walking as year-round transportation choices by giving them full consideration in the planning, design, construction and maintenance of transportation facilities."

Michael A. Barton
Commissioner
Alaska DOT&PF
November 1994

"It is Federal transportation policy to promote increased use of bicycling, and encourage planners and engineers to accommodate bicycle and pedestrian needs in designing transportation facilities for urban and suburban areas."

"It is Federal transportation policy to increase pedestrian safety through public information and improved crosswalk design, signaling, school crossings, and sidewalks."

Moving America
New Directions, New Opportunities
A Statement of National Transportation Policy
Strategies for Action
February 1990

"The policies of encouraging the increased use and safety of bicycling and walking have been endorsed by the Secretary (of Transportation.) I would like to reiterate our enthusiastic support of bicycling and walking as legitimate transportation modes, and request our field offices' continued assistance in carrying out this policy."

Rodney E. Slater
FHWA Administrator
May 9, 1994

DRAFT
Alaska Bicycl~ and Pedestrian Plan

INTRODUCTION

The purpose of the Alaska Bicycle & Pedestrian Plan, an integral part of *Vision 2020:* Alaska's Long Range Statewide Transportation Plan, is to present a framework for a practical, workable Bicycle/Pedestrian program in the State of Alaska. The Intermodal Surface Transportation Efficiency Act of 1991 (ISTEA), requires each state to incorporate a long-term bicycle & pedestrian plan into its long range transportation plan. While the focus of this plan is on bicycles and pedestrians, we recognize that many of the facilities provided for these modes are readily usable by other forms of transportation such as in-line skating, equestrians, Nordic skiing, and, depending on local ordinances and season: snowmobiles or all-terrain vehicles.

By providing safe, well-designed, all-season paths, trails, lanes, sidewalks and other facilities, this plan is intended to develop practical non-motorized transportation alternatives - primarily to the use of motorized single-occupant vehicles (SOV). In conjunction with other transportation choices, this can reduce congestion on our more heavily-traveled roads, reduce air and water pollution, and in general improve the quality of life in Alaska.

Despite Alaska's northern climate, non-motorized transportation such as bicycling and walking can be a viable transportation choice. For example, a small group of bicyclists in Fairbanks do not allow sub-zero temperatures to deter them. But deep snow berms at the edge of the road, where they normally would ride, frustrate not only these hardy cyclists but pedestrians as well. Virtually all transportation trips involve, at some point, a pedestrian element. For some, this pedestrian element may be in a wheelchair or with some other assistive device. Planning and designing transportation systems that allow each individual to make the transportation modal choice that best suits them is one of the goals of the transportation department.

By referring to this document, an individual will find the goals of the Alaska Bicycle & Pedestrian Program, specific steps that will accomplish those goals, and steps that lead to selection and funding of a particular bicycle or pedestrian project.

I. NON-MOTORIZED TRANSPORTATION IN ALASKA

THE PEOPLE

1. The Cyclists

The FHWA publication "Selecting Roadway Design Treatments to Accommodate Bicycles," January 1994, divides bicyclists into three broad groups:

Group A - Advanced Bicyclists:

These are experienced riders who can operate under most traffic conditions. They comprise the majority of the current users of collector and arterial streets and are best served by the following:

direct access to destinations usually via the existing street and highway system;
the opportunity to operate at maximum speed with minimum delays; and
sufficient operating space on the roadway or shoulder to reduce the need for either the bicyclist or the motor vehicle operator to change position when passing.

Group B - Basic Bicyclists:

These are casual or new adult and teenage riders who are less confident of their ability to operate in traffic without special provisions for bicycles. Some will develop greater skills and progress to the advanced level, but there will always be many millions of basic bicyclists. They prefer:

comfortable access to destinations, preferably by a direct route, using either low-speed, low traffic-volume streets or designated bicycle facilities; and
well-defined separation of bicycles and motor vehicles on arterial and collector streets (bike lanes or shoulders) or separate bike paths.

Group C - Children:

These are pre-teen riders whose roadway use is initially monitored by parents. Eventually they are accorded independent access to the system. They and their parents prefer the following:

access to key destinations surrounding residential areas, including schools, recreation facilities, shopping, or other residential areas;
residential streets with low motor vehicle speed limits and volumes;
well-defined separation of bicycles and motor vehicles on arterial and collector streets or separate bike paths;
rural bicycle/pedestrian needs are similar to their urban cousins, but traffic volumes, both of bicyclists and motor vehicles, are lower. Shared roadways may be sufficient on low-volume collectors and local roads within communities,

but some sort of separation - bike lane, path, or designated shoulder - is necessary on rural arterials and collectors.

2. The Pedestrians

Pedestrians, like bicyclists, vary widely in their abilities. Their descriptions would vary as much as descriptions of the general population because all of us are pedestrians. Virtually all travel trips at one point or another include a pedestrian element. It could be as little as the walk from the front door to the car in the driveway and from the parking place to the office. For others it could be an eight-mile run from home to the office. For most of us, however, it's running errands to nearby businesses at lunch or after work, or a trip to a shopping center near home. According to the 1990 National Personal Transportation Study the average walking trip length is 0.6 mile. The 1990 Census found that four percent of all adult workers commute to work on foot. Comparable figures for Alaska are not available.

In developing plans and programs to meet the needs of pedestrians we must keep in mind not only the "typical" or "average" person, but nearly any other category one could define. For example, the elderly, the young, the poor, and people with disabilities all have different needs and concerns.

3. The Numbers

The level of bicycle and pedestrian activity in Alaska has not been accurately measured. We do know, according to a 1992 statewide survey conducted by Alaska State Parks, that nearly 80% of Alaskan households have one or more bicycles. According to the same survey, over 60% of Alaskans biked or walked for recreation in 1991. Walking and biking are among Alaska's more popular recreational activities, with participation in each having significantly increased since 1979, when a similar survey was conducted.

According to the 1990 National Personal Transportation Study , 7.9% of all travel trips nationwide are now made by bicycling and walking. Overall, 7.2% of all trips were by walking and 0.7% by bicycling. We were unable to find comparable figures for Alaska. The size of the 1990 survey sample in Alaska was too small to provide meaningful numbers for analysis of our situation. Given our climate and the sprawling nature of our largest cities, we can assume that the total percentage of trips in Alaska made by bicycles and pedestrians now is somewhat lower than the national average, probably in the 4-5% range.

4. Special Needs

a. Winter travel

(1) Cyclists in winter

Despite Alaska's severe winter weather, a small but growing number of individuals continue to use their bicycles year-round for commuting, errands and other uses. According to many winter cyclists, a key limiting factor to greater winter bicycle use is not necessarily low temperatures or high snowfall, but road maintenance practices in which snow plowed from roadways is left on shoulders - blocking the areas normally used by cyclists. Cyclists are then forced into narrowed traffic lanes shared by motor vehicles. The problem for cyclists is compounded when separated trails and paths are not cleared of snow - forcing them to use the roads. In many municipalities trails are left unplowed to save on maintenance costs and to allow for use by cross-country skiers or by ATVs and snowmachines. Winter darkness, often coupled with heavy rain or snowfall, reduces visibility - making proper lighting, reflectors and reflective clothing even more important for cyclists. Winter darkness also emphasizes the need for cyclists to obey traffic laws. Cyclists are less likely to become involved in accidents and receive injuries if they follow the rules and ride where motor vehicle operators will be looking for other traffic.

(2) Pedestrians in winter

Winter pedestrians face many of the same problems as winter cyclists. Winter maintenance practices or road designs often leave pedestrians no place to walk except in roadways. Snow piled at crossings makes it difficult, if not impossible for some pedestrians, to cross properly. Signal buttons are often blocked by snow, as are bus stops and sidewalks. Winter darkness makes pedestrians more difficult to see, therefore pedestrians must be more alert to dangers. Where the numbers of cyclists will decrease significantly in winter, the numbers of pedestrians remain relatively constant. People still need to run errands or walk from the parking lot to work in winter.

Most municipalities require adjacent property owners to clear sidewalks of snow. Some property owners skirt the ordinances by clearing only a portion of their sidewalk, piling snow at the curb. Others are frustrated by clearing their sidewalks only to see road maintenance crews come by later

and pile snow back on the recently cleared sidewalk. Some municipalities include sidewalk clearing as part of their regular winter road maintenance of business districts, but often sidewalks are last on the list - after the roads are cleared.

b. ATV's, snowmobiles

Alaska is unlike other states in that all-terrain vehicles (ATVs) and snowmobiles are used for basic transportation in much of the state for a significant part of the year. Generally, ATV use is year-round while snowmobile use is seasonal. These vehicles are prohibited from roadways except to cross. This rule is often ignored in rural communities that are not on the inter-connected highway system. Sometimes conflicts arise through the mix of motorized and non-motorized vehicles on trails, especially when motorized vehicles are driven at high speeds. Often, enforcement is lacking along trails when local police officials do not have the proper equipment to use the trails.

c. Rural vs. Urban needs

While rural traffic volumes are generally lower than urban traffic volumes, the percentage of bicycle and pedestrian users is often higher. Rural communities typically cover relatively small areas; the distances from home to work, shopping or school are well within the comfort level and ability of most cyclists or pedestrians. Many communities with industries that attract young seasonal workers such as fish processing and tourism see a proliferation of bicycles in the summer months - more so than the year-round population would suggest. With lower motor vehicle volumes and speeds in rural areas, cyclists and pedestrians are less "intimidated" and more willing walk or cycle. Facilities for cyclists and pedestrians are more likely to be shared roadways than separate trails, lanes or sidewalks. Rural roads are less likely to be paved than in urban roads. In rural areas with paved highways, the paved shoulders may serve local cyclists and pedestrians. As noted in the previous section, rural areas see a greater proportion of ATVs and snowmobiles used for basic transportation, although motor vehicle use is increasing.

d. Handicapped access

It is the policy of DOTPF to provide facilities that are accessible to the disabled on all projects constructed after January 26, 1993. This doesn't mean that pedestrian facilities are required on every project, only that if a pedestrian facility is

provided, then it must be accessible to the disabled. Even before the passage of the Americans with Disabilities Act (ADA) in 1990, Alaska had begun improving its transportation system to allow smooth access by those with disabilities. For example, curb cuts at pedestrian crossings are standard features of roadway design and construction.

The ADA requires that accessible facilities be maintained in accessible condition.

5. Rights and Responsibilities of bicyclists and pedestrians
   a. Bicycles

The State of Alaska legally classifies bicycles as vehicles. As such, they are allowed to use most roads in the state. The exceptions are controlled access roads such as freeways and expressways. Of the nearly 14,000 miles of public road in Alaska in 1993, less than 100 miles are closed to bicycles and pedestrians.

In addition to the motor vehicle laws, the "rules of the road" which all vehicle operators must follow, there are some special rules for bicycles:

Cyclists must ride as near to the right side of the roadway as practical;
Cyclists may not ride two (or more) abreast except in lanes or paths set aside exclusively for bicycles;
Cyclists must use the highway shoulder when it is maintained in good condition;
Cyclists may not ride on the sidewalk in business districts.

A list of State laws and regulations affecting bicyclists and pedestrians is included in Addendum C.

   b. Pedestrians

State law allows pedestrians to use most roads in the state with certain restrictions. Like cyclists, they may not use controlled access roads such as freeways and expressways (except in emergencies). Pedestrians must use the sidewalk if available and its use is practicable. If a sidewalk is not available, then the pedestrian must use the shoulder and walk well away from the traffic. If neither a sidewalk or a shoulder is available, pedestrians must walk as near as possible to the outside edge; and if walking along a two-way road, walk only on the left side (facing traffic). By using a road, pedestrians may not act in a manner that creates an unreasonable danger to self or interfere with the normal flow of traffic.

If a pedestrian overcrossing, tunnel, or marked crosswalk is accessible and within a reasonable distance, pedestrians must use it to cross the road. If no crossing is provided, pedestrians must yield the right-of-way to all vehicles. Unless authorized by a traffic control device, pedestrians must cross by the shortest route to the opposite side of the roadway, usually right angles to the roadway. In business or residential districts when between adjacent intersections with operational traffic control devices, pedestrians may not cross except at the marked crosswalks. Vehicles must yield to pedestrians in crosswalks.

A list of State laws and regulations affecting bicyclists and pedestrians is included in Addendum C.

B. THE FACILITIES

1. Types and miles of bike/ped facilities

Bikeways in Alaska can be divided into four basic types:
Shared Lane (or Roadway): shared motor vehicle/bicycle use of a travel lane. Typical examples include low-volume residential streets or rural village roads. A sub-type of the shared lane is the wide outside lane, which is an outside travel lane with a width of at least 14 feet (4.2 meters). The wide outside lane is generally not used in Alaska.

Bicycle (Bike) Lane: a portion of the roadway designated by striping, signing, and/or pavement markings for preferential or exclusive use of bicycles. Bike lanes are typically found in urban areas with high motor vehicle and bicycle traffic.

Shoulder: a paved portion of the roadway to the outside of the edge stripe. Shoulder bikeways are more common in rural areas; they accommodate cyclists with few conflicts with motor vehicles.

Separated Bicycle (Bike) Path (or Trail): a facility physically separated from the roadway and intended for bicycle and other non-motorized use. The trail may be within the right-of-way or adjacent to it, or in a greenbelt. Bike trails usually are paved, but they may be unpaved as well. While thin-wheeled bicycles are better accommodated by paved bikeways, unpaved bike trails are suited for wide-tired bicycles such as mountain bikes as well as other users such as equestrians or Nordic skiers.

Pedestrian-oriented transportation facilities are common to

all parts of our transportation system. Generally, we think of these facilities as being limited to sidewalks, but they can also include such features as public telephones and roadside emergency call stations, view points and rest areas, trails and bike paths, and tourist information centers. Other pedestrian-oriented facilities include bus stops and shelters, pedestrian overpasses and underpasses, and restroom facilities at roadside rest areas.

There does not exist a complete, current inventory of bicycle and pedestrian facilities in Alaska. The larger urban communities in the state have, at one time or another, inventoried trails, paths and lanes within their boundaries, usually with an eye toward recreational use of these facilities. In 1992 and 1993 DOTPF completed inventories of state-owned pedestrian facilities to gauge compliance with ADA requirements.

In addition to the bikeways noted above, other facilities of interest to cyclists and pedestrians will be types and conditions of rail crossings, pedestrian over- and under-crossings, crosswalks, boardwalks, parking facilities for bikes, and bike and/or ski racks on public transit vehicles.

C. THE PROBLEMS

The Alaska Department of Transportation and Public Facilities (DOTPF) held a series of public meetings in Anchorage, Fairbanks and Juneau in May, 1994, as part of its effort to develop this plan. An additional meeting with Sitka bicyclists was held in September. DOTPF also solicited comments by phone, fax, mail and personal contacts. A summary of the comments received can be found in Addendum A.

Briefly, the problems raised through the public participation process fall into the following broad categories:

Safety
Pedestrians and cyclists are particularly concerned about safety; in conflicts with autos or trucks, pedestrians and cyclists usually come out on the losing end. Safety concerns underlie many of the problem areas listed below.

Lack of direct facilities
Like motor vehicles, users of muscle-power, pedestrians and cyclists, are most efficient when they can travel directly to a

destination. Unlike motor vehicles, long detours are more likely to discourage cyclists and pedestrians, forcing them to use motor vehicles when they might otherwise cycle or walk.

Barriers to bicycle or pedestrian use
Barriers come in many forms, including: narrow lanes that create conflicts between cyclists and motor vehicles, roads with high motor vehicle traffic levels that intimidate novice riders, sidewalks that abruptly end, or snow blocking sidewalks or crossings.

Design problems
Design problems were among the most common problems mentioned during the public participation. Comments ranged from dangerous drainage grates to lack of consideration of bicycle or pedestrian needs during the design process.

Winter use designs
Of particular concern among many were designs better suited to warm, dry Southern California than cold, snowy Alaska. Specifically, roads are designed with no storage space for snow except sidewalks and bikeways.

Maintenance
Maintenance was another area which triggered substantial discussion. Pedestrians and cyclists believe their needs come last, especially with respect to winter maintenance. They complain of blocked sidewalks or pathways, and snow piled in crosswalks and at bus stops.

Security
Some participants voiced concern about bike paths and walkways visually separated from roads, or with overgrown brush offering hiding places for muggers or assailants.

Parking
While bicycle use has apparently grown in recent years, secure parking has not kept pace. Cyclists make their way to shopping centers or employment centers only to find no place to properly and safely park their bikes.

Education
Ignorance of rules, regulations, rights, and responsibilities too often results in accidents or injuries. Motorists, cyclists and pedestrians need more and better training in the "rules of the road."

Lack of enforcement
Participants in the public participation process suggested stronger law enforcement of bicyclists and pedestrians as well as motorists will result in safer conditions for all.

Lack of encouragement
Cyclists and pedestrians receive little encouragement to cycle or walk. Impediments come in road design, motorists' attitudes, maintenance practices, and parking availability.

Use conflicts
A few people mentioned use conflicts on trails, such as between mountain bikers and hikers. Others mentioned problems of cyclists attempting to mesh with motor vehicle traffic on narrow or heavily traveled roads without bike lanes, wide shoulders, or bike trails.

Zoning/Land use
Like many western states, Alaskan cities have developed around the motor vehicle. Cities are spread out over broad areas, making it difficult not to use a motor vehicle to get around. Better zoning or land use decisions at the local level could decrease dependence on the auto and make cycling and walking more feasible.

Bureaucracy
Several participants complained of difficulty in contacting the right government agency or person to deal with particular problems, and of an inability for local citizens to participate in trails and transportation planning.

II. MISSION, GOALS AND OBJECTIVES

THE MISSION

The mission of the Alaska Bicycle/Pedestrian program is to provide a safe, well-designed, well-maintained, affordable all-season multimodal transportation system that affords users convenient access to neighborhoods, schools, recreation, commercial and industrial areas while protecting the integrity of communities and the environment to the extent practicable.

This vision of Alaska's transportation system was derived from department policy and a series of public meetings in the spring of 1994.

GOAL 1.
Establish a baseline to measure bicycle and pedestrian use in Alaska.

According to the 1994 National Bicycling and Walking Study, 7.9% of all travel trips nationwide are now made by bicycling and walking. Overall, 7.2% of all trips were by walking and 0.7% by bicycling. The national goal set by the study is to increase the combined rate of the two modes to 15.8%.

We were unable to find comparable figures for Alaska. The size of the 1990 Personal Transportation Survey sample in Alaska was too small to provide meaningful numbers for analysis of our situation. Given our climate and the sprawling nature of our largest cities, we can assume that the total percentage of trips in Alaska made by bicycles and pedestrians now is somewhat lower than the national average, probably in the 4-5% range.

Essential to achieving the goal of making Alaska more bicycle & pedestrian friendly is the construction of bicycle- and pedestrian-friendly roads and streets, elimination of barriers, and completion of trails and connections. But we must know what we have before we can measure our progress.

Objective 1.1
Develop a system to measure the extent and characteristics of non-motorized travel within the state.

A. Determine sources of travel measurements (such as

DOTPF Division of Planning, Alaska Marine Highway, DCED Division of Tourism, DNR Division of Parks, etc.) and the nature of those measurements.

B. Determine which measures of bicycle and pedestrian travel give the most accurate picture at a reasonable cost.

C. Establish baseline data to identify numbers and percentages of total travel trips.

D. Publish a "report card" biannually explaining our progress on increasing the number of bicycle and pedestrian trips.

Objective 1.2
Inventory the extent and condition of non-motorized transportation facilities within the state.

A. Determine sources of non-motorized transportation facility data.

B. Develop system to measure length and condition of non-motorized transportation facilities.

C. Publish a "report card" biannually explaining our progress on improving the non-motorized transportation system, in terms of both quantity and quality of facilities.

GOAL 2.
Provide a more bicycle- and pedestrian-friendly transportation network.

Objective 2.1
DOTPF and local governments will work together to create a seamless network of improvements that allow bicyclists and pedestrians to reach important destinations easily and safely. Where appropriate:

A. Provide low-volume/low-stress connectors through major travel corridors and to important destinations.

B. Provide relevant bicycle- and pedestrian-related improvements on urban arterial and collector network.

C. Provide relevant bicycle- and pedestrian-related improvements on local streets.

D. Provide relevant bicycle- and pedestrian-related improvements on rural highway and road network.

E. Provide relevant bicycle- and pedestrian-related improvements to transit systems.

F. Create a network of trails using corridors and greenways such as rivers, creeks, lake and ocean shores, and utility easements and barrier-breaking structures (bridges, overpasses, tunnels, underpasses, etc.).

Objective 2.2
DOTPF and local governments will work together to require consideration of relevant bicycle and pedestrian elements in all surface transportation projects.

A. Roadway network
(1) Require each urban street project to include consideration of the width, traffic control, and surface requirements for bicycling.
(2) Require each urban street project to include consideration of the sidewalk and crossing needs of pedestrians.
(3) Require each rural highway project to include consideration of bicyclist and pedestrian needs.

B. Transit systems
(1) Require each transit site project to include provisions for bicycle parking and improved bicycle and pedestrian access.
(2) Require transit system improvements to consider bicycle and pedestrian elements (e.g., bike racks on buses).

C. General Policies
(1) Review new developments or major transportation projects to prevent the creation of new barriers to non-motorized transportation.
(2) Adopt and use bicycle-and pedestrian-friendly design standards as part of roadway design standards, subdivision regulations, and other appropriate standards and ordinances.
(3) Create a framework for eliminating small-scale environmental problems that impact bicycling and walking
(a) Develop a spot-improvement program that allows

the public to identify small-scale problems and barriers - such as potholes, and lack of curb cuts - and bring them to the attention of the appropriate local agency.
(b) Require bicycle and pedestrian facilities to be fully restored when agencies or private concerns do utility work in the public right of way.
(c) Eliminate major barriers to non-motorized travel.
(i) Encourage new developments or major projects to break current non-motorized barriers.
(ii) Create "barrier-breaking" projects where opportunities to piggy-back projects do not exist.

Objective 2.3
DOTPF will encourage development patterns more compatible with non-motorized travel by providing technical assistance to local governments in the following areas.

A. Encourage compact and mixed land uses
(1) Encourage neighborhood-oriented commercial uses, parks, and schools in or within safe and easy walking or bicycling distance from residential areas.
(2) Encourage siting commercial and institutional developments adjacent to the street/sidewalk, rather than centered in (or at the rear of) a large parking lot.

B. Business/Employment
(1) Encourage major developments to include plans for non-motorized travel, in terms of internal circulation and external access (including access to transit connections).

(2) Encourage new employment centers to include plans for bicycle parking, showers, and lockers.

(3) Encourage well-located secure bicycle parking in business districts and other public sites.

Objective 2.4
Provide institutional encouragement for non-motorized travelers.

A. Require non-motorized elements in Transportation Demand Management programs, Transportation Management Associations, and other air quality and congestion mitigation initiatives.

B. Encourage the elimination of employee parking

subsidies and other pro-SOV measures and the creation of incentives for using non-motorized modes

GOAL 3.
To reduce by ten percent the number of bicyclists killed and/or injured in traffic accidents on public roadways by the year 2015.

According to the DOTPF report "1993 Alaska Traffic Accidents," 18 pedestrians were killed in 1993 traffic accidents, 21 received major injuries, and 158 received minor injuries. During the same period 6 bicyclists were killed, 22 received major injuries, and 132 received minor injuries.

These statistics are incomplete in that they represent only those accidents reported on public roadways. Bicycle and pedestrian accidents occurring on private property or on separated bicycle paths are not tabulated by the present accident data collection system. Like the first goal, a key objective to achieve our second goal should be the development of a data collection and analysis system to better measure our progress.

Objective 3.1
DOTPF will work with appropriate agencies to develop a system to measure the extent and characteristics of non-motorized accidents and injuries within the state.

A. Review current data collection efforts to determine the relevance and accuracy of information collected regarding bicycle and pedestrian accidents and injuries, and their causes.

B. Add bicycle and pedestrian accident data collection to existing procedures where needed.

C. Collect additional accident data from other agencies as needed.

D. Analyze data and report on at least an annual basis.

Objective 3.2
DOTPF will work with other state and local agencies to target and eliminate key behaviors that lead to crashes, injuries, and deaths (e.g., wrong-way riding, motorist failure-to-yield, jaywalking).

A. Encourage schools, safety organizations, and law enforcement agencies to deal with bicycle and pedestrian safety issues and to focus on the most important problems.

B. Support the development of public awareness campaigns key to the most important causes of accidents, injuries, and deaths.

Objective 3.3
Encourage the use of safety equipment among bicyclists (e.g., lights, horns or bells, helmets, reflectors).

A. Encourage safety groups to develop programs promoting the purchase and use of safety equipment among the bicycling public.

GOAL 4.
DOTPF will develop a model program of "bicycle- and pedestrian-friendly" incentives for other employers.

Objective 4.1
Investigate ways to increase non-motorized trips among employees, such as:

A. Incentives for non-motorized commuters.

B. Providing bicycles for use on agency business.

C. Providing reimbursement for use of employees' bicycles on agency business where appropriate.

Objective 4.2
Enhance bicycle and pedestrian access to state agency offices.

A. Provide secure bicycle parking for employees and visitors at state offices.

B. Provide safe and convenient ADA-compliant pedestrian access to all offices.

Objective 4.3
Reduce the number of bicycle- and pedestrian-related accidents, injuries, and deaths among state agency staff.

A. Provide training and awareness programs for employees.

B. Encourage staff to use bicycle safety equipment.

III. DEVELOPING A FRIENDLY ALASKA FOR BICYCLISTS AND PEDESTRIANS

Alaska State law generally provides that bicycles are vehicles and that, with a few exceptions, bicyclists have the same general rights and obligations as motorists. For example, like other vehicles, bicyclists are required to ride on the right side of the road. To varying extents, bicycles will be ridden on all highways where they are permitted. Bicyclists and pedestrians are prohibited on some highways where traffic volume, speed, and makeup together or separately create hazardous conditions for bicyclists, pedestrians and/or motor vehicles. All new highways, including those being reconstructed or rehabilitated but excepting those where bicyclists will be legally prohibited, should be designed and constructed taking into consideration the needs of bicyclists.

Virtually all transportation trips involve, at some point, a pedestrian element. With better highway designs, better land-use decisions, and encouragement, many trips now made by motorized vehicles could be made by foot - relieving traffic congestion, improving air quality, decreasing fuel use, and generally improving the health and well-being of the state.

A. ENGINEERING GOOD DESIGNS

1. Design Standards

The Alaska Department of Transportation and Public Facilities (DOTPF) has adopted, with minor changes, the geometric design elements in the American Association of State Highway and Transportation Officials' (AASHTO) "Guide for Development of Bicycle Facilities." As more experience is gained with these guidelines, the department should re-evaluate their effectiveness in our northern climate. Areas to pay particular attention to include: pavement markings, signs/signals, drainage, rail crossings, pavement structure, and special designs for winter use.

The Alaska DOTPF Highway Preconstruction manual states that during the development of each project the needs of bicyclists and pedestrians shall be addressed in the design study report. Specific mention of bicycle/pedestrian facilities in the project scope is not needed to consider such facilities in the design study report. The Preconstruction manual sets guidelines for the provision of appropriate facilities. As more experience is gained, these guidelines should be reviewed to

ensure their suitability for Alaska's needs. Should the design process indicate that bicycle and/or pedestrian facilities are appropriate, then waivers exempting bicycle facilities from projects must be the exception, and then only with overriding justification.

2. Road and trail planning

DOTPF will work with local governments and other agencies to analyze the existing system to identify and program improvements through the Needs List and STIP process which will provide a more bicycle- and pedestrian-friendly transportation system. (See Section IV, Paying For It.)

a. Arterial and collector network: make the major road network compatible with pedestrian and bicycle travel needs.
   (1) For bicyclists, add width (striped or unstriped) to through lanes and replace dangerous elements (unsafe grates, insensitive signals).
   (2) For pedestrians, add or improve sidewalks, create safe crossings, add ADA-compliant ramps, and modify signalization and intersections where needed.
   (3) Widen and pave shoulders for use of bicyclists and pedestrians where appropriate; provide alternative routes where necessary.
b. Low-volume connector network: provide a network of low volume streets and roads for through bicycle and pedestrian travel.
   (1) Analyze land use, demographics, existing facilities, and barriers to bicycle and pedestrian travel.
   (2) Improve routes that provide alternatives to use of major arterials; include destination signing and marking, ADA-compliant curb ramps, motor traffic diverters.
c. Local street network: work with local governments to solve traffic problems in neighborhoods. Install sidewalks, eliminate hazards (e.g., sight distance restrictions), add traffic calming measures as needed.
d. Major barriers to non-motorized travel: eliminate major barriers to bicycling and walking. Where potential use and/or ADA access needs warrant, provide access through, around, over, or under major barriers. Pay particular attention to major projects such as bridges and tunnels.
e. Transit systems: provide for bikes and/or skis on transit systems where appropriate. Include bike and/or ski

racks on buses, special bike pass systems on transit lines, etc. Provide appropriate long-term bicycle parking and bicycle/pedestrian access at transit stops, including safe lockers and/or supervised and secure parking, adequate sidewalks, curb cuts and crossings, non-motorized access from low-volume connectors.

f. Special bicycle and pedestrian facilities.
   (1) Bicycle lanes and routes shall comply with DOTPF-approved guidelines. The department will strive to ensure connectivity through additions on road network as identified above.
   (2) Trails network and independent structures: Paths and structures shall comply with DOTPF-approved guidelines. The department will strive to ensure connectivity through addition of missing links.

3. Construction Practices

In addition to providing for safe detours for motor vehicles during construction, DOTPF crews and contractors must ensure that appropriate provisions are made for bicycles and pedestrians. Cones, warning signs, equipment, etc. should not be placed so that they block bike lanes, trails, sidewalks etc.

4. Maintenance

Proper maintenance needs to be addressed before construction of new bicycle and pedestrian facilities begins. Declining State revenues make it difficult for DOTPF to take on new maintenance responsibilities. DOTPF has adopted the policy of requiring local governments or organizations to agree to maintain new facilities before they are constructed. Maintenance needs of existing facilities should be examined with the following in mind.

a. Debris removal. By their nature bicycles are more sensitive than motor vehicles to gravel, leaves, glass and other debris on the roadway. Maintenance schedules and practices should take into account the need for a smooth, clean, regularly swept path. The same argument can be made for ADA accessible pedestrian pathways and their use by wheelchairs.
b. Winter use. Winter maintenance of transportation facilities must take into account continual use by pedestrians and, to a lesser extent, bicycles. Snow removal practices should be examined and revised where needed to ensure continued access and use of pedestrian and bicycle facilities. Snow must not be

stored in bike lanes or on sidewalks. The Americans with Disabilities Act requires that ADA accessible facilities be maintained in accessible condition. This may be interpreted to include winter accessibility. Where permitted, use by snowmobiles must also be considered.

c. Utilities. Bicycle and pedestrian facilities should be fully restored when agencies or private concerns do utility work in the public right of way.

B. ENFORCING THE RULES OF THE ROAD

During the public participation process DOTPF received numerous suggestions relating to the enforcement of traffic laws and regulations affecting bicycles and pedestrians. (See Addendum A for a summary of public comments.) DOTPF does not have primary jurisdiction to enforce traffic laws and regulations. DOTPF will work with Department of Public Safety and local governments to improve enforcement of laws and regulations affecting bicycles and pedestrians.

C. ENCOURAGING WALKING AND BICYCLING

During the public participation process DOTPF received numerous suggestions to encourage walking and bicycle use. (See Addendum A for a summary of public comments.) DOTPF will work with state agencies and local governments to encourage walking and bicycling.

D. EDUCATION, EDUCATION, EDUCATION

During the public participation process DOTPF received numerous suggestions to improve bicycle and pedestrian education programs. (See Addendum A for a summary of public comments.) DOTPF will work with state agencies, local governments and educators to develop and improve bicycle and pedestrian education programs. Bicycle and pedestrian education programs can be grouped into two areas: design and safety.

1. Design education

A 1992 paper prepared for the National Bicycle and Walking Study found no college transportation planning and engineering program in the United States which

offered complete courses on non-motorized transportation. The authors of the paper (Case Study No. 2; The Training Needs of Transportation Professionals Regarding the Pedestrian and Bicyclist) proposed a syllabus to use in the development of a course in non-motorized transportation. While it is beyond the scope of this plan to develop a training course in non-motorized transportation, the department should monitor advances in the study of non-motorized transportation and make it available to transportation professionals in the state. Other steps which can be taken at the state and local level include encouraging project planners, designers and engineers to ride a bike through their completed projects to evaluate their bicycle friendliness. Similarly, they should be encouraged to use the pedestrian facilities.

2. Safety education

Nationally, safety education programs have proven that they make a significant difference in reducing accidents and injuries among bicyclists and pedestrians. Bicycle and pedestrian safety programs were added in 1991 to the federal list of "most effective" or National Priority program areas. This permits an expedited procedure in their funding by the federal "Section 402" program. (See Section IV, Paying For It.) Observations and comments by Alaska bicycle clubs, advocates and educators suggest safety education programs should be directed not only at cyclists and pedestrians, but motor vehicle drivers too. Drivers need to know that bicycles are regarded as vehicles and have the right to use the road (with some exceptions). Bicyclists, in particular, need programs that deal with legal rights and responsibilities, proper equipment, signaling, visibility, and safety practices. Local bicycle clubs in Alaska routinely sponsor safety education programs, but their reach is limited by lack of funds, and the willingness and ability of volunteers. Programs should be directed not only to school-aged children, but adults as well.

IV. PAYING FOR IT

A. FEDERAL SOURCES

All of the major funding programs created under ISTEA include bicycle and walking facilities and programs as eligible activities. Since enactment of ISTEA, many of these funding programs have been the subject of policy memorandum, guidance notes and regulations issued by the Federal Highway Administration and Federal Transit Administration. In order to use these federal funds, states must develop and use a systematic planning process as outlined below.

1. Planning and Programming

Long Range Plan

In order to receive federal transportation funds, ISTEA requires that each state develop a long-range statewide transportation plan. Briefly, the plan must cover at least a 20-year period and encompass all areas of the state and all modes of transportation. The plan must be developed in cooperation with metropolitan planning organizations. In addition, ISTEA specifically requires the state to develop a long-range plan for bicycle transportation and pedestrian walkways for appropriate areas of the state. The bicycle/pedestrian element must be incorporated into the long-range plan.

This Alaska Bicycle & Pedestrian Plan is intended to meet the federal requirements contained in Title 23, Section 135, United States Code. This plan is an integral part of *Vision 2020:* Alaska's Long-Range Statewide Transportation Plan, 1995.

Statewide Transportation Improvement Program (STIP)

To program the federal funds it is eligible to receive, the state must produce a Statewide Transportation Improvement Program (STIP). The STIP must be financially constrained, show all projects for which federal ISTEA funds are sought, and cover at least a three-year period. The STIP must be updated at least every two years. The STIP may contain only projects which are consistent with the long-range plan. **It is the policy of DOTPF to include in the STIP only projects that have been pre-identified in the department publication "Transportation Needs and Priorities in Alaska," known as the "Needs List."** A more complete description is found in *Vision 2020:* Alaska's Long-Range Statewide Transportation

Plan, 1995. To use any of the Federal funds listed on the following pages, the state must first identify the project in the STIP. Any person, group or community seeking Federal funding for a project must first go through DOTPF's Needs List process.

2. Funding Programs

National Highway System (NHS)

Alaska has identified 1,610 miles of road plus some Alaska Marine Highway System routes to be a part of the NHS.

Among the list of eligible activities for NHS funds are bicycle transportation facilities and pedestrian walkways. Two distinct types of project activity are covered by this general statement of eligibility. First, bicycle and pedestrian facilities that are an incidental part of a larger NHS project, such as trail facilities constructed along NHS roads. These facilities usually are within the right-of-way of the highway and are constructed at the same time as the larger project. Second, facilities that are constructed adjacent to an NHS route, but are built as an independent project, are eligible.

Surface Transportation Program (STP)

At the end of 1993, Alaska had nearly 14,000 miles of public road.

The STP is the largest single funding program under ISTEA. It gives states broad latitude in the variety of transportation activities they may fund with this money. Alaska was given even broader latitude than other states; these funds may be used on any public road, not just those on the federal system. As with the NHS, bicycle transportation facilities and pedestrian walkways are specifically listed as eligible activities under STP. In addition to bicycle and pedestrian facilities, this program may be used to fund education and safety programs.

Transportation Enhancements (TE)

Ten percent of STP funds (over the six-year life of the ISTEA legislation, 1991-1997) must be allocated to a range of 10 specific types of projects known as Transportation Enhancements. Bicycle and pedestrian projects and the conversion of abandoned railroad corridors to trails are two of the ten

activities.

Congestion Mitigation and Air Quality Program (CMAQ)

The CMAQ program is a completely new category of funding created by ISTEA. The funds are directed toward metropolitan areas that have not yet attained clean air standards set under the Clean Air Act, as amended. The Federal Highway Administration has issued a number of documents related to the implementation of the CMAQ program. The first CMAQ guidance note issued by FHWA in 1992 specifically listed bicycle and pedestrian projects as eligible activities, both in their own right, and as part of the list of transportation control measures approved by the Clean Air Act as being beneficial to air quality. A subsequent guidance note again listed bicycle and pedestrian facilities as eligible activities, and notes that they are limited to an 80 percent federal share and 20 percent state match, unlike some other eligible activities which qualify for a higher federal share.

Federal Lands Highways Program

Provision for pedestrians and bicycles is listed as an eligible activity for the use of highway funds allocated to the Federal land management agencies such as the National Park Service, U.S. Forest Service, Bureau of Land Management and Bureau of Indian Affairs. These agencies manage a considerable amount of public land over which highways travel. Of the nearly 14,000 miles of public road in Alaska over 2,600 are maintained by these federal agencies. As these funds are allocated to other Federal agencies, there is no matching requirement.

National Recreational Trails Fund

This small funding source was created to earmark funds for the development of motorized and non-motorized recreational trails, and was made subject to annual appropriation by Congress. In FFY 93, the first year of funding, $15 million was appropriated for use nationwide. No funds were appropriated in FFY 94 or 95.

Scenic Byways

A small grant program was created by ISTEA to support the development of state and national scenic byways. Bicycle and pedestrian facilities developed as part of these projects and programs are eligible for the use of these funds. $30 million

was authorized for the grant program in the first three years of ISTEA, nationwide.

As of 1994, Alaska has only one state-designated scenic byway: the Seward Highway. In 1993 Alaska applied for, and received, a grant for a project at McHugh Creek. In late 1994, the state applied for a project at Bird Point. Both projects will enhance pedestrian activities at the sites.

Federal Transit Act

Projects such as shelters, parking, and lockers that provide access for bicycles to mass transportation facilities, or to install racks or other equipment for transporting bicycles on mass transportation vehicles are eligible for Federal Transit Administration funding under 49 U.S.C. 5309 (Capital Program, "Sections 3"); U.S.C. 5307 (Urbanized Area Formula Program, "Section 9"); U.S.C. 5310 (Elderly and Persons with Disabilities Program, "Section 16"); and U.S.C. 5311 (Nonurbanized Area Formula Program, "Section 18") of the Act. The Federal share for such projects is 90 percent. The remaining 10 percent must come from sources other than Federal funds or fare-box revenues.

Capital Program funds (49 U.S.C. 5309) are available annually by application from the FTA. Only State and Local governmental agencies are eligible. Urbanized Area Formula Program (U.S.C. 5307) funds are available to the Municipality of Anchorage. Both the Elderly and Persons with Disabilities Program (U.S.C. 5310) and the Nonurbanized Area Formula Program (U.S.C. 5311) are open to applications annually through DOTPF.

Metropolitan Planning (PL)

Each state is authorized a small percentage of its funds for planning and research. A set portion of that, called Metropolitan Planning funds, is allocated to metropolitan areas for their transportation planning. With metropolitan defined as places with populations over 50,000, Anchorage is the only metropolitan area in Alaska. Minimum allocation states, like Alaska however, may use some of the PL funds for transportation planning outside the metropolitan areas. Alaska has developed a program to share its PL funds with other urban areas. In recent years PL funds have been used by Fairbanks and Juneau to develop or update Bicycle Plans for each community.

Section 402 - Safety

The highway safety program is a non-capital safety project grant program under which States may apply for funds for certain approved safety activities. There is a priority list of projects for which an expedited funding mechanism has been developed. In 1991, bicycle and pedestrian safety programs were added to this federal list of "most effective" or National Priority program areas. The "Section 402" program in Alaska is administered by the Highway Safety Planning Agency in the Department of Public Safety. Bicycle and Pedestrian Education and Safety programs identified in this plan are eligible to use Section 402 funds.

Alaska's Section 402 program received an extra $2.9 million in FFY 95 than previous years. That's because Alaska does not have a motorcycle helmet law which conforms to federal law, as a "penalty" a portion of the transportation construction funds is diverted to the Section 402 program. If Alaska does not adopt a motorcycle helmet law, the "penalty" will double to $5.8 million in FFY 96.

Spot Improvement Program.

This would be based on a nationally-recognized Seattle program. DOTPF will develop a program that meets Alaska's needs in which each region is allocated funds annually for the identification, design, and construction of small scale construction and signing projects to enhance bicycle and pedestrian access and safety. Typical improvements would include curb ramps, paved shoulders, connector paths, rechannelization, drain grate installation, railroad crossing improvements, bike storage and parking racks, signing and striping. Problem areas would be identified through cards distributed through municipalities, bike/trail clubs, bike shops, advocacy groups, and regional offices.

B. STATE SOURCES

State funding for bicycle and pedestrian facilities falls into two general categories: the capital budget and the operating budget. Before the state can spend any funds, including the federal funds it receives, the legislature must approve their use in the capital or operating budget.

1. Capital Budget

The capital budget is used to fund or provide state

authorization to spend federal funds on all phases of construction projects, including the planning, environmental and location studies, designing, engineering, right-of-way acquisition, utility relocation as well as actual construction. This would include reconstruction, rehabilitation, safety and other projects that may take place after a capital improvement (road, airport, harbor, building, etc.) is first constructed.

State Funds as Federal Match

Most federal programs require that the state put up a portion of the total cost of the project. This state match must be appropriated by the legislature, usually out of the state's general fund revenues. Most federal programs prohibit the use of other federal funds for the match.

The ISTEA legislation set the match ratio for most of its programs at 80 percent federal, 20 percent state. States like Alaska, with high percentages of their lands in federal ownership or control, were given a break on the required match on many programs. The ratio varies with the amount of land under federal control. For Alaska in FFY 1995 the ratio was 90.97 percent federal, 9.03 percent state. Bicycle and pedestrian projects, however, are excepted from receiving the lower state match. 23 U.S.C. 217 specifically states that bicycle and pedestrian projects are to be funded at the 80/20 ratio.

Legislative Discretionary Funding

In the early 1980's when the State enjoyed high revenues from the North Slope oil fields the legislature funded many projects solely with state funds. But in recent years as State oil revenues declined, the legislature has been less free to commit 100% state funds for complete project funding. When the legislature passed the FY 95 budget, it appropriated only enough funds to meet the minimum required federal match. Barring any unforeseen windfalls, this practice can be expected to continue in the coming years.

Local Service Roads and Trails (LSR&T)

The Local Service Roads and Trails (LSR&T) program is not active; it has not been funded by legislature since the mid-eighties. Many of the types of projects funded by the LSR&T program are now funded by the Transportation Enhancements program of ISTEA, or could be funded by the National Recreational Trails Fund if funded by Congress. LSR&T was established in the early 1970's to fund the "establishment and

maintenance of footpaths, bridle paths, bicycle paths, ski trails, dog sled trails, motorized vehicle trails and other paths and trails along certain designated existing highways, or when a highway, road or street is being constructed, reconstructed or relocated".

2. Operating Budget

The operating budget is used to fund the day-to-day general operating expenses of state government. As far as the bicycle/pedestrian program is concerned, the operating budget primarily funds the maintenance and operation of the state's transportation system. With a few exceptions, federal funds may not be used to maintain or operate the state transportation system. It falls upon the state to fully fund maintenance and operation of the facilities under its jurisdiction.

C. LOCAL SOURCES

The majority of facilities, provisions, and programs for bicyclists and pedestrians are implemented at the city and borough level, rather than the State or Federal level. Most projects are funded from a mixture of Federal, State and local funds, while maintenance is predominantly a State and local affair. Most Federal sources of funding require a certain level of State or local matching funds, and that project recipients assume the responsibility for the maintenance of the facilities constructed with these moneys.

DOTPF has adopted the policy of requiring local governments or organizations to agree to maintain new facilities before they are constructed. Declining State revenues make it difficult for DOTPF to take on new maintenance responsibilities.

D. PRIVATE SOURCES

Individuals and corporations can promote bicycling and walking in a number of ways, many of which will reap benefits for the individual or corporation as well as the community. Low-cost bicycle racks in convenient locations at retail establishments encourage customers to ride their bicycles and reduce the need for parking. Right-of-way donations for bike trails or pedestrian walkways sometimes open new access routes to businesses, opening new markets. Employee amenities such as showers, lockers and bicycle lockers reduce the need for vehicle parking while generally improving the employee's health and on the job performance. These and

other actions should be encouraged and assisted whenever possible.

E. CLUBS/GROUPS/VOLUNTEERS

Nationally, bicycle rides and walking events are among the two greatest sources of funds for charitable organizations such as the American Lung Association and American Heart Foundation. A small number of these events have been used to generate funds for local programs and have been very successful.

Clubs, groups and volunteers take key roles in an effective bicycle and pedestrian program in a number of ways. One very effective area is in safety education. For several years Alaska bicycle clubs have sponsored safety education classes and seminars for their members and the general public. These programs should continue with whatever encouragement and assistance the department can provide.

Another area worth exploring is an Adopt-a-Trail program similar to the Adopt-a-Highway program now common in Alaska and other states. Since maintenance of trails/paths is a key concern, and state maintenance funds are drying up, this is an area where volunteers can help. Tasks can include:

- Litter pickup - collect litter along trails and rights-of-way. Bag for pickup by DOTPF and/or local crews.
- Brushing - trim back bushes, limbs from trails. Clear brush around warning signs. Improve sight distances, improve safety from collisions, reduce possibility of assault by improving visibility.
- Sweeping - remove debris from trail. Improve safety by removing loose material that could precipitate skids, falls. Improve access for hard-wheeled wheelchairs, strollers.
- Hazard identification - note hazardous conditions on trail for maintenance crew repair/correction.
- Landscaping - some volunteers may wish to do minor landscaping around trails. Plant & tend flower beds, hedges, etc.

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Alaska Bicycle and Pedestrian Plan

ADDENDUMS

A. Public Participation Summary
   Problem Areas
   Suggested Strategies and Actions

B. Bicycle/Pedestrian Coordinator Duties

C. Bicycle & Pedestrian Laws and Regulations

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ALASKA BICYCLE AND PEDESTRIAN PLAN
PUBLIC PARTICIPATION SUMMARY

State Bicycle/Pedestrian Coordinator Robert Laurie held public meetings in Anchorage May 7, Fairbanks May 9, and Juneau May 12, 1994, to develop the Alaska Bicycle and Pedestrian Plan, an element of *VISION: 2020*, Alaska's Long-Range Statewide Transportation Plan. This is a summary of the comments received at those meetings, from comments received at the Anchorage Bike Day May 22, from an informal meeting with Sitka bicyclists September 8, and from letters, fax, phone and personal contacts.

We were assisted at the Anchorage meeting by independent facilitator Nicole Faghin of Reid Middleton, Inc. Excerpts from her meeting summary are included here.

A wide variety of interests were represented at the meetings. In addition to strong turnouts by bicyclists (including mountain, commuter, and recreational road and trail riders) walkers, equestrians, snowmobilers, snowshoers, runners, skiers, and the physically challenged were represented.

The following list is a distillation of the comments received. We have grouped the comments by general categories and edited them for clarity and to reduce redundancy. This material was considered in the development of the Alaska Bicycle and Pedestrian Plan.

Problems/Opportunities -

At the meetings in May the participants were asked a series of questions intended to get them to identify problems now inhibiting bicycle/pedestrian use, and to identify opportunities to improve conditions for bicyclists and pedestrians.

The questions:

- Why isn't your community bicycle friendly and walkable?
- What are the barriers? (both physical and institutional)
- What is stopping people from bicycling and walking more?
- What opportunities exist in Anchorage (Fairbanks, Juneau)? In the rest of the state?

1. Safety

- Narrow roads with narrow lanes & shoulders make it difficult for motorists to safely pass cyclists.
- Planning for bicycle/pedestrian uses should consider different needs of the various users, for example: safety for walkers from high-speed bicyclists.

2. Lack of direct facilities
- Lack of direct routes suitable for bicycles and pedestrians.
- Lack of bikeable shoulders on rural highways.
- Existing trail systems must be improved to provide continuous links.

3. Barriers to bicycle or pedestrian use
- Not enough routes or paths suitable for bicyclists or pedestrians.
- Lack of sidewalks, and those that do exist are in poor condition.
- Narrow roads with no provisions for bicyclists or pedestrians.
- We need more connections between trails, paths and lanes.
- Poor access to boat harbors and other public facilities for bicyclists & pedestrians.

4. Design
- Paths are built too close to road. In wet weather, pedestrians and bicyclists are splashed by passing motor vehicles.
- Pedestrians/bicyclists often are required to cross protected right-turn lanes to get to crossing signal button. Motorists fail to slow down or stop for crossing pedestrians.
- Poor curb cuts. Some are too narrow, or angled to direct bicyclists into traffic.
- Some drainage grates are not bicycle friendly, with openings that trap narrow wheels, or are not flush with pavement surface.
- Poor or non-existent signs along bicycle paths/lanes.
- Where roads are closed to bicyclists or pedestrians, better signs are needed to direct bicyclists to nearby trails.
- Lack of signs warning motorists making protected right turns to watch for crossing pedestrians.
- Expressways and freeways designed with no or poor provisions for bicyclists.
- DOT&PF attitude towards bicycles & alternative modes of transportation as an "embellishment" rather than basic, legitimate transportation.
- Lack of design consideration for bicycle & pedestrian commuter, training and multiple-use recreation needs.
- Bicycle-& pedestrian-friendly designs missing in road projects.
- Design engineers appear to be ignorant of the needs of both pedestrians and bicyclists.

5. Poor design for winter pedestrians
- Planning in Alaska should take into account issues pertaining to winter use of trails, streets, or sidewalks.
- Lack of northern engineering in Alaska road & street design & construction - specifically, roads appear to be designed for southern California with no place for snow storage except bicycle or pedestrian ways.

6. Maintenance
- Poor shoulder, bike lane, path maintenance. Snow piled on bike lanes, trails and sidewalks, blocking use. Bike trails and lanes not swept

regularly, allowing gravel, broken glass and other debris to create hazards for cyclists.
- Poor maintenance practices prevent sidewalk use 365 days a year, especially in winter.
- Loose gravel piles at intersections leftover from winter melt. Gravel not removed quickly enough after snow melts in spring.
- Bikeways in disrepair; potholes, paths unrepaired after utility work.
- Crosswalks not painted routinely.
- Traffic signal pedestrian crossing buttons in disrepair or missing. Signs indicating button location or button direction (which button controls which crossing) missing or poorly placed.
- Snow berms block access to signal buttons, pedestrian crossings.
- Pedestrians forced into streets because of lack of snow removal.

7. Security
- Separated trails offer hiding places for potential assailants.
- Poorly brushed trails hide warning signs, restrict views around corners.

8. Parking
- Lack of secure parking or storage places to leave bikes while shopping or working.
- No bike lockers available in wet or snowy climates.

9. Lack of education
- Uneducated bicyclists & motorists.
- Ignorance of rules and regulations, rights and responsibilities.
- Bicyclists often ride on wrong side of road.

10. Lack of enforcement
- Motorists fail to stop at pedestrian crossings.
- Bicyclists often ride on wrong side of road.

11. Lack of encouragement
- Lack of Park & Ride lots with secure parking areas for bicycles.
- Lack of bike racks on buses.
- DOTPF fails to provide alternative routes/paths for bicyclists/pedestrians during road construction.
- Bicycles/pedestrians have low priority when planning, designing and constructing transportation systems. Any discussion of bicycle/pedestrian issues should recognize that many people rely upon bicycles/walking for their form of commuting to work.
- Trails and facilities for bicycles/pedestrians should not be planned/designed only for recreational purposes but should consider these uses as legitimate forms of transportation.

12. Use Conflicts
- Hikers vs. mountain biker conflicts on some back country trails.

- Snow machines running at excessive speeds or in packs create unsafe conditions for winter users of trails, (but also pack down paths so they can be used by pedestrians).
- Paved paths limit use by other users such as horses, joggers. Firmly-packed gravel paths could be used by bicyclists and other users.
- The many different types of trail users, such as snowmobilers, equestrians, dog sledders, pedestrians, bikes, joggers, in-line skaters, etc., should be considered when designing trails and developing signage systems for those trails and bicycle/pedestrian facilities.

13. Zoning/Land Use
- Residential/retail/commercial areas spread out - local zoning is designed for cars, not non-motorized transportation or transit.

14. Bureaucracy
- It's difficult to find out who to contact about problems.
- Money is not allocated to bicycle/pedestrian facilities. Legislative barriers to greater allocation of resources to non-motorized transportation.
- More input needed into local trails planning.
- More emphasis needs to be placed upon ensuring that bicycle/pedestrian facilities that are planned or designed are actually constructed.

15. Specific Problems
- Auke Recreation area danger mile - narrow highway with no shoulders.
- Brotherhood Bridge, narrow lanes, sidewalk.
- Narrow, dangerous path above Channel Marine.
- Heavy traffic along Tongass Avenue creates numerous hazards for bicyclists.
- No bike path/lane from Main St. to Douglas bridge.
- No crossings on Douglas side of Juneau-Douglas bridge.
- Bikeways in disrepair; potholes, paths unrepaired after utility work, in particular: College Road path near Beaver Sports.

Strategies and Actions

Another question was designed to develop a list of possible strategies or actions to overcome the problems or take advantage of any opportunities in order to realize the vision.

The question: What needs to change to make Anchorage (Fairbanks, Juneau) and the rest of the state more bicycle friendly and walkable?

1. Planning, Design, Engineering
- When planning transportation systems and land use development, include consideration of non-motorized vehicles and pedestrians. Non-motorized transportation should receive full consideration as a legitimate form of transportation. Develop convenient, safe routes to all places (schools, retail, office, harbors, etc.).
- Remove hurdles or barriers to non-motorized transportation, e.g. narrow bridges, dead-end bike lanes/trails, lack of convenient pedestrian crossings on wide thoroughfares.
- Include provisions for bicycles and pedestrians along every road.
- If bicycle/pedestrian facilities are not constructed concurrent with a municipal street project, sufficient right-of-way should be acquired and dedicated for later construction.
- Identify highest use corridors and prioritize bicycle/pedestrian/multi-use projects.
- Establish task force of state & local individuals to establish bicycle/pedestrian commuter routes & standards.
- Identify and preserve existing & future corridors for non-motorized transportation.
- Bike lanes should be given priority over separated bike trails, but provision of bike lanes on the roadway should not preclude construction of separated bike trails if warranted. Conversely, the existence of a separated bike trail should not preclude addition of bike lanes along adjacent roadways if warranted.
- Separated bike trails generally serve more than just bikes; consider referring to separated trails as "multi-purpose side paths" to recognize other users.
- Plan, design and build separate facilities for high-speed bicyclists and pedestrians.
- Design and build facilities that are low maintenance.
- Require six foot paved shoulders on paved rural highways.
- Design for community desires.

2. Pavement Markings
- Clearly mark with pavement paint and signs all pedestrian and bicycle crossings.

3. Signs/signals
- Set traffic lights for cyclists.
- Make spot improvements (bike sensors at intersections, lights, signs, controlled access, etc.).

4. Special designs for winter use
- Plan and design for ever-increasing winter use of bicycles.
- Revise design standards to set-back sidewalks from roadways, allow ditch for winter snow collection, keep sidewalks clear of snow.
- Develop & implement a local transportation plan that includes all modes of transportation, include winter city design criteria.

5. Enforcement
- Enforce all violations, by motorists, bicyclists, pedestrians and other users, as well as those who block or damage bicycle or pedestrian ways (illegal parking, construction equipment, gravel or debris in ways).
- Review and amend local ordinances to ensure they consider bicyclists & pedestrians.
- Make cyclists accountable by citing them for infractions of traffic laws.
- Make a portion of ISTEA funds available to municipalities to hire bicycle cops.

6. Encouragement
- Provide safe, covered bicycle parking at public buildings such as city parking garages, state buildings, etc.
- Convenience - Directness & Connection.
- Encourage bicycle/pedestrian use. Encourage bicycle tourism. Maximize use of recreational/tourist loops for summer & winter use.
- Conduct continual public relations campaigns to keep safe cycling in the public eye, including frequent editorials, radio & TV PSA's. Develop public information campaign for tolerance and safe use of trails.
- Promote safe cycling at times when air quality is diminished - to encourage people not to use motor vehicles.
- Improve maintenance. Sweep, pack or plow trails & sidewalks concurrently with roads. Clear paths in winter for pedestrian use.
- Add racks for bikes on public transit buses.
- All public facilities should be designed to accommodate bikes and other non-motorized users. Transit stations, rail, airport and ferry terminals should provide bike storage.
- Encourage Bicycle/Transit combo's by providing parking racks or storage lockers for bikes at park & ride areas, as well as bike racks on buses.
- Provide park & ride lots on outskirts of central business district to encourage alternative transportation choices, avoid destruction of historic downtown structures.

7. Education
- A campaign to educate the public about safe bicycling practices should begin now. Enclose a safe cycling pamphlet with motor vehicle

renewals or permanent fund dividends. Hand out material to school children, purchase safe cycling spots on radio and TV and use PSAs. Place ads in newspapers. Include signage as part of public information campaign.

- Review existing public service "spots" for appropriateness.
- Approach user groups to brainstorm "educational wish list" for future public service announcements.
- Bicycle safety programs for schools should be developed. Make available to teachers a list of resources available to educate kids on bicycle/pedestrian safety.
- Cyclists should make every effort to be visible to motorists and to use good sense in their choice of routes.
- Educate DOT&PF and local planning/design/construction personnel regarding non-motorized transportation use & safety; e.g. tour of bad trails, bike to a BBQ, bike to work.
- Train engineers to design facilities for pedestrians, bicyclists and other alternative transportation.

8. Funding

- Register cyclists (or bicycles), increase the state tax on fuels.
- Provide federal funds to local agencies.
- Amend ISTEA to allow Federal funds to be used for maintenance.
- Distribute federal funds in accordance with Borough Transportation Program plan, share more federal funds with local agencies.
- Pursue all available funding.
- Develop fair system to allocate funding between communities.
- Use maximum possible amounts of state and federal moneys to promote, develop and maintain bicycling facilities, both off-road (separated trails, paths) and on-road (bike lanes, wide shoulders). Both are necessary for different uses and users.
- Ensure that designated non-motorized funds are used on non-motorized projects/facilities; if a problem develops on original project, use alternative non-motorized selections.
- Tax fuels to represent the true cost of driving.
- Don't subsidize motor-vehicle use by providing free car parking.
- Develop system to charge uniform user fees (real costs for all).

9. Bicycle/Pedestrian Coordinator

- Improve walker/bicyclist input to transportation planning and project development by appointing a <u>full-time</u> Bicycle/Pedestrian Coordinator at the Statewide level. In addition, identify a contact person, a bicycle/pedestrian coordinator, at each of the department's regions and at the local (municipal) level.
- Coordinate trail development between all agencies; federal, state, local, and non-profit.
- Bicycle/Pedestrian coordinator (or some other position) should review all transportation projects to ensure they include safe, well-designed bicycle/pedestrian facilities.

- Coordinate existing bicycle facilities with future plans so a bicycle map of usable trails can be published.
- Survey bicycle/pedestrian use.
- Survey visiting cyclists to determine needs, impressions of local facilities, ideas, suggestions for improvements.
- Classify bike routes, systems & signage.
- Existing and potential pedestrian corridors should be identified and facilities constructed to meet demand.
- Contact local bike clubs for resources on current riding conditions and trouble spots.

10. Legislative/Local Ordinances
- Develop a trip reduction ordinance for DOTPF and municipal transportation planning/design staff.
- Close downtown Juneau to motorized traffic.
- Change ordinances to protect bicyclists.
- Change zoning/land use to encourage like uses - human power transportation (HPT)
- Disallow design exemptions unfavorable to bicycle/pedestrians, etc.
- Regulate conduct on roads.
- Designated seats on Planning & Zoning, etc. for bike/peds.
- Mandatory helmet law for those under 18 - use Arizona's new law as a model - parents fined $50.00 per violation.
- Change state laws & regulations to require every transportation project to include non-motorized multi-user routes.
- Require DOTPF to follow local trail plans and pedestrian standards (i.e. improve coordination with local plans).
- Adopt legislation that prohibits operators or occupants of motor vehicles from harassing bicyclists.
- Pass legislation requiring that when planning, designing and constructing highways, provide for the safe use of those highways by bicycles as a basic means of transportation.
- Pass legislation requiring that DOTPF develop facilities and programs that encourage the safe use of bicycles as a basic means of transportation.

11. Controlled Access Use
- Allow bicycle use of controlled access roads.
- Pass legislation to open all highways, including those presently closed to bicycles, to bicycle use.
- Open Egan Expressway to bicycle commuters.
- Review current signage on bicycle-prohibited highways to ensure adjacent bike routes are clearly marked for visiting cyclists.

12. Action
- Improve downtown Fairbanks to University connection.
- Clear, unobstructed pedestrian walkway should be constructed along with Ketchikan Tongass Avenue project.
- Impose moratorium on road construction not meeting HPT standards.

- Move ferry terminal closer than 15 miles from Juneau city center.
- Don't bother paving lightly traveled rural roads (e.g. McCarthy Road, Petersville Road, Denali Highway, Elliott, Steese, Taylor and Denali Park road), use the funds on high use urban roads and major highways.
- Convert old Copper River Railroad bed to trail, not highway.
- Construct separated bike path along College Road between Beaver Sports and Fish & Game.
- Use funds that would go to Chena River bike path for higher use transportation corridors such as University Avenue and College Road.
- Construct bike lane for University Avenue Bridge in Fairbanks.

DRAFT

BICYCLE-PEDESTRIAN COORDINATOR DUTIES

The Intermodal Surface Transportation Efficiency Act of 1991 (ISTEA) broadly described the duties of State Bicycle and Pedestrian Coordinators. This job description is found in 23 U.S.C. Section 217(d):

> STATE BICYCLE AND PEDESTRIAN COORDINATORS. Each State receiving an apportionment under sections 104(b)(2) and 104(b)(3) of this title shall use such amount of the apportionment as may be necessary to fund in the State department of transportation a position of bicycle and pedestrian coordinator for promoting and facilitating the increased use of non-motorized modes of transportation, including developing facilities for the use of pedestrians and bicyclists and public education, promotional, and safety programs for using such facilities.

The full text of 23 U.S.C. 217 in included in Appendum C.

The Bicycle/Pedestrian Coordinator is a relatively new position in the Alaska Department of Transportation and Public Facilities. The position was appointed after enactment of the Intermodal Surface Transportation Efficiency Act of 1991. Initially, the position was located in the Division of Engineering and Operations Standards at DOTPF Headquarters in Juneau. One of the first actions of the position was to update the Alaska Highway Preconstruction Manual to include provisions for design of bicycle facilities in road projects. The department adopted, with minor changes, the AASHTO bicycle facility design guidelines.

Little more was done with the position in 1992 and 1993 as it was assigned to different personnel first in the Commissioner's Office of Strategic Management, Policy and Planning, then through several departmental reorganizations to the Division of Plans, Programs and Budget, later re-named the Division of Statewide Planning. In the Spring of 1994 work began in earnest on the Alaska Bicycle/Pedestrian Plan.

The individual assigned as the Alaska Bicycle/Pedestrian Coordinator is currently expected to devote about one-quarter of his/her time to bicycle/pedestrian duties. ISTEA requires only that each state assign an individual to the position, it sets no minimum allocation of resources. The States may use STP funds to fund the position and its programs on an 80/20 match.

Shortly after enactment of ISTEA in late 1991, the FHWA distributed the following guidance suggesting the typical duties of state bicycle & pedestrian coordinators, prepared by the Bicycle Institute of America.

A. Plan and manage new programs in the areas of non-motorized accommodations, safety, educational materials, enforcement materials, courses and recreation.
B. Assist in development of State and MPO level bicycle and pedestrian facility plans.
C. Develop safety and promotional information through printed materials, videos, TV spots, press releases, interviews, and promotional activities.
D. Develop guidelines to assist all metropolitan areas in developing a comprehensive pedestrian/bicycle plan and provide assistance to local jurisdictions in the development of plans and programs.
E. Develop (or prepare) printed materials such as quarterly newsletters, maps showing bicycle and pedestrian routes, safety information, and answer inquiries from citizens.
F. Arrange for special displays and events, including conferences, workshops, and other public and technical information presentations.
G. Develop (if necessary), review, and update State's Comprehensive Bicycle and Pedestrian Transportation Plan.
H. Serve as principal contact with Federal, state and local agencies, the press, citizen organizations, and individuals on matters relating to bicycles and pedestrians.
I. Coordinate and maintain budget and forecast budgetary needs.
J. Review projects for conformity with design standards and the state's comprehensive plan as it relates to bicycle and pedestrian facilities.
K. Identify legislative requirements and recommend appropriate changes in state law to facilitate maximum utilization of the bicycle and pedestrian modes for transportation purposes.
L. Maintain current knowledge of sources of funding for program. Work with appropriate offices to fully integrate bicycle and pedestrian projects in programming decisions.
M. Serve as bicycle and pedestrian advisory committee member (if applicable).
N. Develop priorities for special studies in areas such as:
    1. cause of accidents
    2. locations of accidents
    3. effectiveness of new facility designs
    4. needs analysis
    5. barrier removal analysis
    6. origin and destination surveys
O. Monitor pedestrian and bicycle use, provide recommendations for system improvement and develop usage data.

Federal Statutes
Title 23 United States Code

Sec. 217. Bicycle transportation and pedestrian walkways

(a) USE OF STP AND CONGESTION MITIGATION PROGRAM FUNDS.-- Subject to project approval by the Secretary, a State may obligate funds apportioned to it under sections 104(b)(2) and 104(b)(3) of this title for construction of pedestrian walkways and bicycle transportation facilities and for carrying out non-construction projects related to safe bicycle use.

(b) USE OF NATIONAL HIGHWAY SYSTEM FUNDS.-- Subject to project approval by the Secretary, a State may obligate funds apportioned to it under section 104(b)(1) of this title for construction of bicycle transportation facilities on land adjacent to any highway on the National Highway System (other than the Interstate System).

(c) USE OF FEDERAL LANDS HIGHWAY FUNDS.-- Funds authorized for forest highways, forest development roads and trails, public lands development roads and trails, park roads, parkways, Indian reservation roads, and public lands highways shall be available, at the discretion of the department charged with the administration of such funds, for the construction of pedestrian walkways and bicycle transportation facilities in conjunction with such trails, roads, highways, and parkways.

(d) STATE BICYCLE AND PEDESTRIAN COORDINATORS.-- Each State receiving an apportionment under sections 104(b)(2) and 104(b)(3) of this title shall use such amount of the apportionment as may be necessary to fund in the State department of transportation a position of bicycle and pedestrian coordinator for promoting and facilitating the increased use of non-motorized modes of transportation, including developing facilities for the use of pedestrians and bicyclists and public education, promotional, and safety programs for using such facilities.

(e) BRIDGES.-- In any case where a highway bridge deck being replaced or rehabilitated with Federal financial participation is located on a highway, other than a highway access to which is fully controlled, on which bicycles are permitted to operate at each end of such bridge, and the Secretary determines that the safe accommodation of bicycles can be provided at reasonable cost as part of such replacement or rehabilitation, then such bridge shall be so replaced or rehabilitated as to provide such safe accommodations.

(f) FEDERAL SHARE.-- For all purposes of this title, construction of a pedestrian walkway and a bicycle transportation facility shall be deemed to be a highway project and the Federal share payable on account of such construction shall be 80 percent.

(g) PLANNING.-- Pedestrian walkways and bicycle transportation facilities to be constructed under this section shall be located and designed pursuant to an overall plan to be developed by each metropolitan planning organization and State and incorporated into their comprehensive annual long-range plans in accordance with sections 134 and 135 of this title, respectively. Such plans shall provide due consideration for safety and contiguous routes.

(h) USE OF MOTORIZED VEHICLES.-- No motorized vehicles shall be permitted on trails and pedestrian walkways under this section, except for--

(1) maintenance purposes;
(2) when snow conditions and State or local regulations permit, snowmobiles;
(3) when State and local regulations permit, motorized wheelchairs; and
(4) such other circumstances as the Secretary deems appropriate.

(i) TRANSPORTATION PURPOSE.-- No bicycle project may be carried out under this section unless the Secretary has determined that such bicycle project will be principally for transportation, rather than recreation, purposes.

(j) BICYCLE TRANSPORTATION FACILITY DEFINED.-- For purposes of this section, a "bicycle transportation facility" means new or improved lanes, paths, or shoulders for use by bicyclists, traffic control devices, shelters, and parking facilities for bicycles.

Alaska Bicycle Statutes

Sec. 28.10.011. Vehicles subject to registration.
Every vehicle driven, moved, or parked upon a highway or other public parking place in the state shall be registered under this chapter except when the vehicle is

(5) moved by human or animal power;

Sec. 28.40.100. Definition for title.
(a) Unless otherwise specifically defined or unless the context otherwise requires, in this title and in regulations adopted under this title

(4) "driver" means a person who drives or is in actual physical control of a vehicle;

(6) "highway" means the entire width between the boundary lines of every way that is publicly maintained when a part of it is open to the public for purposes of vehicular travel, including but not limited to every street and the Alaska state marine highway system but not vehicular ways or areas;

(7) "motor vehicle" means a vehicle which is self-propelled except a vehicle moved by human or animal power;

(11) "owner" means a person, other than a lien holder, having the property in or title to a vehicle, including but not limited to a person entitled to the use and possession of a vehicle subject to a security interest in another person, but exclusive of a lessee under a lease not intended as security;

(13) "roadway" means that portion of a highway designed or ordinarily used for vehicular travel, exclusive of the sidewalk, berm, or shoulder, even though the sidewalk, berm, or shoulder is used by persons riding bicycles or other human powered vehicles; and in the event that a highway includes two or more separate roadways, the term refers to each roadway separately but not to all such roadways collectively;

(15) "traffic" means pedestrians, ridden or herded animals, vehicles, and other conveyances either singly or together while using a highway or vehicular way or area that is open to public use for purposes of travel;

(17) "vehicle" means a device in, upon, or by which a person or property may be transported or drawn upon or immediately over a highway or vehicular way or area except devices used exclusively upon stationary rails or tracks; and

(18) "vehicular way or area" means a way, path, or area, other than a highway or private property, that is designated by official traffic control devices or customary usage and that is open to the public for purposes of pedestrian or vehicular travel, and which way or area may be restricted in use to pedestrians, bicycles, or other specific types of vehicles as determined by the department or other agency having jurisdiction over the way, path, or area.

13 AAC 02.095. USE OF DIVIDED AND CONTROLLED-ACCESS HIGHWAY RESTRICTIONS.

(b) When the Department of Transportation and Public Facilities or a municipality, with respect to a controlled-access highway under its jurisdiction, prohibits or limits the use of the highway to certain types of vehicles or traffic, it must erect and maintain signs on the highway notifying drivers of the limitations.

13 AAC 02.150. PEDESTRIAN OBEDIENCE TO TRAFFIC CONTROL DEVICES AND TRAFFIC REGULATIONS.

(a) Pedestrians must comply with traffic and pedestrian-control signals as provided in secs. 10 and 15 of this chapter and are subject to the applicable restrictions in this chapter.

(b) No pedestrian may enter or remain upon a bridge or its approach beyond the bridge signal, gate, or barrier after a bridge-operations signal indication has been given; nor may a pedestrian pass through, around, over, or under a crossing gate or barrier at a railroad grade crossing or bridge while the gate or barrier is closed or is being opened or closed.

13 AAC 02.155. PEDESTRIAN RIGHT-OF-WAY IN SAFETY ZONES.

(a) Except as provided in sec. 195 of this chapter, when traffic-control signals are not in place or not in operation, the driver of a vehicle shall yield the right-of-way to a pedestrian who is on a sidewalk, vehicular way or area, or who is crossing a roadway within a crosswalk when the pedestrian is upon the half of the roadway as to be in danger.

(b) No pedestrian may leave a curb or other place of safety and walk or run into the path of a vehicle which is so close as to constitute an immediate hazard.

(c) When a vehicle is stopped at a marked crosswalk or at an unmarked crosswalk at an intersection to permit a pedestrian to cross the roadway, no driver of another vehicle approaching from the rear may overtake and pass the stopped vehicle.

(d) Pedestrians shall move, whenever practicable, upon the right half of the crosswalk.

(e) No vehicle may be driven through or within a safety zone.

13 AAC 02.160. CROSSING AT OTHER THAN CROSSWALKS.

(a) A pedestrian crossing a roadway at a point other than within a marked crosswalk or within an unmarked crosswalk at an intersection shall yield the right-of-way to all vehicles upon the roadway, except as provided in sec. 260(d) of this chapter.

(b) No pedestrian may cross a roadway at a point where a pedestrian tunnel or overhead pedestrian crossing has been provided and which is accessible at road level at or near the point of crossing, unless a marked crosswalk is also provided at that point. If a pedestrian overpass or tunnel is not accessible and if no marked crosswalk is provided, a pedestrian crossing the roadway must yield the right-of-way to all vehicles on the roadway which are so close as to constitute a hazard.

(c) Between adjacent intersections in a business or residence district in which traffic-control signals are in operation, no pedestrian may cross except in a marked crosswalk.

(d) No pedestrian may cross a roadway intersection diagonally or otherwise than at a right angle unless authorized by an official traffic-control device. When authorized to cross diagonally, pedestrians must cross in accordance with the official traffic-control device.

(e) No pedestrian may cross a roadway where an official traffic control device specifically prohibits the crossing.

(f) Except as provided in (d) of this section, a pedestrian must cross a roadway at a right angle to the roadway or by the shortest route to the opposite side of the roadway.

13 AAC 02.175. PEDESTRIANS ON HIGHWAYS.

(a) Where a sidewalk is provided and its use is practicable, a pedestrian may not walk upon an adjacent roadway except when crossing the roadway.

(b) Where a sidewalk is not available, a pedestrian walking upon a highway shall walk on a shoulder as far as practicable from the edge of the roadway. Where neither a sidewalk nor a shoulder is available, a pedestrian walking on a highway shall walk as near as practicable to the outside edge of the highway and , if walking along a two-way roadway, shall walk only on the left side of the roadway. No pedestrian may walk on a controlled-access highway except in an emergency.

(c) Repealed 6/28/79

(d) No pedestrian may be upon or along a roadway in such a manner as to create an unreasonable risk of danger to himself or interfere with the normal flow of traffic.

(e) No pedestrian may sleep or loiter upon a highway or, without lawful permit, obstruct free passage upon a highway.

13 AAC 02.180. PEDESTRIANS SOLICITING RIDES OR BUSINESS.

No person may solicit a ride in a manner which distracts a driver's attention, nor may a pedestrian upon a highway solicit employment, business, or contributions from the occupant of a vehicle.

13 AAC 02.190. BLIND PEDESTRIAN DEVICES AND RIGHT-OF-WAY.

(a) Every driver of a vehicle shall yield the right-of-way to a blind pedestrian carrying a visible white cane or accompanied by a guide dog.

(b) A person who is not legally blind may not use a white cane or a guide dog for the purpose of securing the right-of-way provided by this section.

13 AAC 02.195. PEDESTRIANS YIELD TO AUTHORIZED EMERGENCY VEHICLES.

(a) A pedestrian shall yield the right-of-way upon the approach of an authorized emergency vehicle making use of an audible signal as provided in 13 AAC 04.210(d), or a visual signal as provided in 13 AAC 04.090 or upon the approach of a vehicle making use of a flashing blue light as provided in 13 AAC 04.100.

(b) This section does not relieve the driver of an authorized emergency vehicle or a vehicle displaying a flashing blue light from the duty to exercise care to avoid colliding with a pedestrian.

13 AAC 03.155. PEDESTRIAN RIGHT-OF-WAY IN SAFETY ZONES.

(a) Except as provided in 13 AAC 02.195, when a traffic-control signal is not in place or not in operation, the driver of a commercial motor vehicle shall yield the right-of-way to a pedestrian who is on a sidewalk, in a vehicular way or area, or who is crossing a roadway within a crosswalk and who is upon the same half of the roadway upon which the commercial motor vehicle is traveling or is approaching so closely from the opposite half of the roadway as to be in danger.

(b) A pedestrian may not leave a curb or other place of safety and walk or run into the path of a commercial motor vehicle that is so close as to constitute an immediate hazard.

(c) When a motor vehicle is stopped at a marked crosswalk or at an unmarked crosswalk at an intersection to permit a pedestrian to cross the roadway, the driver of a commercial motor vehicle approaching from the rear may not overtake and pass the stopped vehicle.

(d) A pedestrian shall move, whenever practicable, upon the right half of the crosswalk.

(e) A commercial motor vehicle may not be driven through or within a safety zone.

13 AAC 02.385. APPLICABILITY OF REGULATIONS TO BICYCLES.

(a) Every person operating a bicycle upon a roadway has all the rights and is subject to all the duties applicable to the driver of any other vehicle as set out in this chapter, in addition to special regulation in secs. 385 - 420 of this chapter, except as to those provisions of this chapter which by their nature have no application.

(b) No person may violate the provisions of secs. 385 - 420 of this chapter. The parent or guardian of a child may not authorize or knowingly permit a child to violate a provision of this chapter.

(c) When signs are erected indicating that no right, left, or U-turn is permitted, no person operating a bicycle may disobey the direction of the sign unless first pulling to the extreme right or shoulder of the road, dismounting and making the turn as a pedestrian.

13 AAC 02.395. RIDING ON BICYCLES AND CERTAIN NON-MOTORIZED CONVEYANCES.

(a) Repealed 6/28/79.

(b) No person operating a bicycle upon a highway may carry a person other than the operator, unless the bicycle is equipped with a seat for the passenger, except that an adult rider may carry a child securely attached to his person in a backpack or sling.

(c) No person operating a bicycle or other non-motorized conveyance may attach, hold on by hand or otherwise secure the bicycle or conveyance or himself to another vehicle so as to be towed or pulled.

(d) A person operating a bicycle upon a highway shall maintain control of the bicycle and shall at all times keep at least one hand upon the handlebars of the bicycle.

(e) No person may operate a unicycle, coaster, roller skates, or a similar device on a roadway.

(f) This section does not apply upon a roadway closed to motorized vehicle traffic.

13 AAC 02.400. RIDING BICYCLES ON ROADWAYS AND BICYCLE PATHS.

(a) A person operating a bicycle upon a roadway shall ride as near to the right as practicable and shall give way to the right as far as practicable to a motor vehicle proceeding in the same direction when the driver of the motor vehicle gives audible signal.

(b) Persons riding bicycles on a roadway may not ride more than two abreast except on paths or parts of roadways set aside for the exclusive use of bicycles. Persons riding bicycles two abreast may not impede traffic and, in laned roadway, shall ride within the farthest right lane.

(c) When a shoulder of the highway is maintained in good condition, an operator of a bicycle shall use the shoulder of the roadway.

(d) A person operating a bicycle on a trail, path, sidewalk, or sidewalk area shall
(1) exercise care to avoid colliding with other persons or vehicles;
(2) give an audible signal before overtaking and passing a pedestrian; and
(3) yield the right-of-way to any pedestrian.

(e) Repealed 6/28/79 (Mandatory side path rule.)

(f) A person riding a bicycle intending to turn left shall, unless he dismounts and crosses as a pedestrian, comply with the provisions of sec. 200 of this chapter. The operator of a bicycle must give a signal by hand and arm continuously during the last 100 feet traveled unless the hand is needed in the control or operation of the bicycle. When stopped to await an opportunity to turn, a hand and arm signal must be given continuously by the operator.

(g) No person may ride a bicycle upon a sidewalk in a business district or where prohibited by an official traffic-control device.

(h) No bicycle race may be conducted upon a roadway, except as provided under AS 05.35.

13 AAC 02.420. PARKING OF BICYCLES.

(a) No person may park a bicycle on a street or sidewalk in a manner which obstructs pedestrian traffic or the parking and driving of motor vehicles.

(b) No person may secure a bicycle to any of the following publicly owned facilities:

(1) fire hydrants;
(2) police and fire callboxes;
(3) electric traffic signal poles;
(4) stanchions or poles located within bus zones or stands;
(5) stanchions or poles located within 25 feet of an intersection; or
(6) trees under 10 inches in diameter.

(c) A bicycle parked on a highway must comply with the provisions of this chapter regulating the parking of vehicles.

13 AAC 02.487. DRIVING ON SIDEWALK.

No person may drive a vehicle on a sidewalk or sidewalk area other than upon a permanent or temporary driveway, except as a municipality allows the riding of bicycles on sidewalks outside of a business district.

13 AAC 02.560. APPLICATION OF TRAFFIC REGULATIONS.

The traffic regulations apply exclusively to the equipping, condition, movement or operation of a vehicle, bicycle, motorcycle, motor-driven cycle, person or animal upon a highway or a state-operated and maintained ferry facility except where a limited application or a different place is specifically referred to in a section.

13 AAC 02.482. LIMITED USE OF VEHICULAR WAYS AND AREAS.

(a) No pedestrian, rider of a bicycle, or driver of a vehicle may travel on a vehicular way or area as defined in 13 AAC 40.010 when it is designated for use by a different mode of travel than that used by the pedestrian, rider of a bicycle, or driver of a vehicle.

(b) A driver of a non-motorized vehicle traveling upon a vehicular way or area shall, regardless of whether an official traffic-control device is present, yield the right-of-way in the manner specified in sec. 130(c) of this chapter to any traffic using a roadway, driveway, or vehicular way or area on which motor vehicle traffic is authorized.

13 AAC 04.004. SALE OR USE OF EQUIPMENT.

(c) No person engaged in the business of selling bicycles at retail may sell a bicycle unless the bicycle has an identifying number permanently stamped or cast on its frame.

13 AAC 04.320. HEADLIGHTS.

(c) A bicycle, when ridden at the times when lights are required under 13 AAC 04.010, must be equipped with at least one light in front of the bicycle, emitting white light visible from a distance of at least 500 feet in front of the bicycle under normal atmospheric conditions.

13 AAC 04.325. TAILLIGHTS.

(a) A bicycle must be equipped with a taillight which displays a red light visible 500 feet to the rear of the bicycle.

13 AAC 04.335. REFLECTORS.

(b) Every bicycle, when ridden at the time when lights are required under 13 AAC 04.010, must be equipped with a red reflector on the rear of the bicycle and reflective material visible from the sides of the bicycle meeting the visibility requirements of 13 AAC 04.030(a). Nothing in this subsection prohibits the use of additional reflectors or reflective materials upon a bicycle.

13 AAC 04.340. BRAKES.

(b) Every bicycle must be equipped with a brake system, maintained in good working condition, which will enable its driver to stop the bicycle within 25 feet from a speed of 10 miles per hour on dry, level, clean pavement.

13 AAC 40.010. DEFINITIONS. (Selected excerpts)

In chapters 02, 04, 06, and 08 of this title, and in AS 28, unless otherwise provided

(1) "alley" means a street or highway intended to provide access to the rear or side of lots or buildings in urban districts and not intended for use by through vehicular traffic;

(2) "arterial street" means a U.S. or state numbered route, controlled-access highway, or other major radial or circumferential street or highway designated by a municipality within its respective jurisdiction as part of an interlocking system of streets or highways;

(5) "bicycle" means a vehicle propelled exclusively by human power upon which a person may ride, having two tandem wheels or three wheels in contact with the ground, except scooters and similar devices;

(9) "controlled-access highway" means every highway, street, or roadway where access to or from the highway is determined by the public authority having jurisdiction over the highway, street or roadway;

(11) "crosswalk" means that portion of a roadway at an intersection which is between an extension of a sidewalk which ends on the opposite side of the roadway or, in the absence of a sidewalk, that portion of the roadway which is an extension of the edge of the roadway to the opposite side of the roadway and between a parallel line 10 feet from that extension in a direction away from the intersection, except as modified by a marked crosswalk on a portion of a roadway at an intersection or elsewhere which is distinctly indicated by lines or other markings on the surface of the roadway;

(33) "pedestrian" means any person afoot; it includes a person on skis or snowshoes;

(45) "safety zone" means the area of space officially set apart within a roadway for the exclusive use of pedestrians, and which is protected or marked by signs which are plainly visible at the time it is used as a safety zone;

(48) "sidewalk" means that portion of a street between the curblines or the lateral lines of a roadway and the adjacent property lines, and intended for use by pedestrians;

(55) "street" means a highway as defined in AS 28;

(56) "through highway" means a highway or portion of highway on which vehicular traffic has preferential right-of-way, the entrances to which vehicular traffic from intersecting highways is required by law to yield the right-of-way to vehicles on the highway in obedience to a stop sign, yield sign, or other official traffic-control device;

11A AAC 20.490. BICYCLES.

The use of a bicycle in the Chena River State Recreational Area is allowed only in campgrounds and in the following areas:

(1) Chena Hot Springs Road;
(2) picnic areas; and
(3) trails designated as open to off-highway vehicles.

APPENDIX B

ALASKA TRANSPORTATION CORRIDORS OF STATEWIDE INTEREST

An Integral Part of
VISION 2020:
Alaska's Long-Range Statewide Transportation Plan

Public Review Draft

November 18, 1994

Prepared by:

Alaska Department of Transportation and Public Facilities

TRANSPORTATION CORRIDORS OF STATEWIDE IMPORTANCE

The following is an overview of Regions and Systems within the Department of Transportation and Public Facilities followed by a series of maps of the transportation corridors of statewide importance.

Maps of transportation corridors of statewide importance, found in order listed below, include:

Statewide Air Corridors
Haines - Haines Junction Corridor
Skagway - Whitehorse Corridor
Prince of Wales Island Network
Revillagigedo Island - Stikine River/Unuk River/Bradfield Canal Corridor
Taku River Corridor
Hoonah-Tenakee Springs Corridor
Inside Passage Corridors
Bellingham/Prince Rupert - Ketchikan Corridor
Ketchikan - Juneau Corridor
Lynn Canal Corridor
Sitka - Juneau Corridor
Juneau - Hoonah/Angoon/Tenakee/Pelican Network
Ketchikan - POW/Metlakatla/Hyder Network
Kupreanof - Mitkof Islands Corridor
Trans-Gulf Corridor
Rural Community Transportation Systems (Southeast)
Shakwak Trench Corridor (Canada)
Seward - Anchorage Corridor
Anchorage - Fairbanks Corridor
Matanuska - Glennallen Corridor
Wasilla - Trading Bay Corridor
Portage - Whittier Corridor
Kenai Peninsula Corridor
Homer/Seward - Kodiak Corridor
Kodiak - Unalaska Corridor
Prince William Sound Network
Cook Inlet - Bristol Bay Corridor
Kuskokwim River Corridor
Kuskokwim/Yukon Portage Corridor
English Bay - Port Graham - Seldovia Corridor
Kodiak Island Network
Chignik Inter-Village Corridor
Naknek - King Salmon Corridor
Iliamna - Nondalton Corridor
Cold Bay - King Cove Corridor
Dillingham - Aleknagik Corridor
Rural Community Transportation Systems (Central)

Maps of transportation corridors of statewide importance continued:

Fairbanks - Valdez Corridor
Fairbanks - Prudhoe Bay Corridor
Delta Junction - Canadian Border Corridor
Copper River Corridor
Glennallen - Tok Corridor
Forty Mile Corridor
Richardson Highway - McCarthy Corridor
Paxson - Cantwell Corridor
Fairbanks - Circle Corridor
Seward Peninsula Network
Western Access Corridor
Denali Park Corridor
Parks Highway - McGrath Corridor
Ruby - McGrath Corridor
Arctic Slope Corridors
Northwest Alaska Network
Yukon River Corridor
Lower Yukon Network
Middle Yukon Network
Upper Yukon & Porcupine Network
Circle - Eagle Corridor
Lower Tanana Corridor
Livengood - Manley Corridor
Fairbanks - Chena Hot Springs Corridor
Rural Community Transportation Systems (Northern)
Fairbanks Area Transportation Network

Regional Guide - Central Region

Central Region encompasses a geographic area of 181,780 square miles (117 million acres). The region extends from the western end of the Aleutian Islands to Denali Park including the western delta areas of the Yukon and Kuskokwim Rivers, and the Bering Sea Islands, as well as much of the contiguous road system. The region includes the Municipality of Anchorage, as well as the Kenai Peninsula Borough, Matanuska-Susitna Borough, Kodiak Island Borough, Lake and Peninsula Borough, Aleutians East Borough and Bristol Bay Borough.

Central Region includes 65% of the State's population and 64% of the vehicle miles traveled in the State. The region's major communities include: Anchorage, Wasilla, Palmer, Soldotna, Seward, Kodiak, Dillingham, Kenai, Homer, Bethel, Unalaska, McGrath, Sand Point, King Cove and Seldovia.

There are 4,530 lane miles of roads--almost 1/3 of the state's roadway system--to maintain. Approximately 40% are paved, 57% are urban miles, 31% are rural roads, and 12% are on the Alaska Marine Highway System.

The region is also responsible for 225 public buildings (i.e., Anchorage Court House; public safety offices; state office buildings in Bethel; the Griffin Building in Kodiak; the Cooper Building in Homer); and, various equipment warm storage buildings and maintenance shops throughout the region.

The region has 259 bridges, several of which are large significant structures (i.e., Knik and Matanuska River Bridges in the Mat-Su Valley, and the Port Access Bridge in Anchorage).

There are 21 harbors and docks in the region, including Seward, Whittier, Homer, Port Lions and Kodiak Small Boat Harbors.

The region has 106 airports ranging from Anchorage International Airport to small community gravel airports.

Through management of the State Equipment Fleet, the region is responsible for 3,459 pieces of equipment and attachments assigned to 19 different State agencies.

Central Region Administration

The regional management is divided into four divisions: Maintenance and Operations (M&O), Design and Construction (D&C), Planning, and Administrative Services.

The Maintenance and Operations (M&O) Division is tasked to provide routine and preventive maintenance of state owned buildings, airports, highways and equipment. M&O offices may be found at the following locations within the Central Region: Anchorage; Girdwood; Silvertip; Cascade; Chulitina; McGrath; Palmer; Talkeetna; Willow; Homer; Moose Pass; Kodiak; Kalsin Hill; Ninilchik; North Kenai; Seldovia; Seward; Soldotna; Cold Bay; Dillingham; King Salmon; Unalaska; Aniak; and Bethel.

Design and Construction (D&C) Division is tasked with the design and construction of highway, aviation, building and harbor projects identified in the capital improvement program. The predominant office facility for the Division is located at 4111 Aviation Drive in Anchorage.

Regional Planning works cooperatively with local governments and the public to prepare a capital improvement program and collects data as required to ensure the Department's continued eligibility to receive federal highway funding.

Administrative Services provides support services for other Central Region divisions, Anchorage International Airport, and Headquarters units physically located in Anchorage. The Planning and Administrative Services Division also provides leasing and property management which manages property at 103 airports and 16 harbors to enhance aviation and marine transportation services to the public; maximize revenues; ensure compliance with federal and state aviation regulations; and address environmental and other property management issues

at these facilities.

Metropolitan Planning Organization

The Municipality of Anchorage fulfills it's role as the federally recognized Metropolitan Planning Organization (MPO) and the Air Quality Planning Agency for the Anchorage Non-attainment Area through the Anchorage Metropolitan Area Transportation Study (AMATS). Through the AMATS process, the municipality and the Department cooperatively plan the improvement of Anchorage's roadway, transit, and trail systems.

The AMATS process is guided by the AMATS Policy Committee, which formulates planning and policy objectives and monitors the implementation of transportation plans. The AMATS Policy Committee is composed of the Mayor of Anchorage, a representative of the Municipal Assembly, the Regional Director of the Alaska Department of Transportation and Public Facilities, the Regional Administrator of the Alaska Department of Environmental Conservation and another Municipal Assembly member representing the South Central Clean Air Commission. In general, the AMATS Policy Committee provides overall direction to the AMATS Technical Advisory Committee and staff, ensures public involvement throughout the AMATS process, and directs the preparation of transportation plans, programs, and studies.

The AMATS Technical Advisory Committee consists of seven members: the Director of the Municipal Department of Community Planning and Development, the Director of the Department of Public Works, Central Region Chief of Planning for the Department of Transportation and Public Facilities, the Municipal Environmental Services Division Manager, the Municipal Transit Director, a member of the Citizen Air Quality Advisory Committee, and a representative from the Alaska Department of Environmental Conservation, South Central Regional Office, Mobile Sources Section. Support staff include representatives from seventeen municipal, state, and federal agencies. Together, they advise the Policy Committee on technical planning issues and procedures and supervise the preparation of planning documents.

Regional Guide - Northern Region

Northern Region covers 382,000 square miles, or 65% of the land area of Alaska. Within this area resides 24% of Alaska's population. The Region extends from the Canadian Border to Nome and Valdez to Barrow. It also includes the communities of Cordova, Valdez, Glennallen, Delta Junction, Eagle, Fairbanks, Kotzebue, St. Mary's, Unalakleet, and Ft. Yukon among others. It includes the Denali, Wrangell-St. Elias, Gates of the Arctic and the Bering Land Bridge National Parks as well as numerous smaller parks and preserves. The Prudhoe Bay oil field and the Arctic National Wildlife Refuge are located in the Northern Region as are the Red Dog Mine and the Usibelli Mine (the largest active coal

mine in the state).

Northern Region contains 8,150 lane-miles of state-maintained roads, equal to 60% of Alaska's highway milage. This includes all of the Alaska, Richardson, Tok Cutoff, Dalton, Denali, Steese, Taylor and Elliott Highways. Most of the Parks Highway is also included in Northern Region.

There are 411 highway bridges in the region, including major spans over the Yukon, Tanana and Copper Rivers. This also includes bridge spans that are a part of highway interchanges and railroad overcrossings.

The region is responsible for 342 public buildings, ranging from major buildings such as the State Regional Office Building in Fairbanks to State Trooper housing on the Dalton Highway to equipment warm storage buildings at community airports.

The Region is responsible for dock and port facilities in Valdez, Cordova, and Tatetlik.

There are 106 state airports in the region, including major airports at Fairbanks, Cordova, Valdez, Nome, St. Mary's, Kotzebue, Barrow, and Deadhorse.

The region has 2,600 major pieces of equipment managed by the State Equipment Fleet that are used to support design, construction, and maintenance activities. This includes such items as road graders, dump trucks, loaders, compressors as well as surveyor vans and drilling rigs.

Northern Region Administration

The regional management is divided into four divisions: Maintenance and Operations (M&O), Design and Construction (D&C), Planning, and Administrative Services.

The Maintenance and Operations (M&O) Division is tasked to provide routine and preventive maintenance of state owned buildings, airports, highways and equipment. M&O offices in Northern Region are found in 45 locations throughout the region.

Design and Construction (D&C) Division is tasked with the design and construction of highway, aviation, building and harbor projects identified in the capital improvement program. The predominant office facility for the Division is located at 2301 Peger Road, Fairbanks.

Regional Planning works cooperatively with local governments and the public to prepare a capital improvement program and collects data as required to ensure the Department's continued eligibility to receive federal highway funding.

Administrative Services provides support services for other Northern Region divisions, Fairbanks International Airport, and Headquarters units physically

located in Fairbanks.

Regional Guide - Southeast Region

The Southeastern Region covers 42,000 square miles (27 million acres, of which 16 million acres make up the Tongass National Forest), or 7.5 % of the land area of Alaska. It extends from the Canadian Boundary in Dixon Entrance on the south, to Yakutat Bay on the north with the Pacific Ocean's Gulf of Alaska on the west and British Columbia, Canada on the east. The majority of the region constitutes the Alexander Archiapelago, and is composed of numerous islands, six of which are world class, separated by canals, straits, inlets, channels, and bays. There are three National Monuments, Misty Fiords, Admiralty Island and Sitka, a National Park, Glacier Bay, five Wilderness Study Areas, Russell Fiord, Tracy Arm-Fords, Granite Fiords, Petersburg Creek, and King Salmon Capes, and three State Parks within the regions boundaries. This region contains 25% of the coast line of the 50 United States.

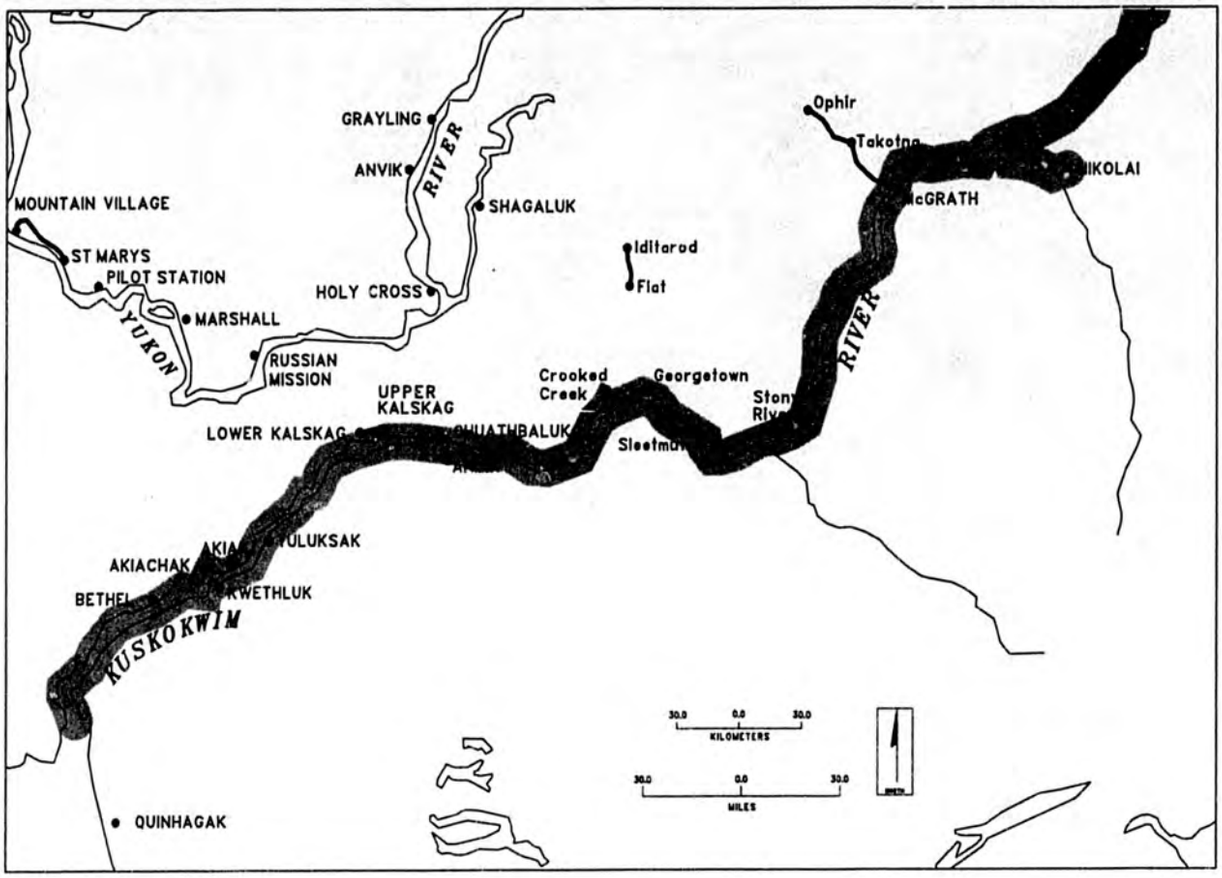
Southeast Region includes approximately 13% of the State's population. Three of Alaska's five largest Cities (Juneau (the state's capital), Ketchikan, and Sitka) are located in the region, as well as many smaller communities. Of these communities only six, Yakutat, Klukwan, Haines, Skagway, Juneau, and Hyder are located on Alaska's mainland. Except for the communities on Prince of Wales Island, Haines and Klukwan are the only communities with a highway connection between them that does not require driving through a foreign country or booking passage on the state's ferry system.

The Southeast Region is responsible for 504 centerline miles of roads scattered throughout the region and are supported by 10 maintenance stations.

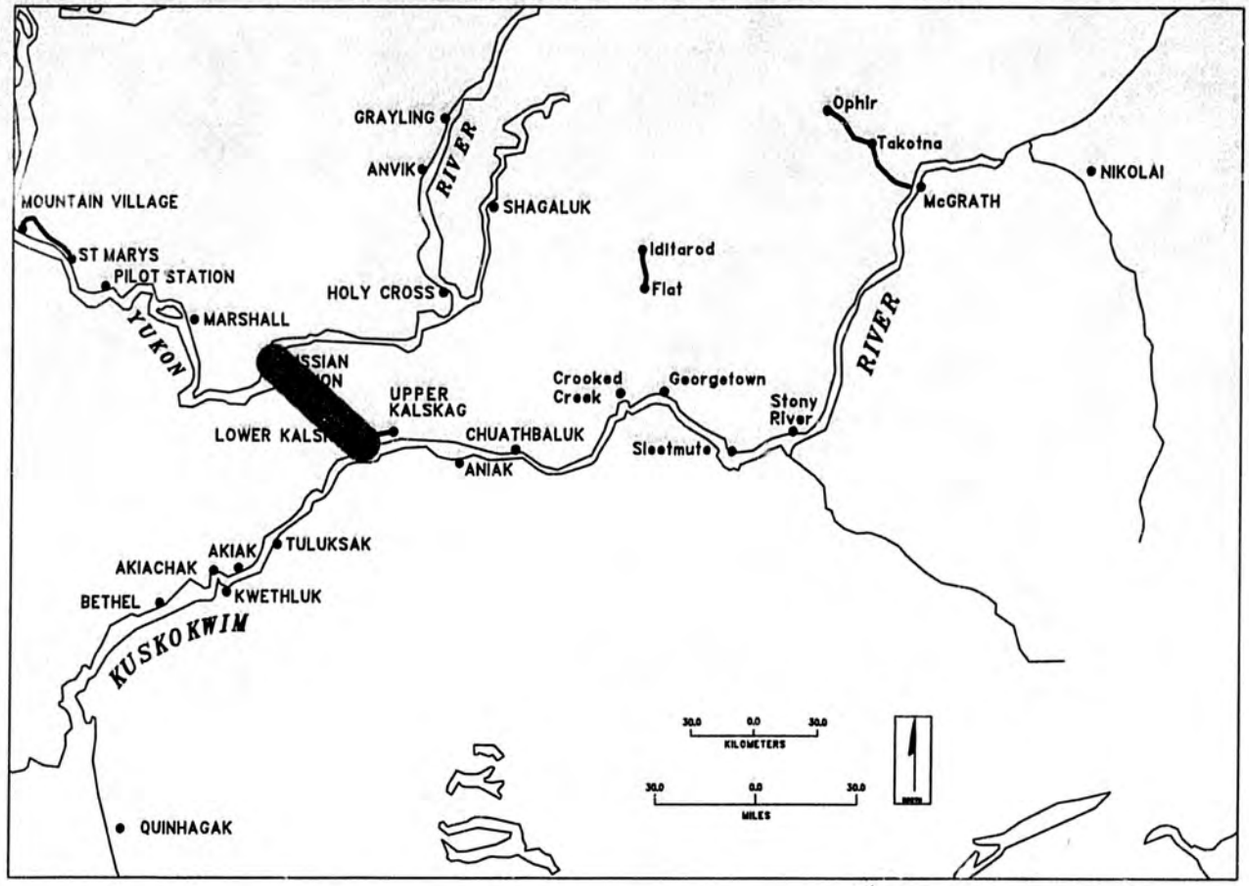
The Southeast Region is responsible for 73 facilities such as docks, small boat harbors, refuge floats, and boat launch ramps scattered throughout the region. Most of the community harbor facilities are owned by the state and maintained and operated by the local communities through lease-management agreements. The department provides support in the areas of planning, design, construction of improvements, and major maintenance.

The Southeast Region is also responsible for 13 airports and approximately 130 seaplane bases, heliports, and air-strips located throughout Southeastern Alaska. The department maintains and operates the state facilities either directly or through lease and maintenance agreements with municipalities. Most of the state owned airports are maintained and operated directly by the department.

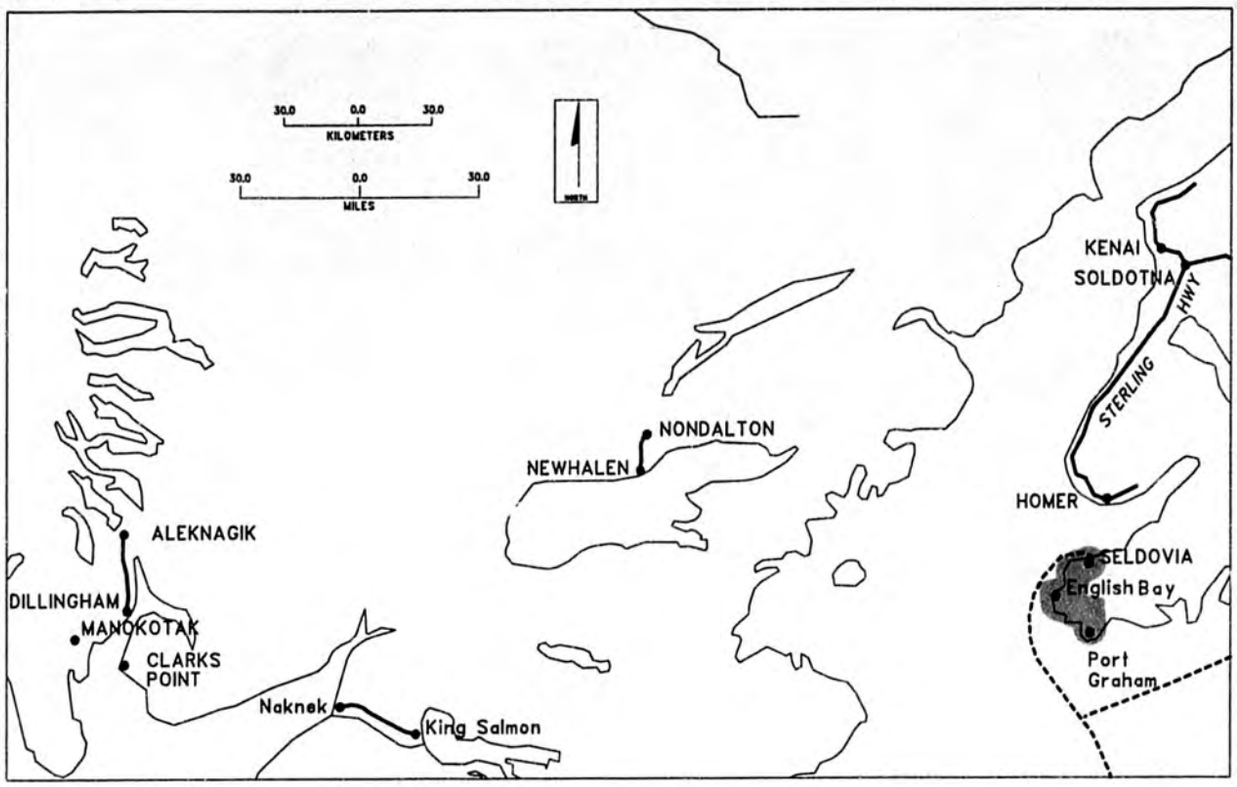
The Southeast Region is responsible for the repair, upgrade (ADA & codes), operations, and maintenance of 43 Public Buildings (i.e. State Office Building, Alaska Office Building, Subport Building, Alaska State Museum, Public Safety Building, 1591 Glacier Ave. Building, Dimond Courthouse, Court Plaza Building,



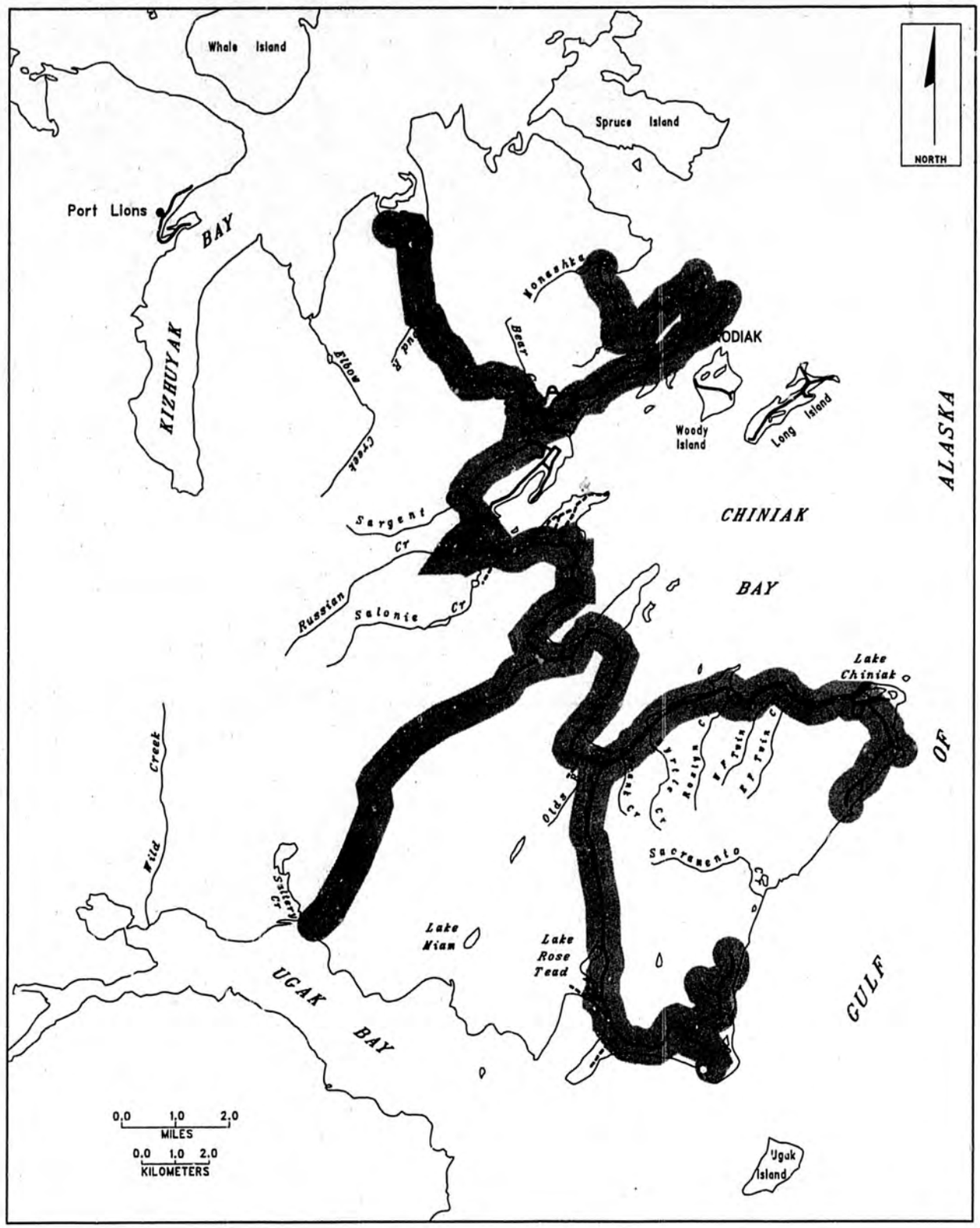
Kuskokwim River Corridor



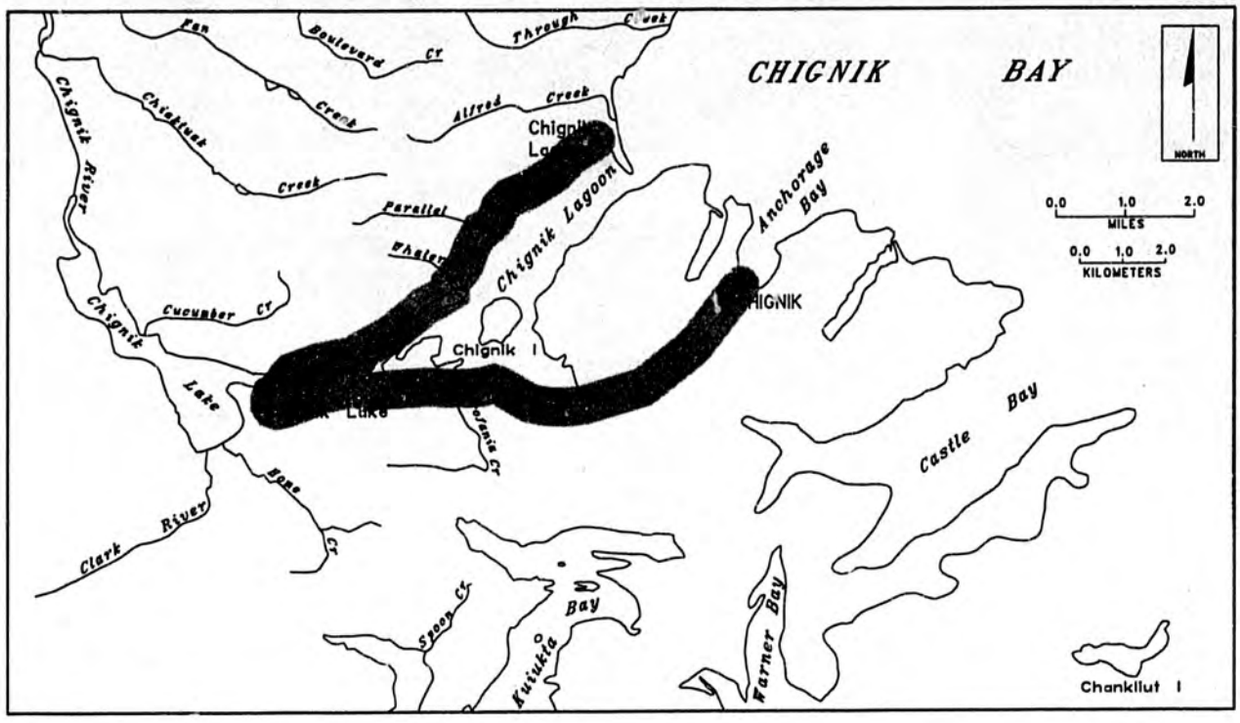
Kuskokwim/Yukon Portage Corridor



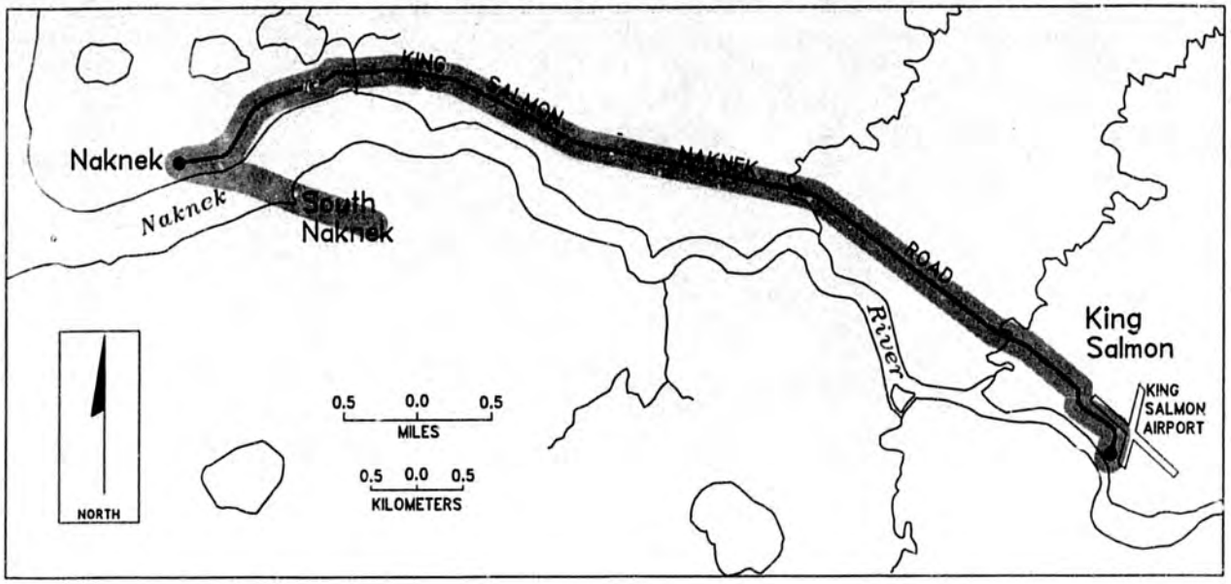
English Bay - Port Graham - Seldovia Corridor



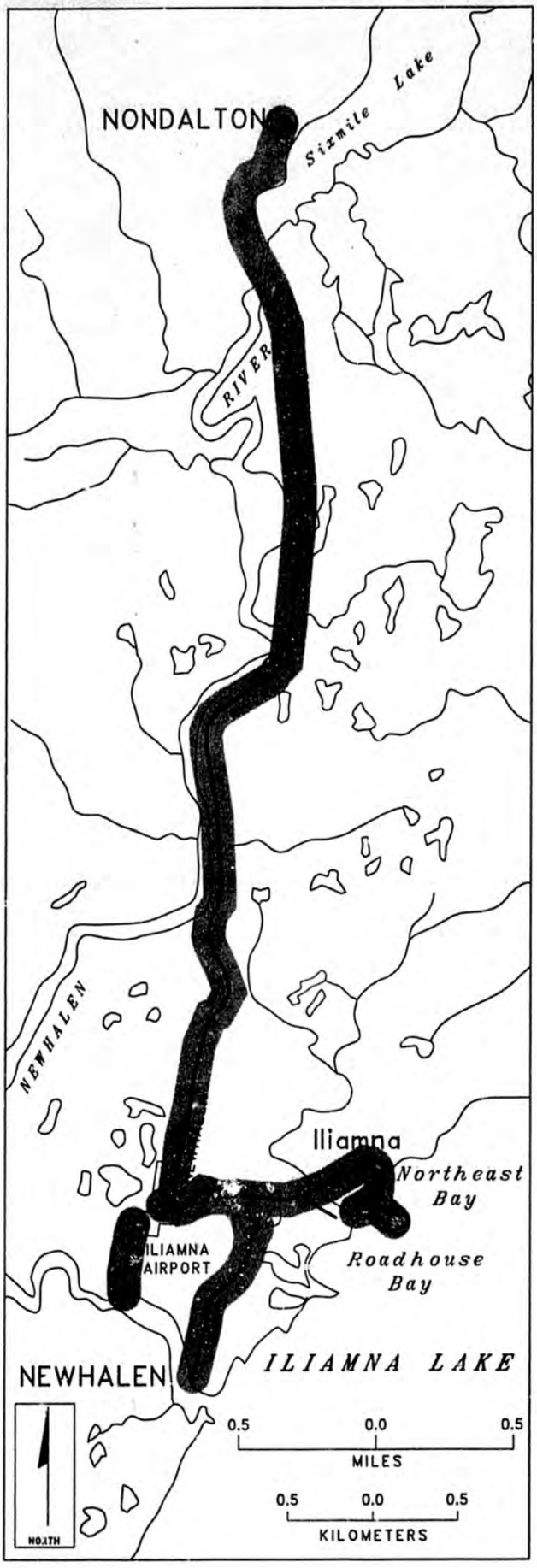
Kodiak Island Network



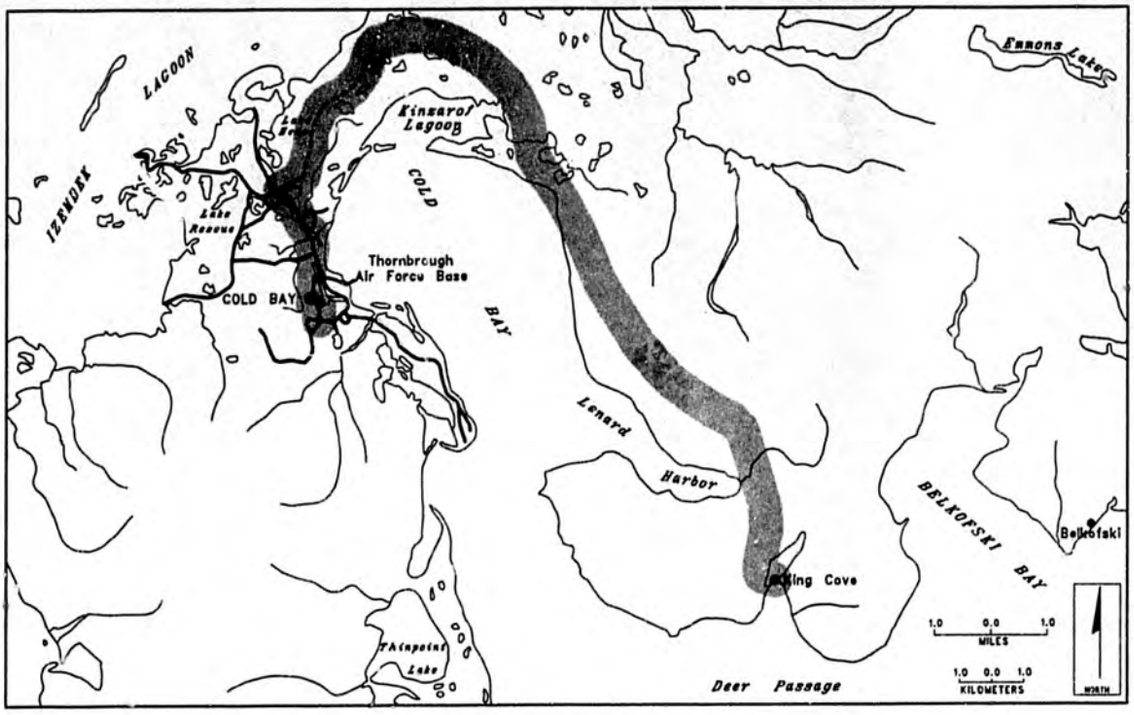
Chignik Inter-Village Corridor



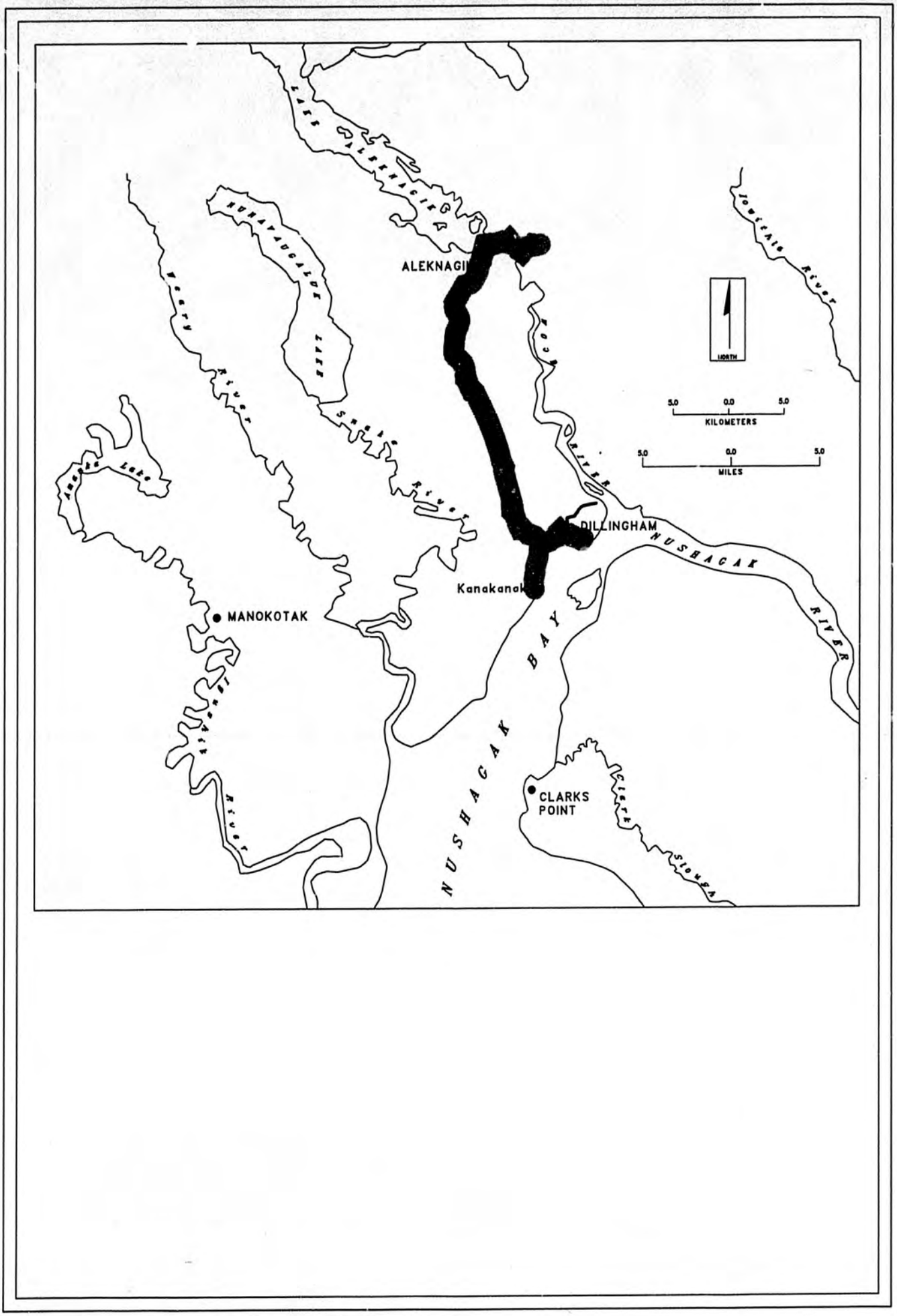
Naknek - King Salmon Corridor



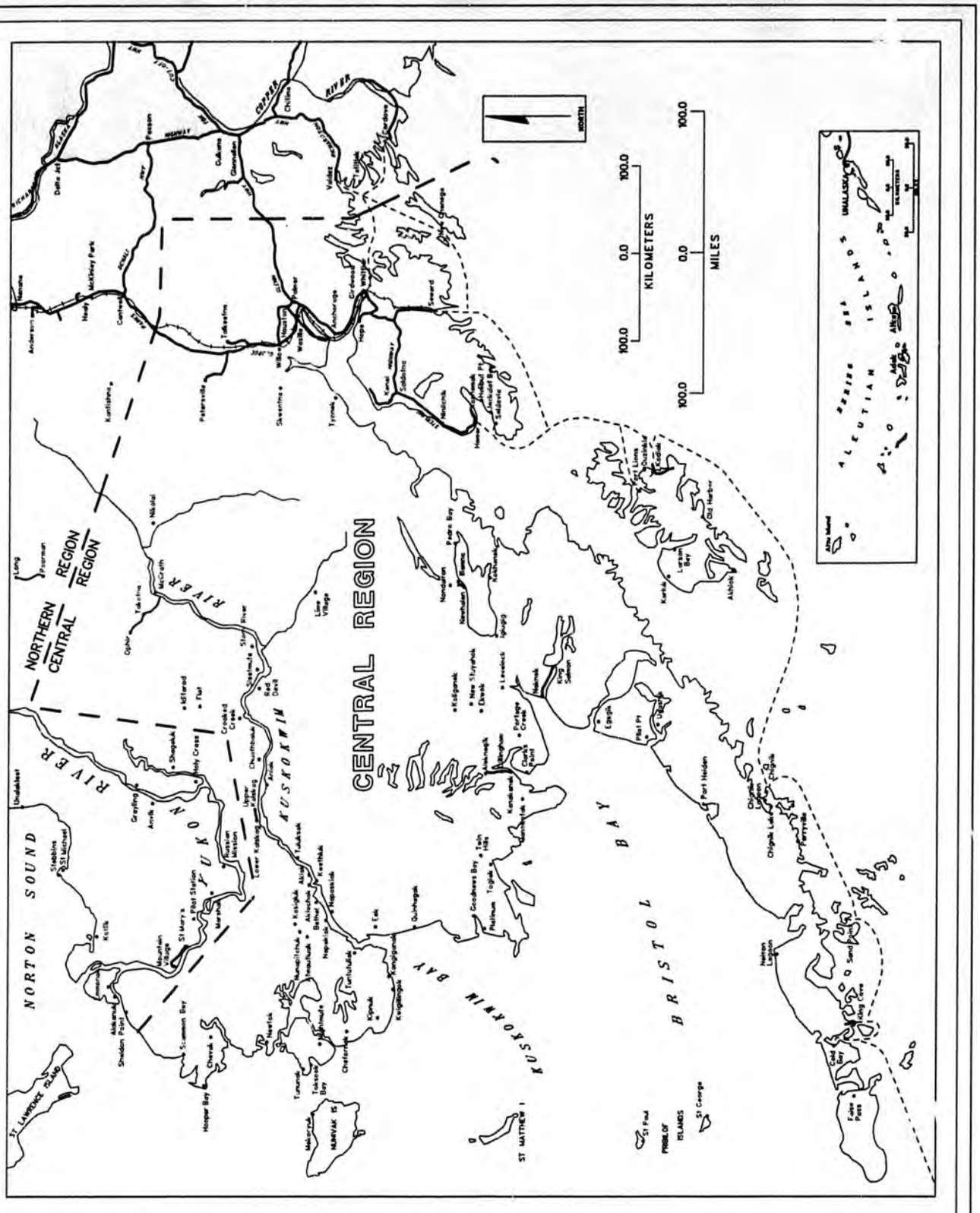
Iliamna - Nondalton Corridor



Cold Bay - King Cove Corridor

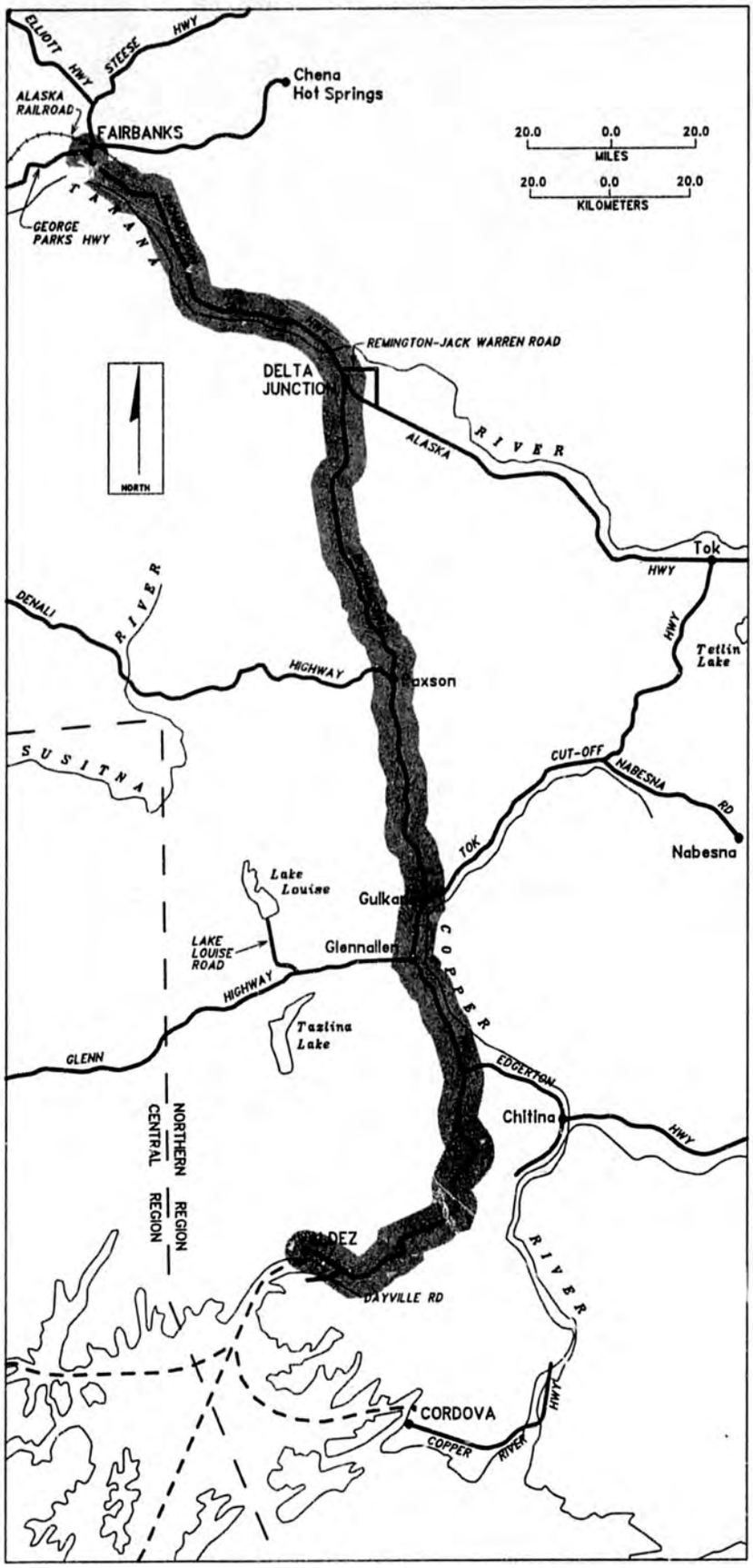


Dillingham - Aleknagik Corridor

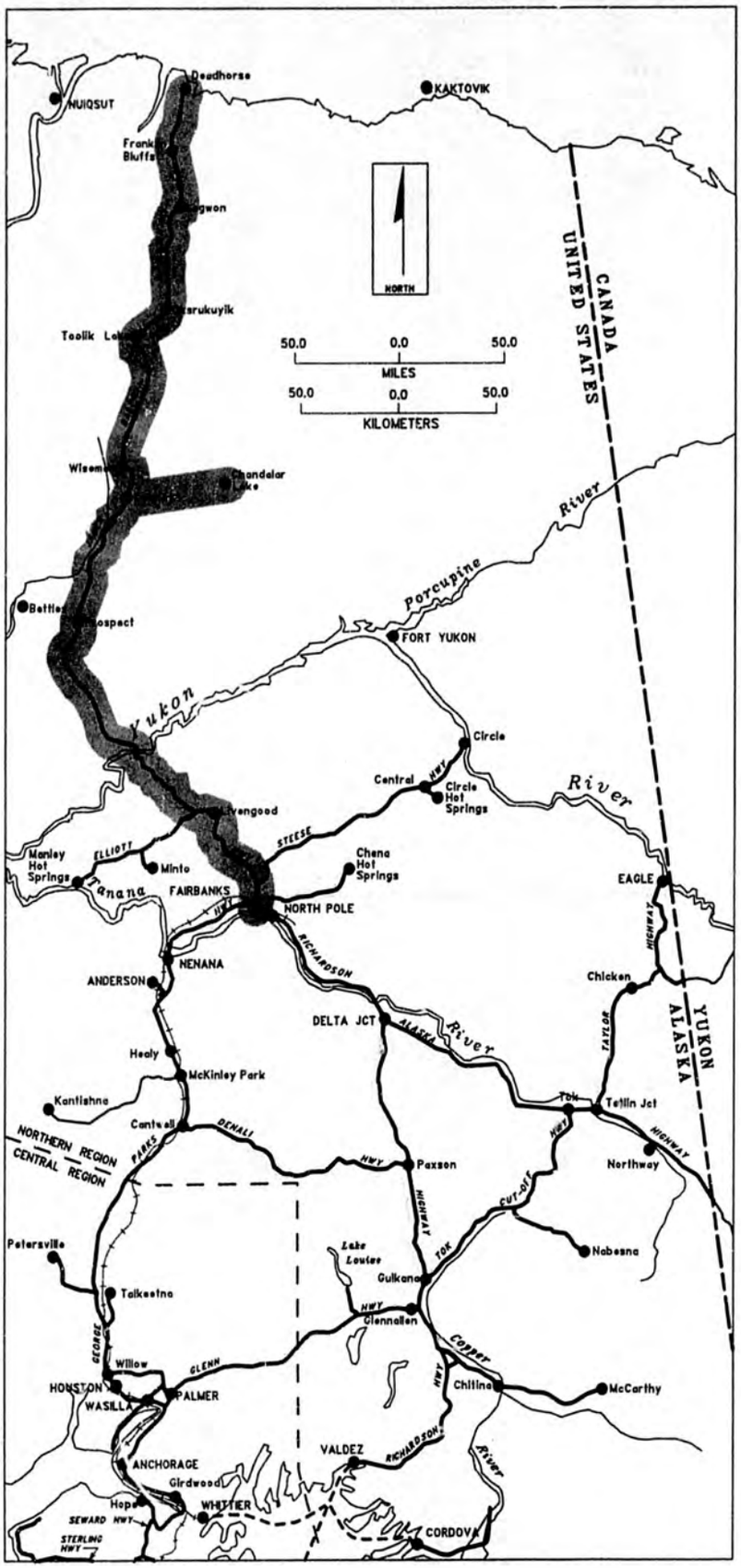


Rural community transportation systems include all transportation facilities in and around a community with the exception of inter-community travel corridors. Included are community and subdivision roads, streets, sidewalks, trails and bike paths. Also included are access to local resources, such as gravel pits and wood cutting areas. Other routes included are connections to airports, barge landings, boat launches and port facilities, sanitation roads to landfills and sewage treatment facilities, roads to water sources, schools, cemeteries, recreation areas and other community facilities.

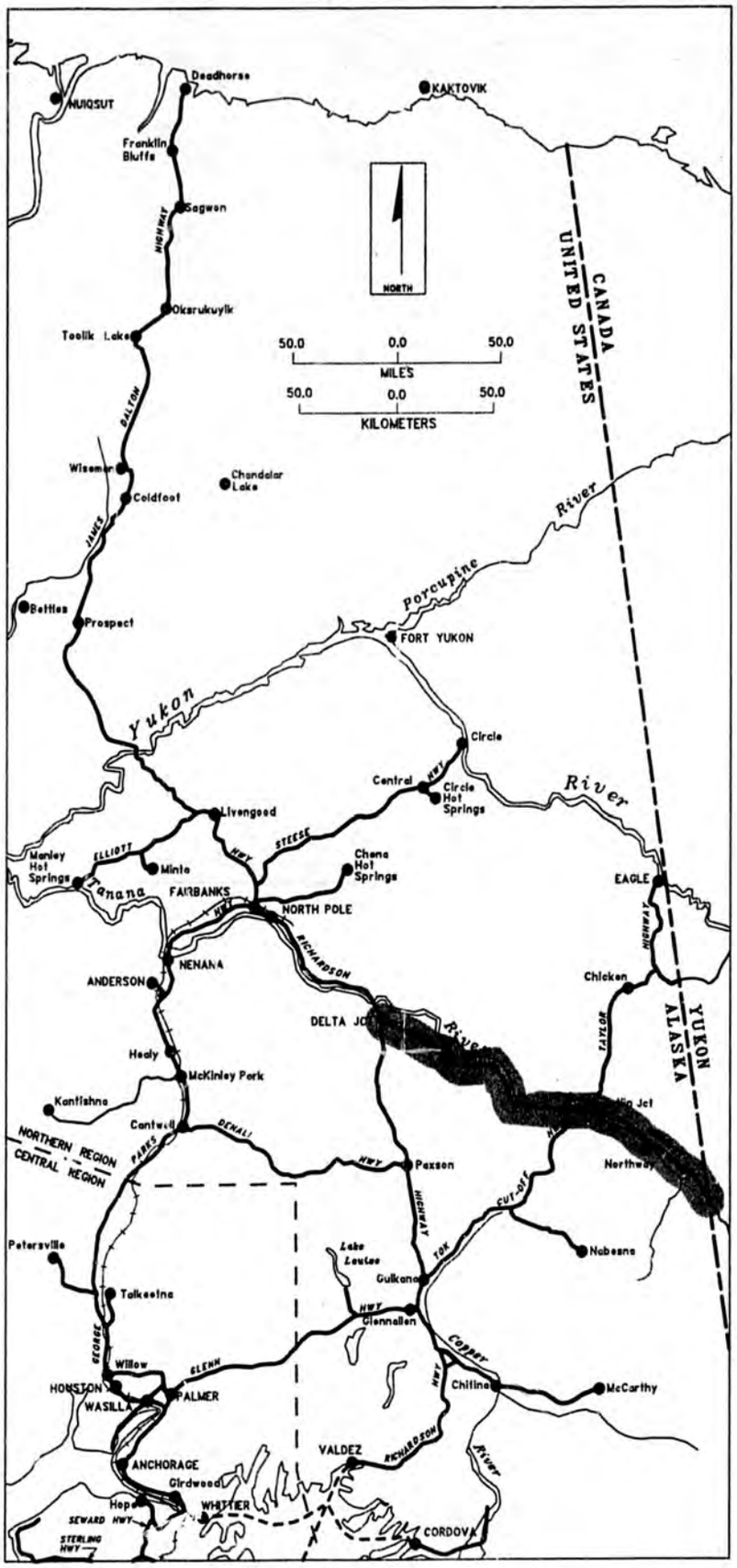
Rural Community Transportation Systems



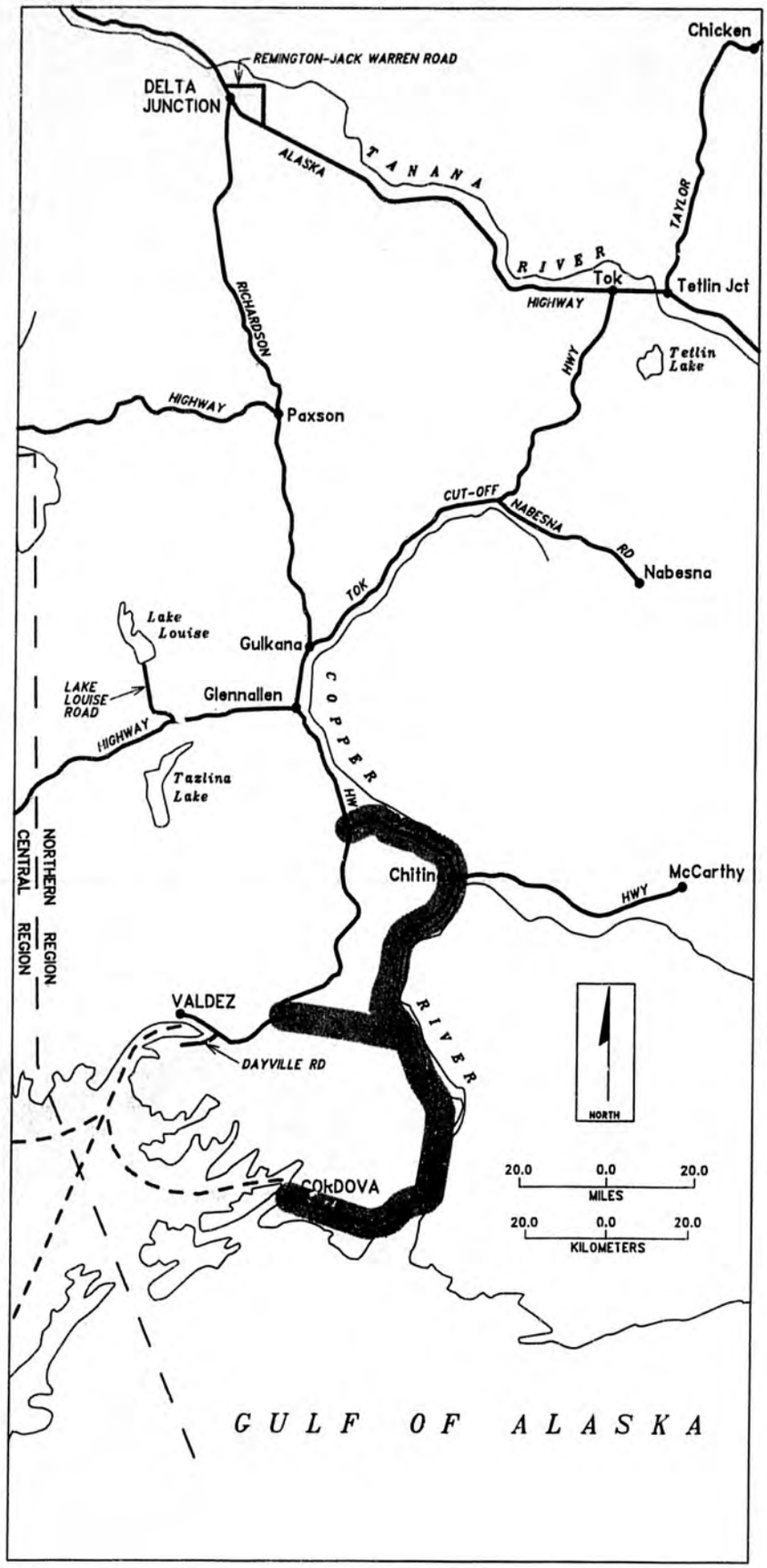
Fairbanks - Valdez Corridor



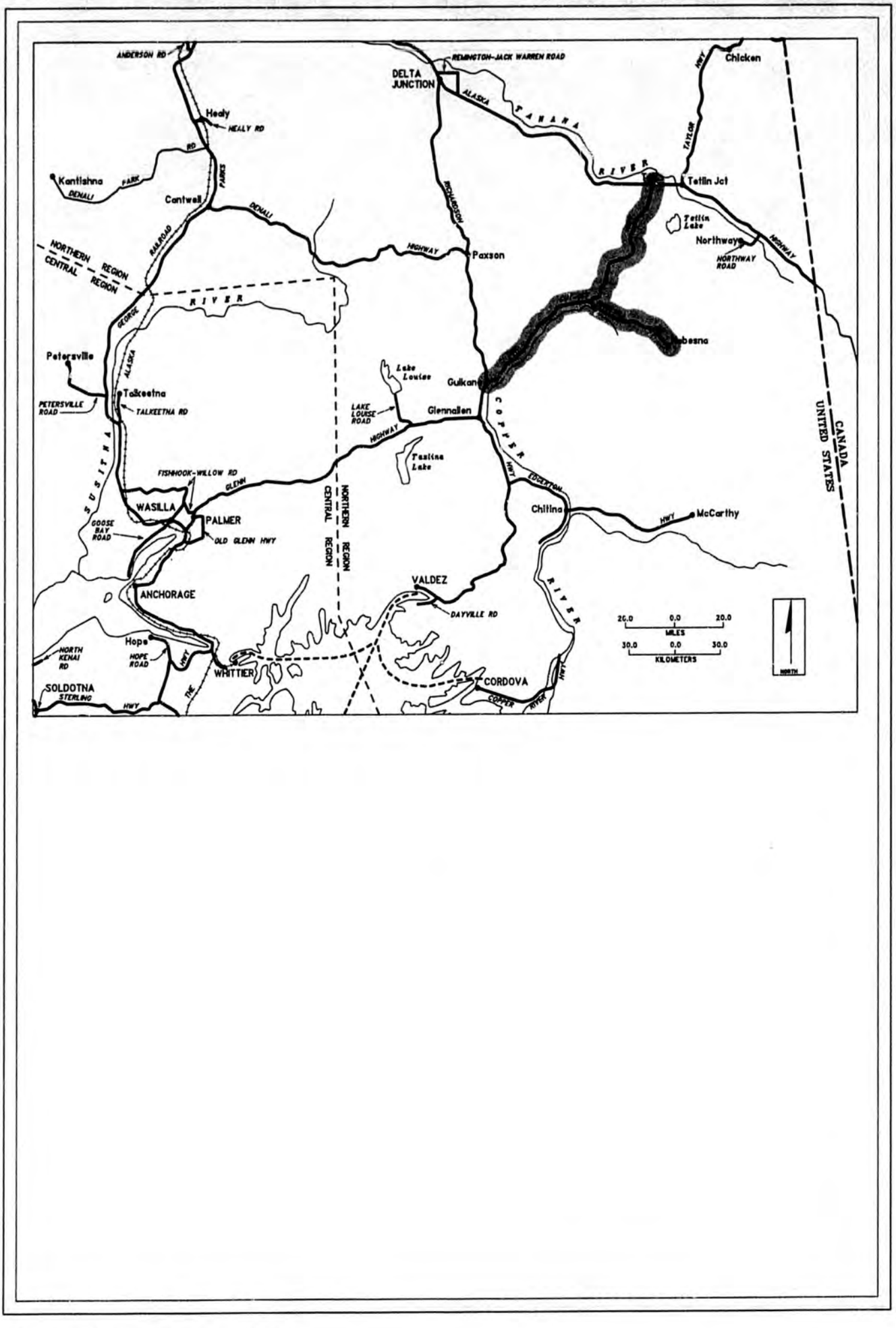
Fairbanks - Prudhoe Bay Corridor



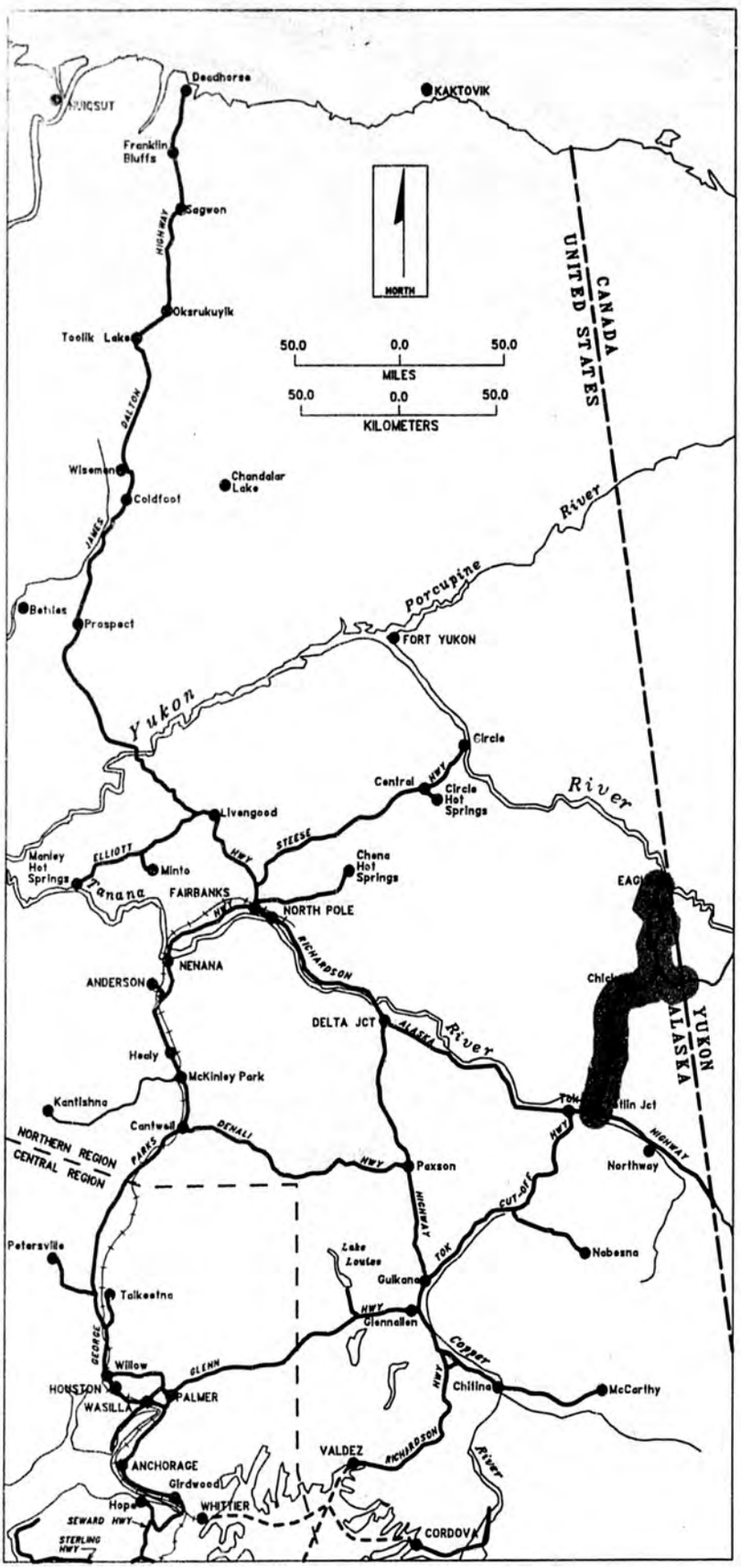
Delta Junction - Canadian Border Corridor



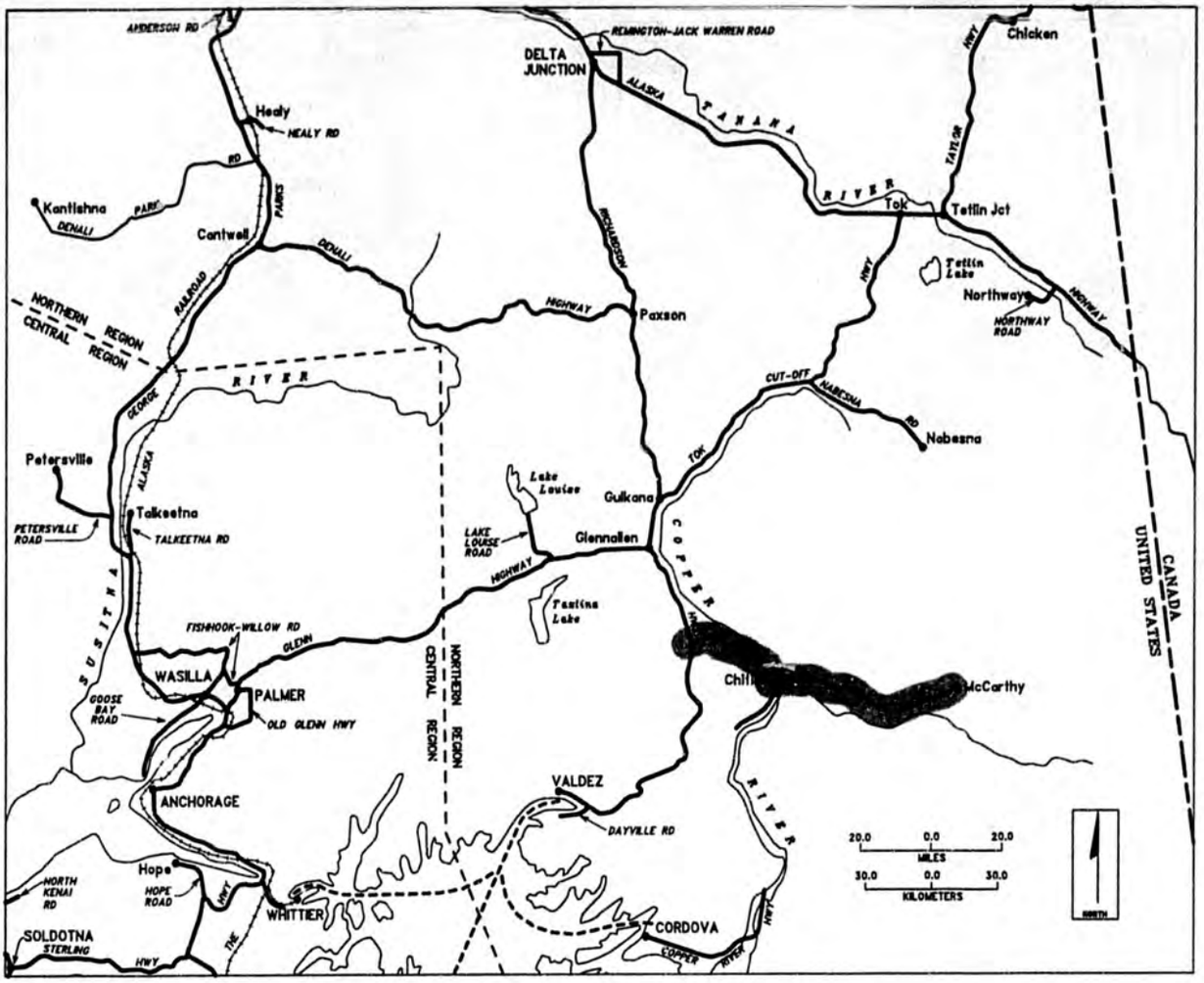
Copper River Corridor



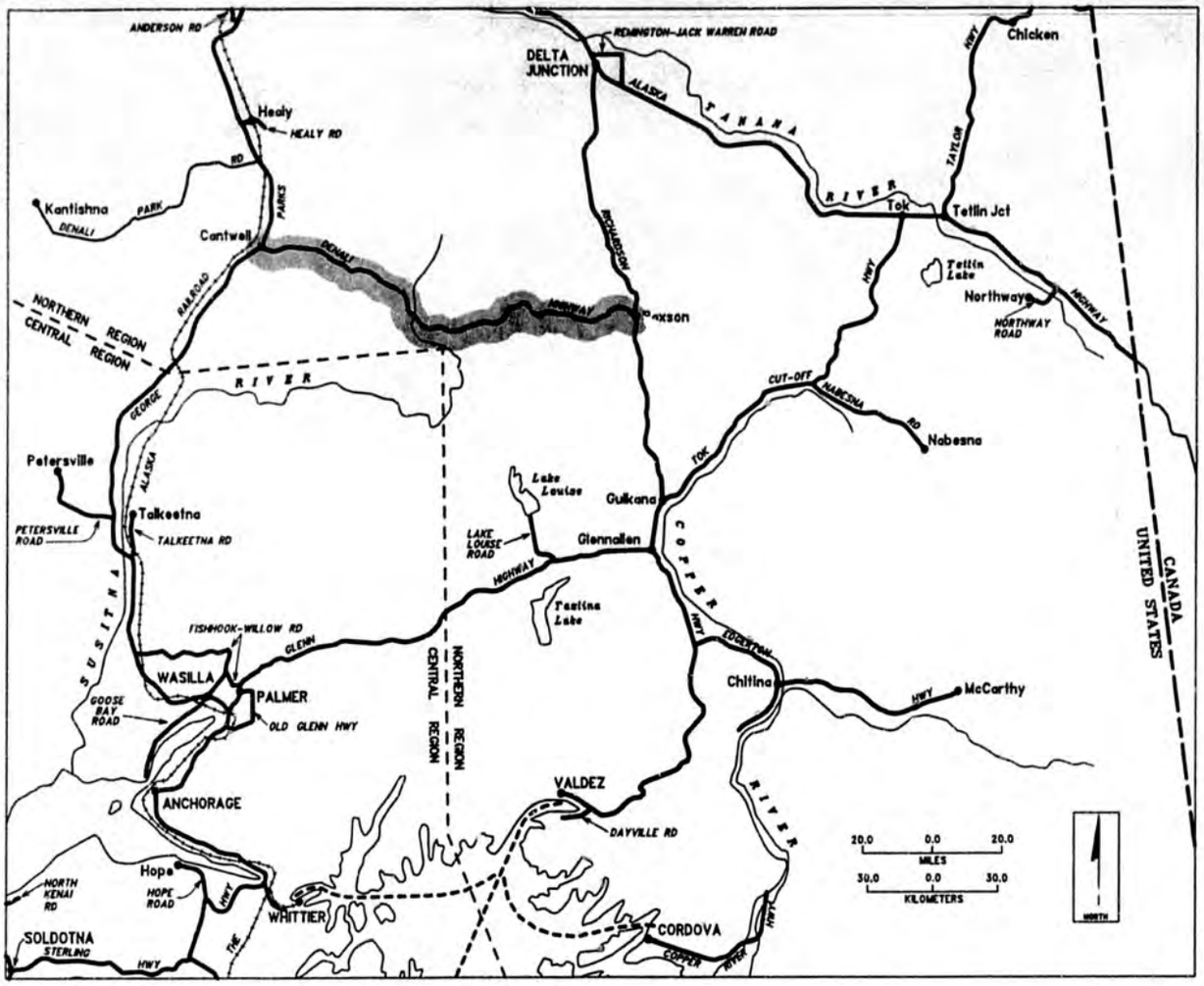
Glennallen - Tok Corridor



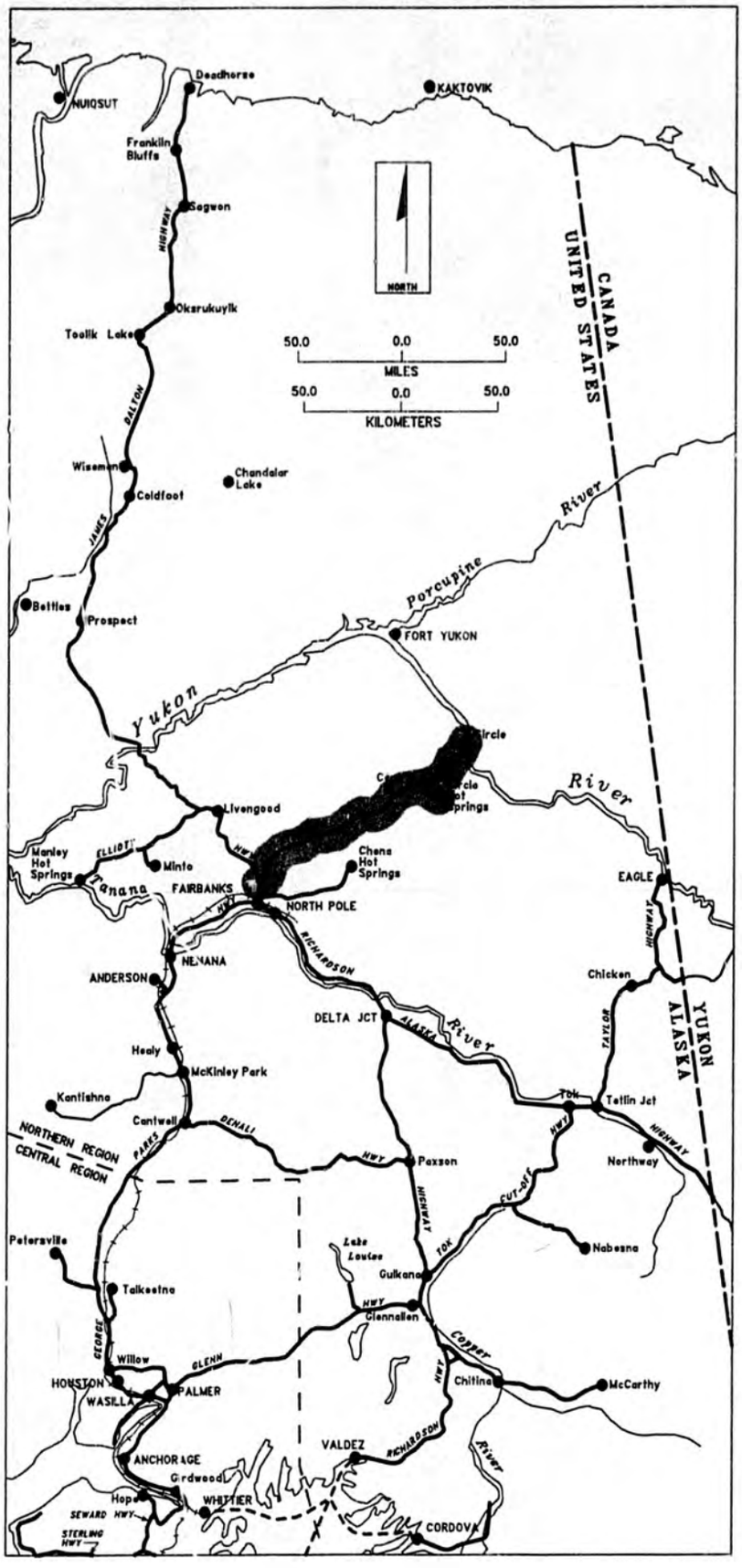
Forty Mile Corridor



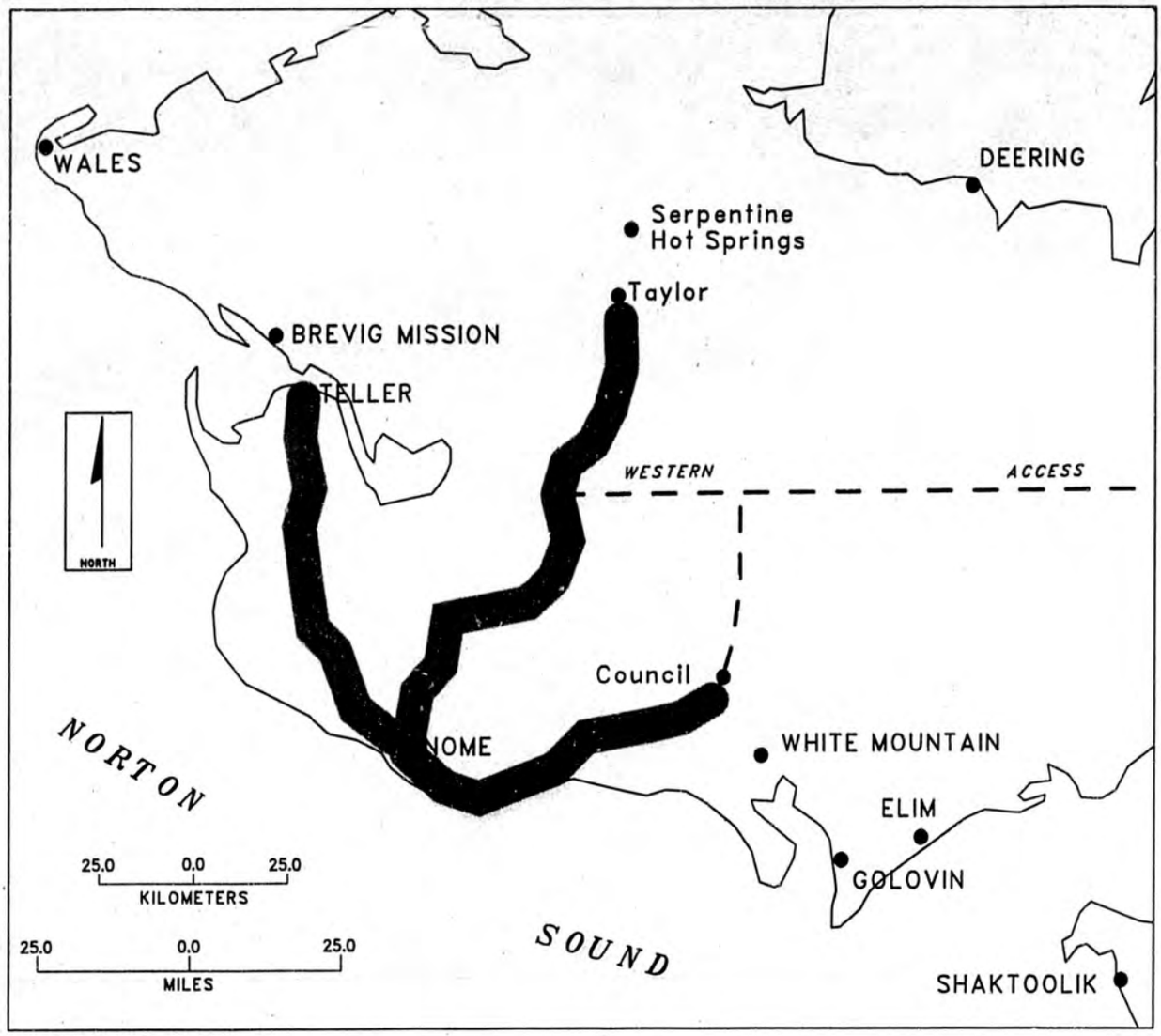
Richardson Highway - McCarthy Corridor



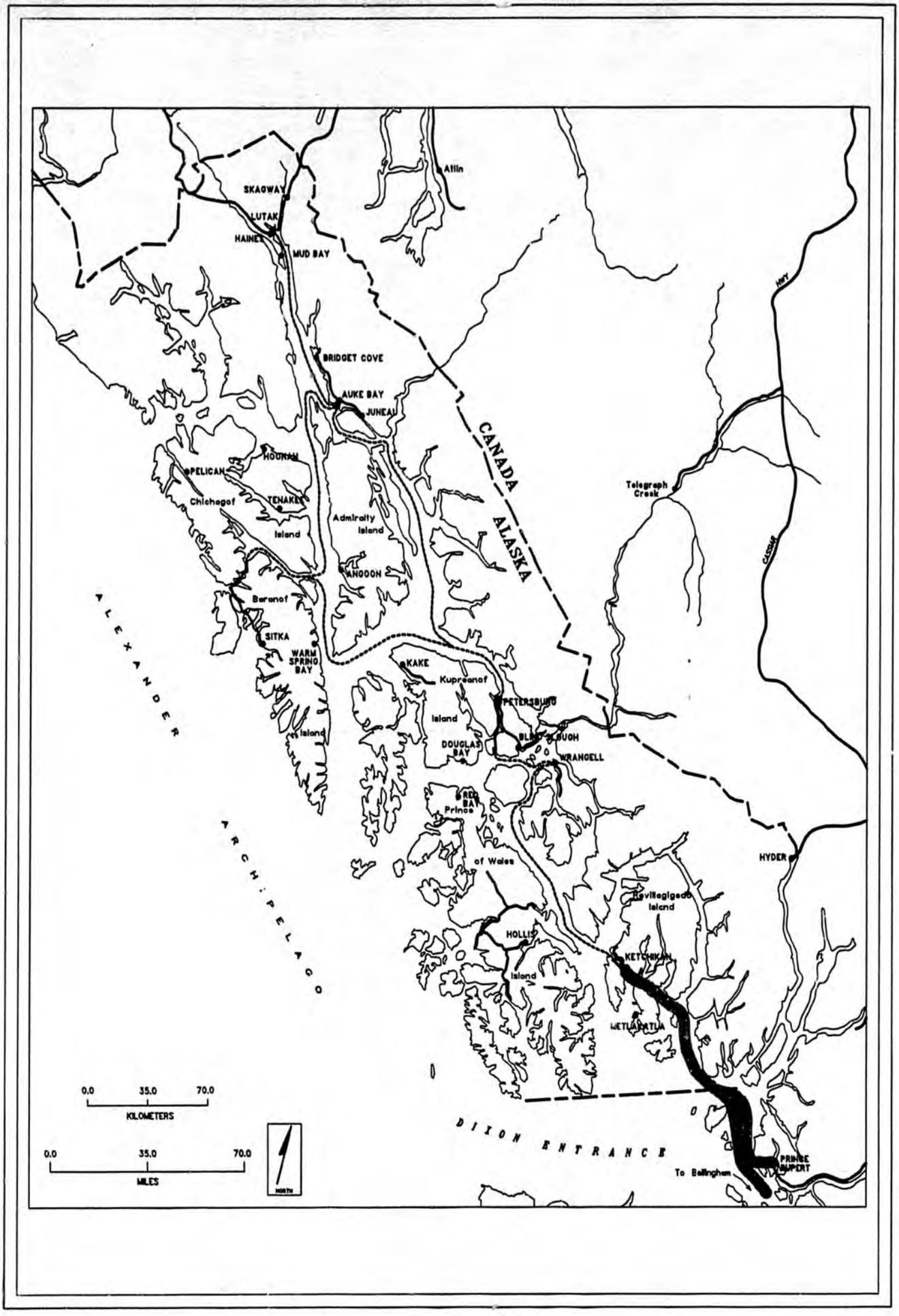
Paxson - Cantwell Corridor



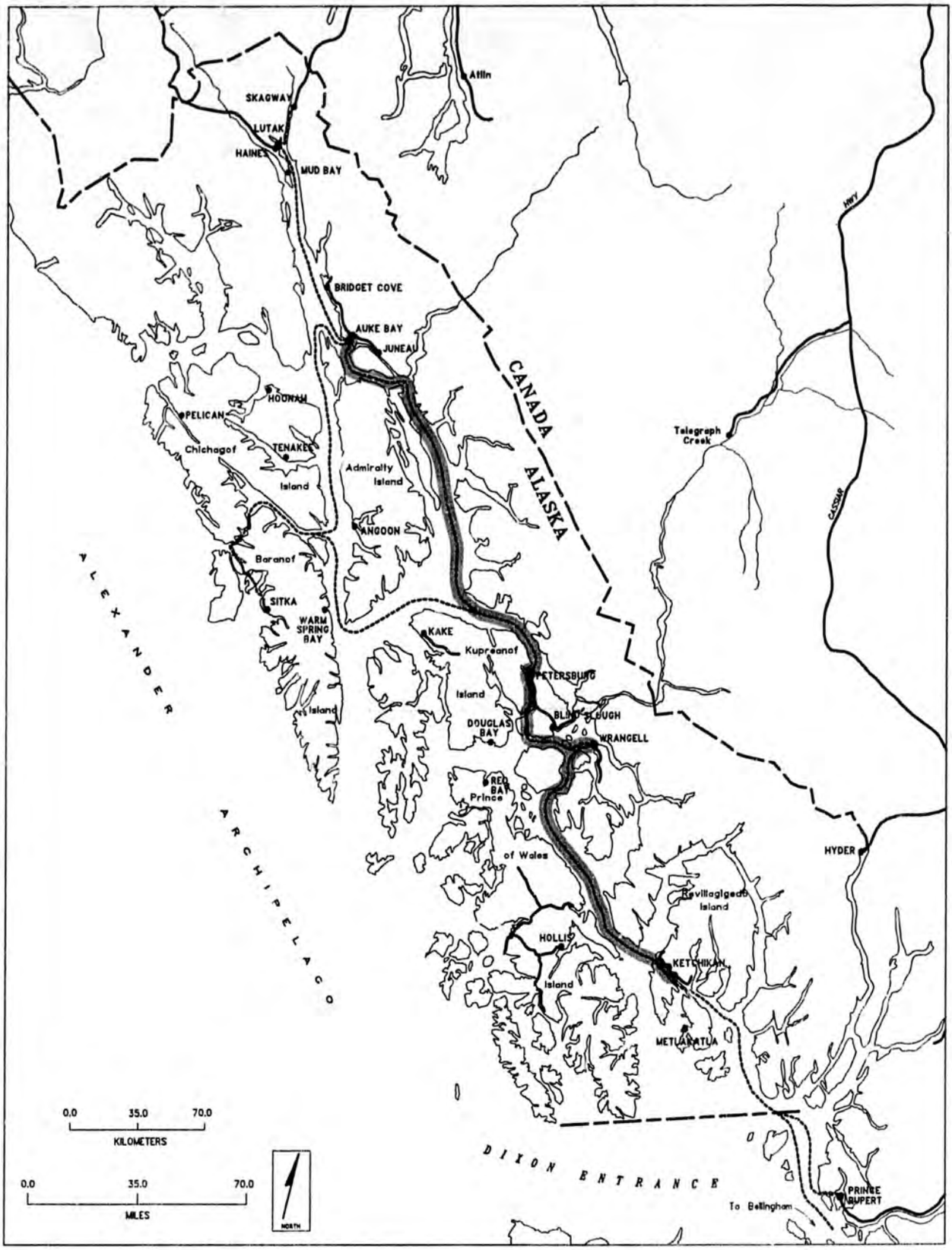
Fairbanks - Circle Corridor



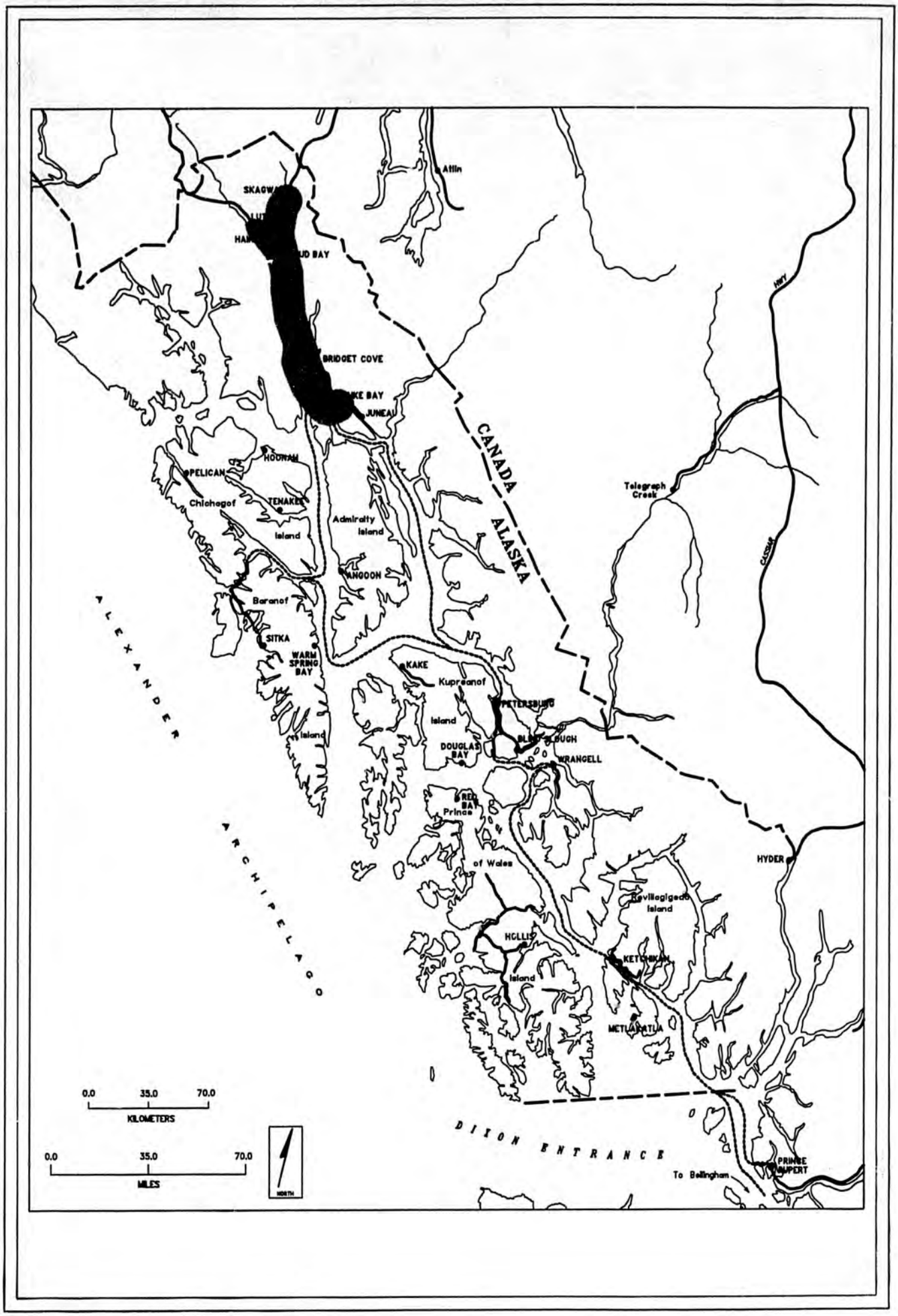
Seward Peninsula Network



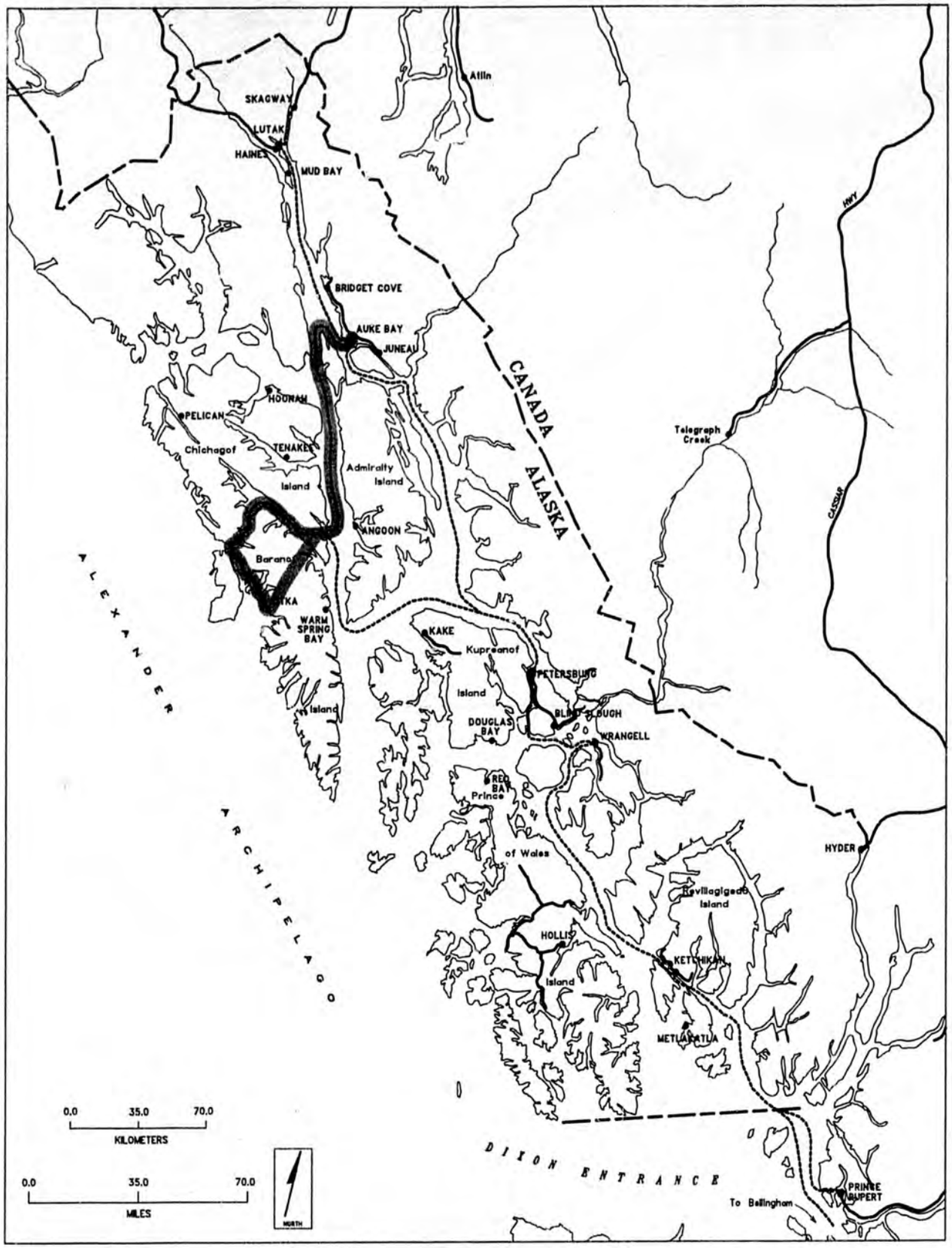
Bellingham/Prince Rupert - Ketchikan Corridor



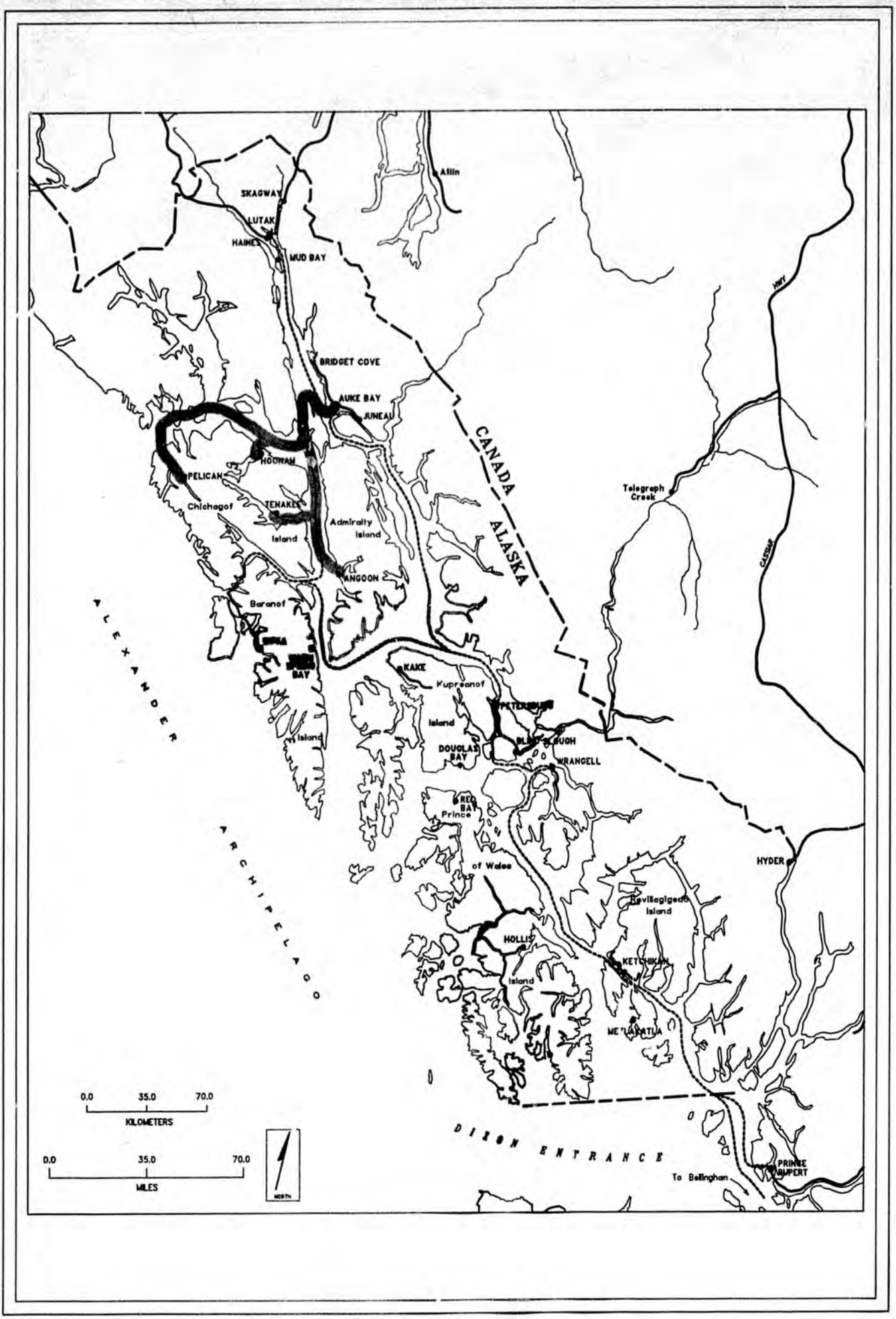
Ketchikan - Juneau Corridor



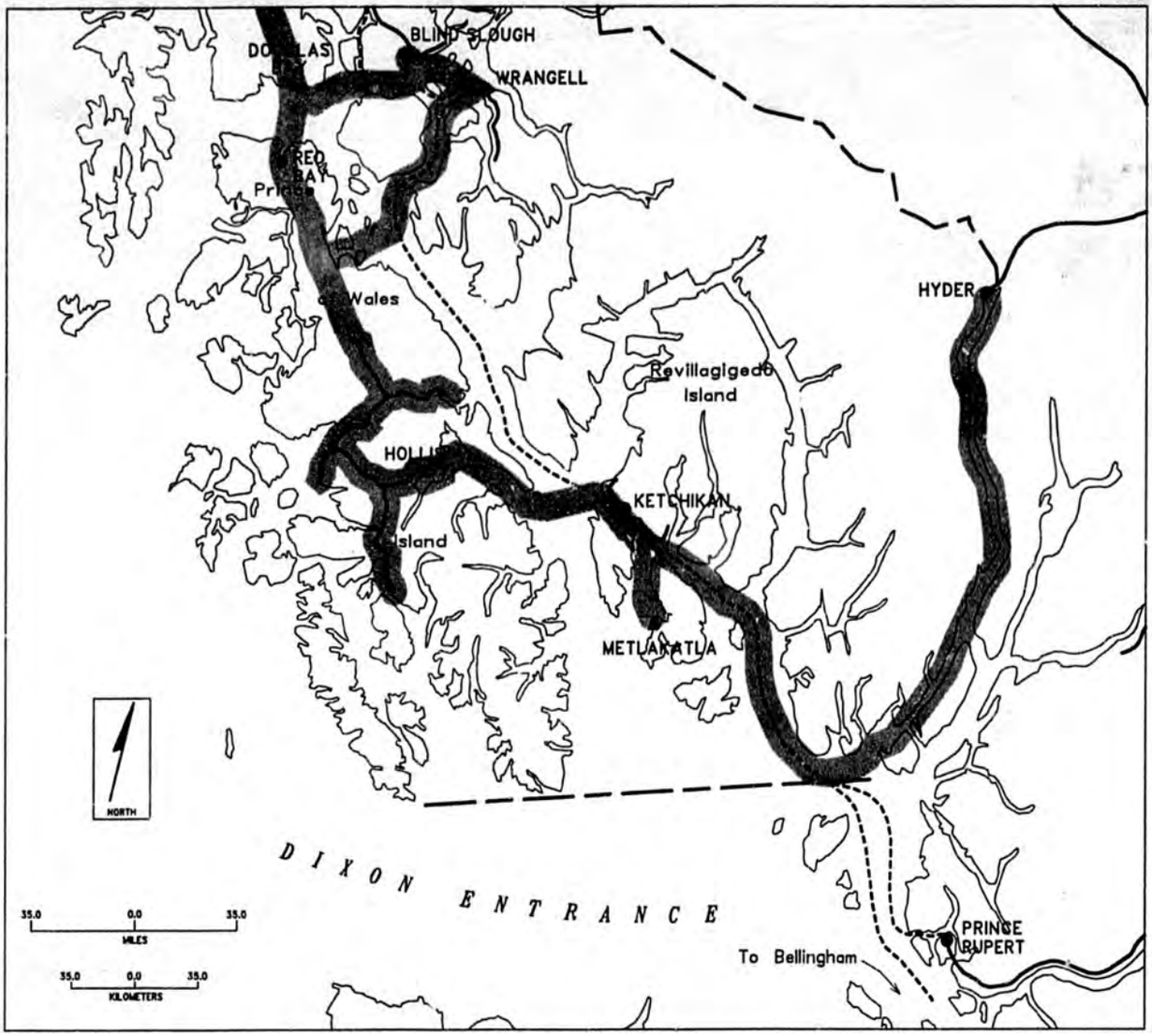
Lynn Canal Corridor



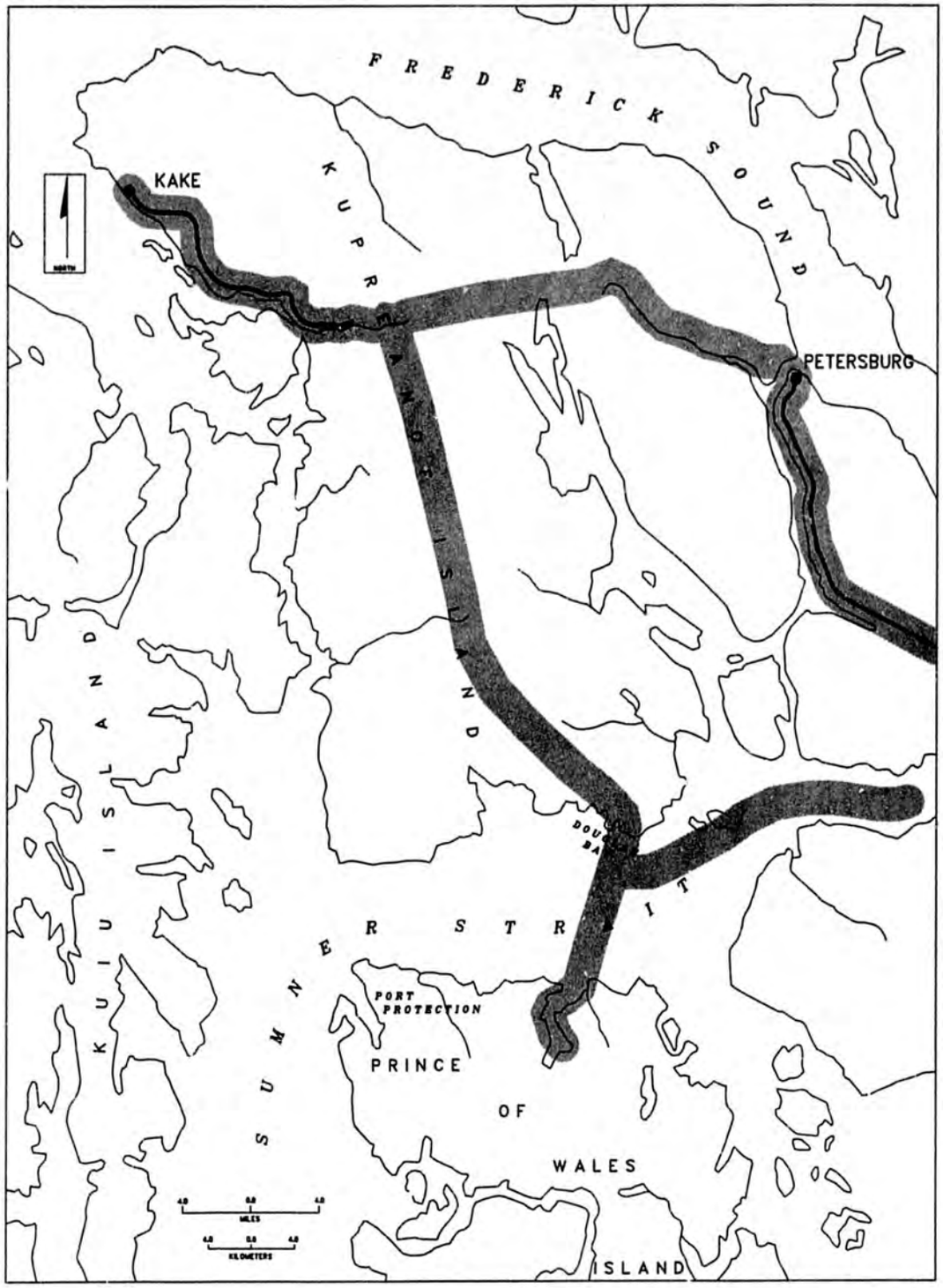
Sitka - Juneau Corridor



Juneau - Hoonah/Angoon/Tenakee/Pelican Network

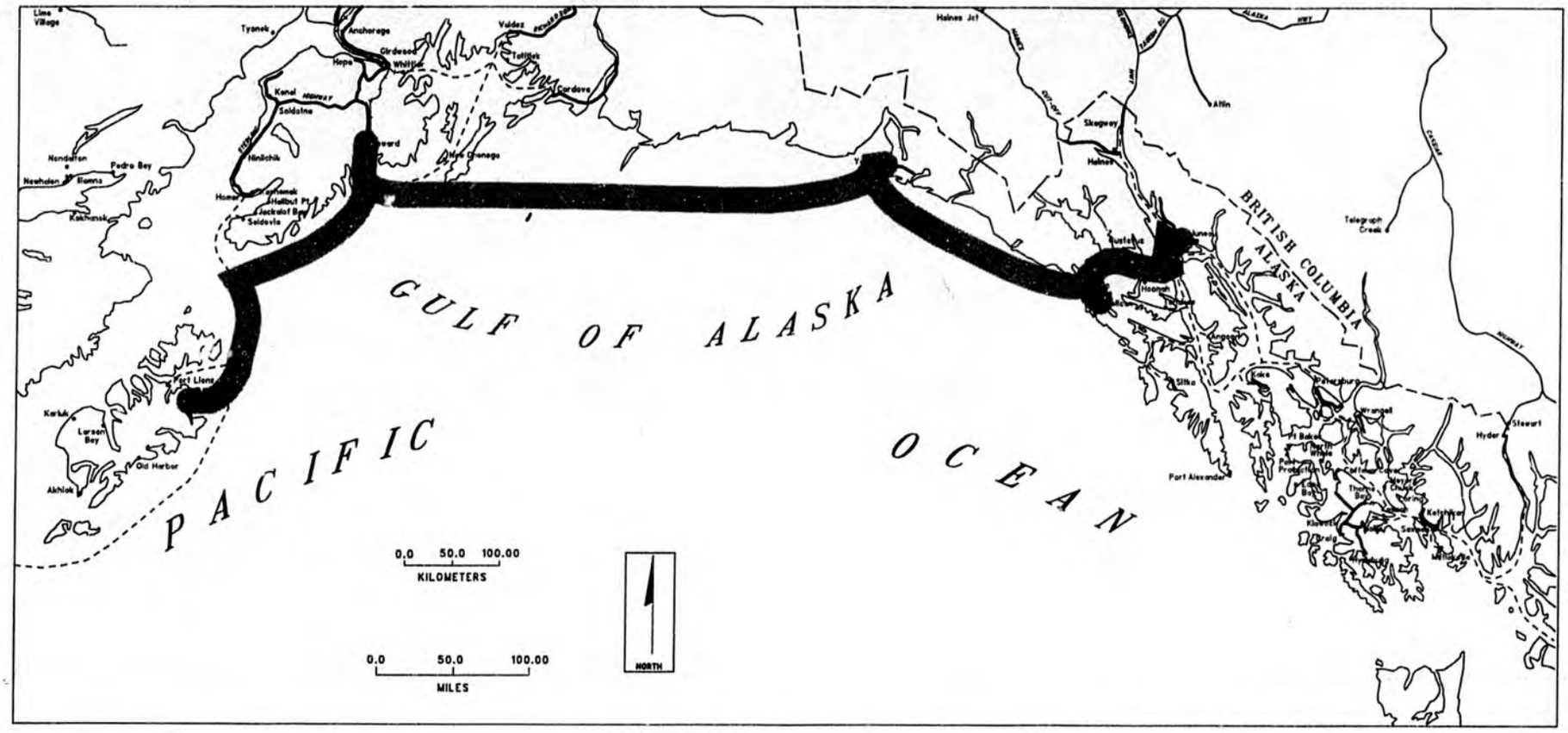


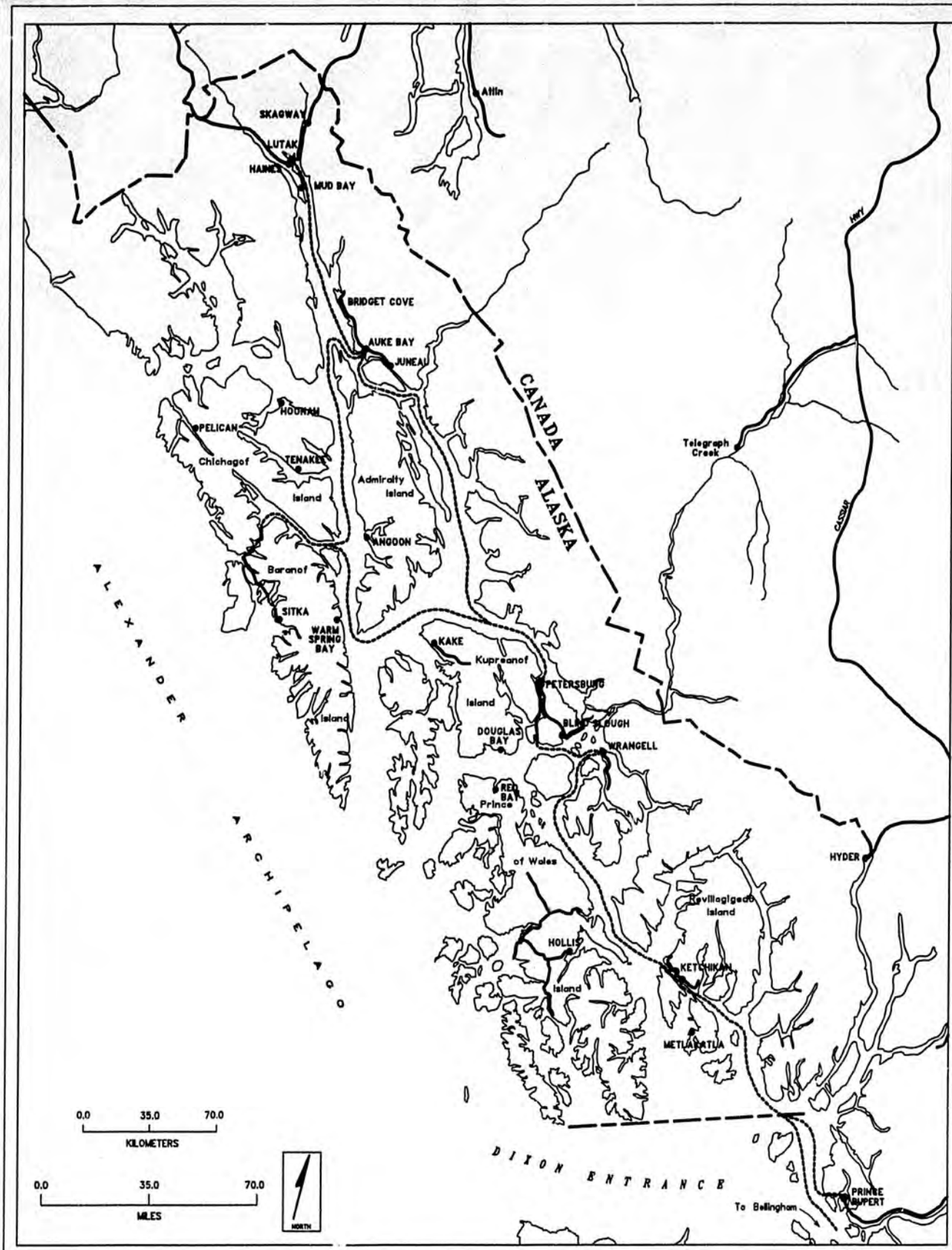
Ketchikan - POW/Metlakatla/Hyder Network



Kupreanof - Mitkof Islands Corridor

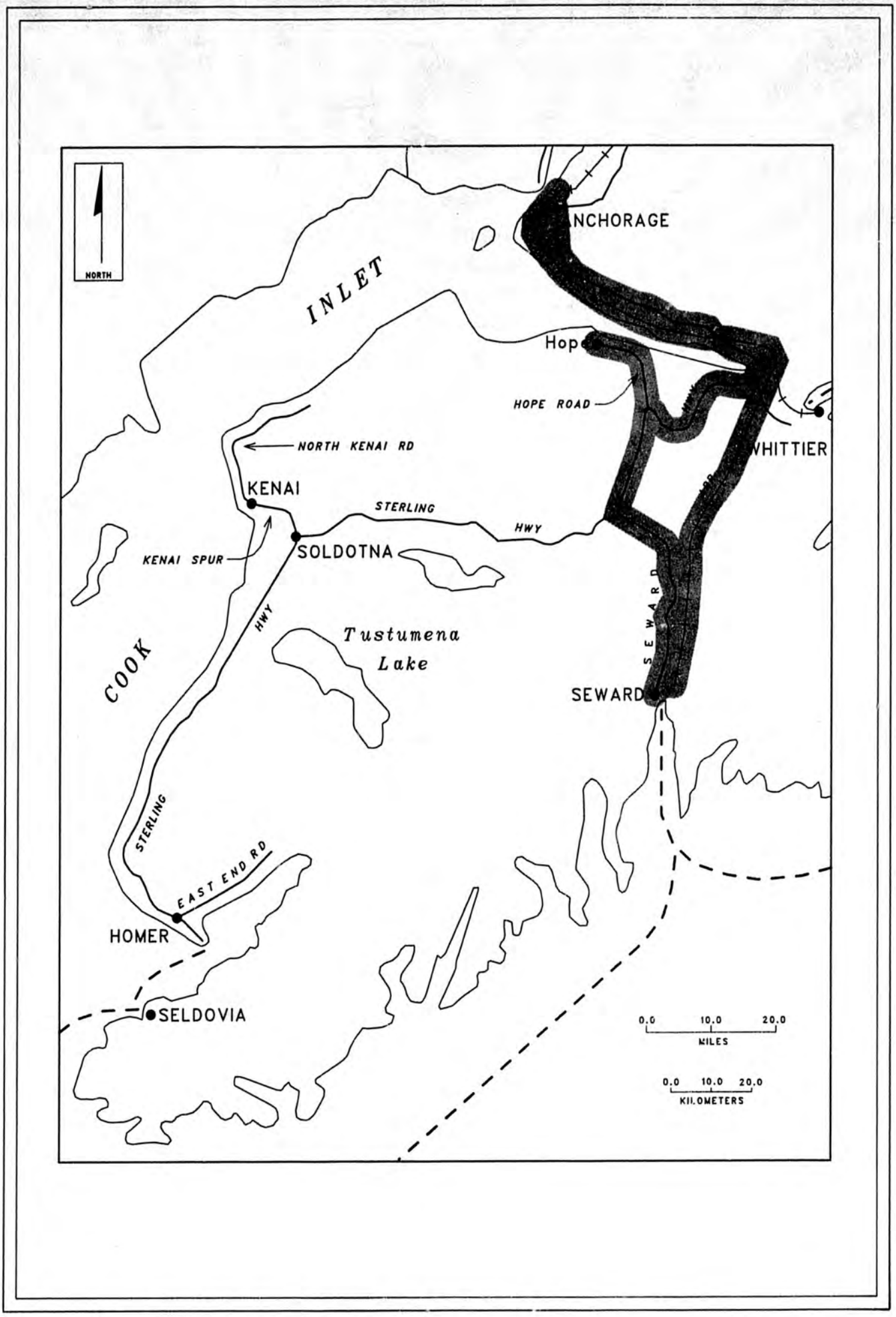
Trans-Gulf Corridor



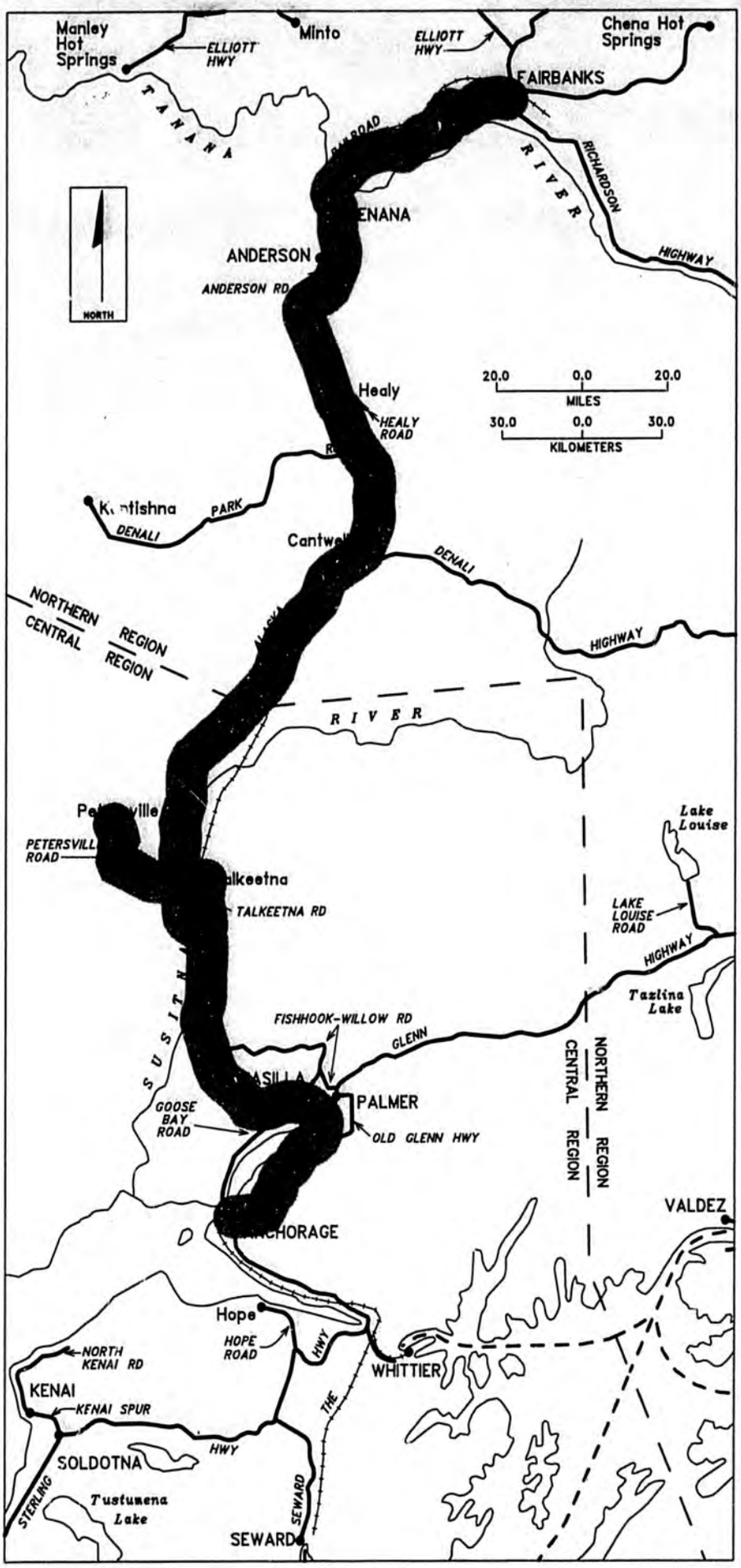


Rural community transportation systems include all transportation facilities in and around a community with the exception of inter-community travel corridors. Included are community and subdivision roads, streets, sidewalks, trails and bike paths. Also included are access to local resources, such as gravel pits and wood cutting areas. Other routes included are connections to airports, barge landings, boat launches and port facilities, sanitation roads to landfills and sewage treatment facilities, roads to water sources, schools, cemeteries, recreation areas and other community facilities.

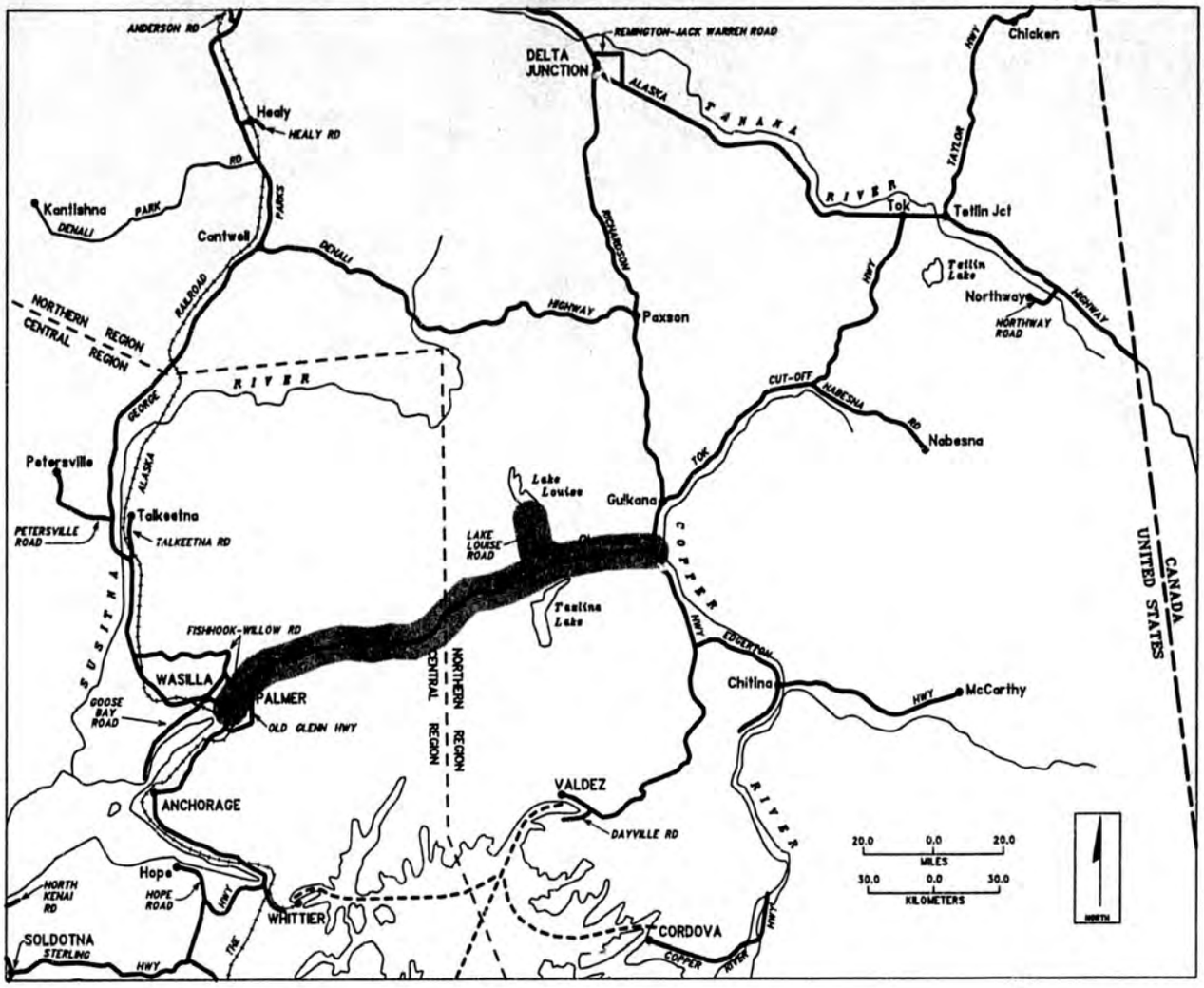
Rural Community Transportation Systems



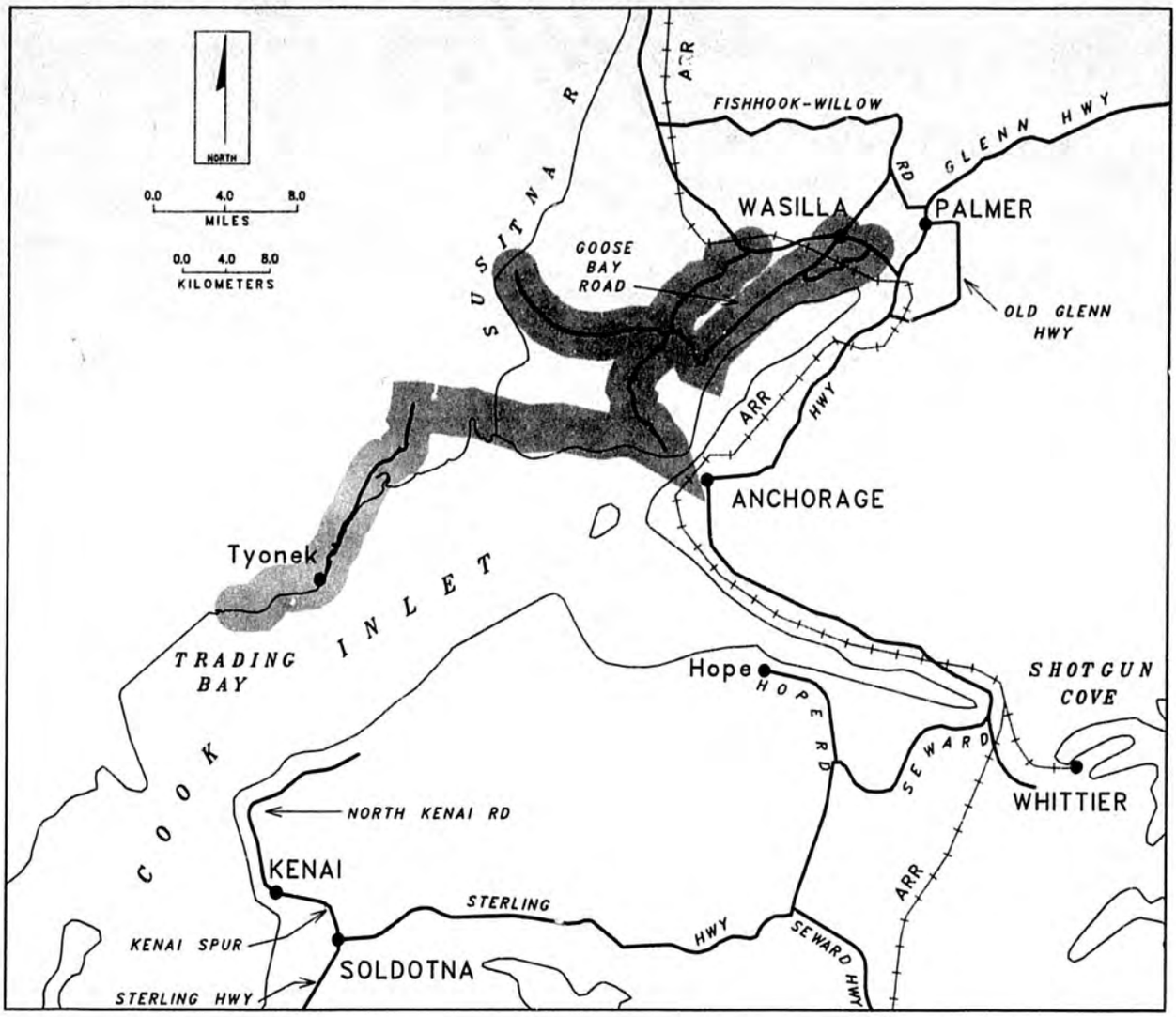
Seward - Anchorage Corridor



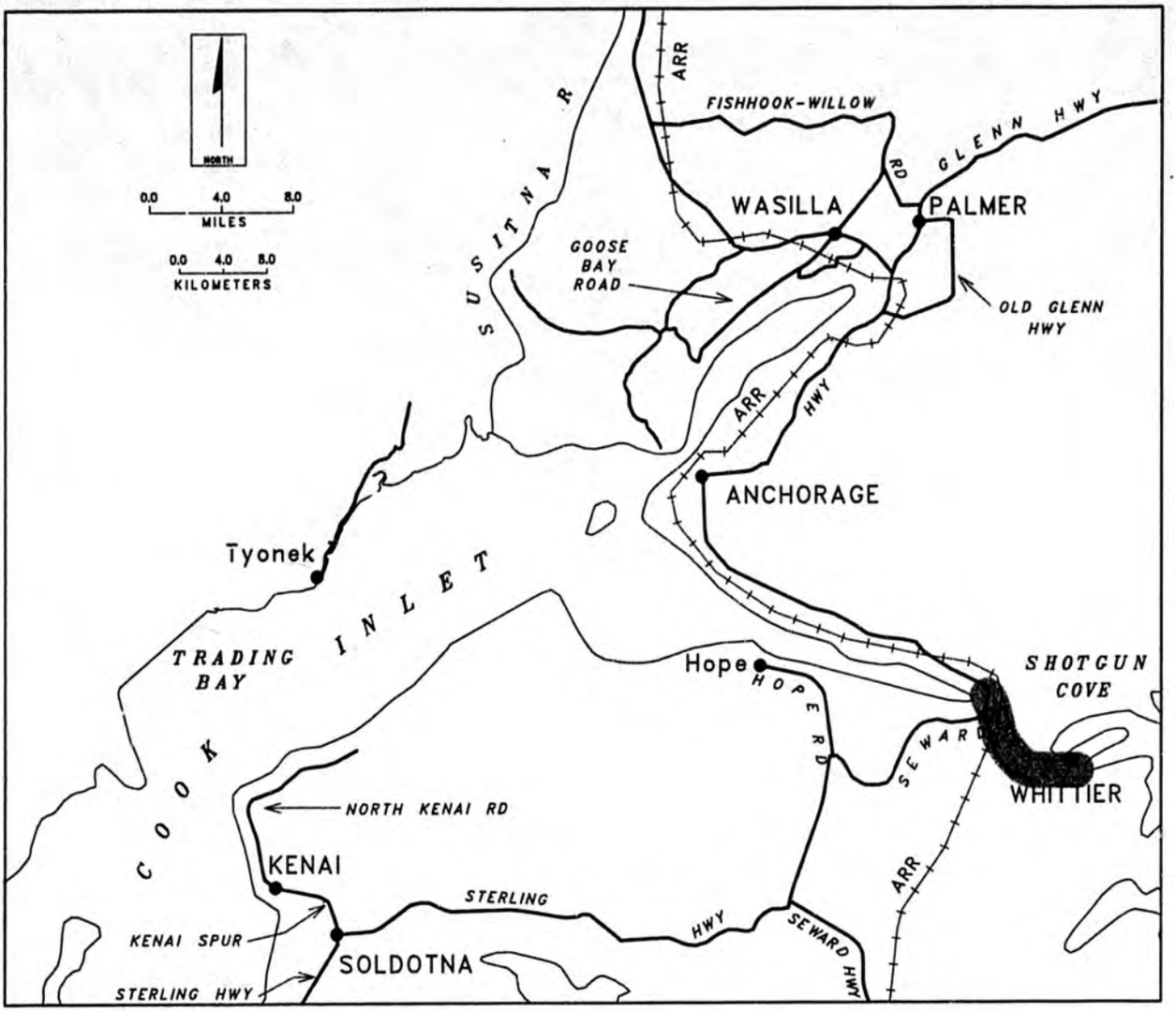
Anchorage - Fairbanks Corridor



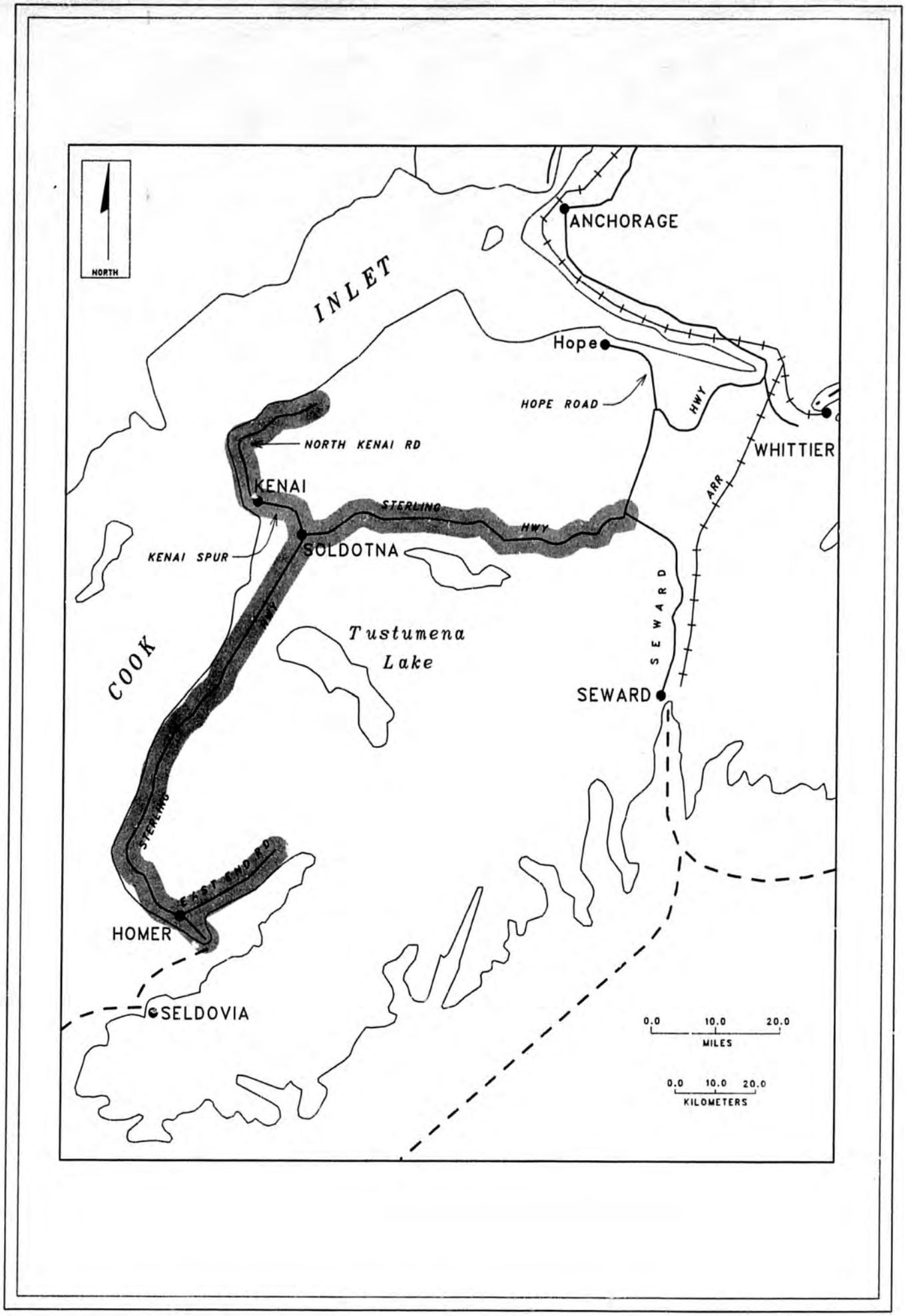
Matanuska - Glennallen Corridor



Wasilla - Trading Bay Corridor

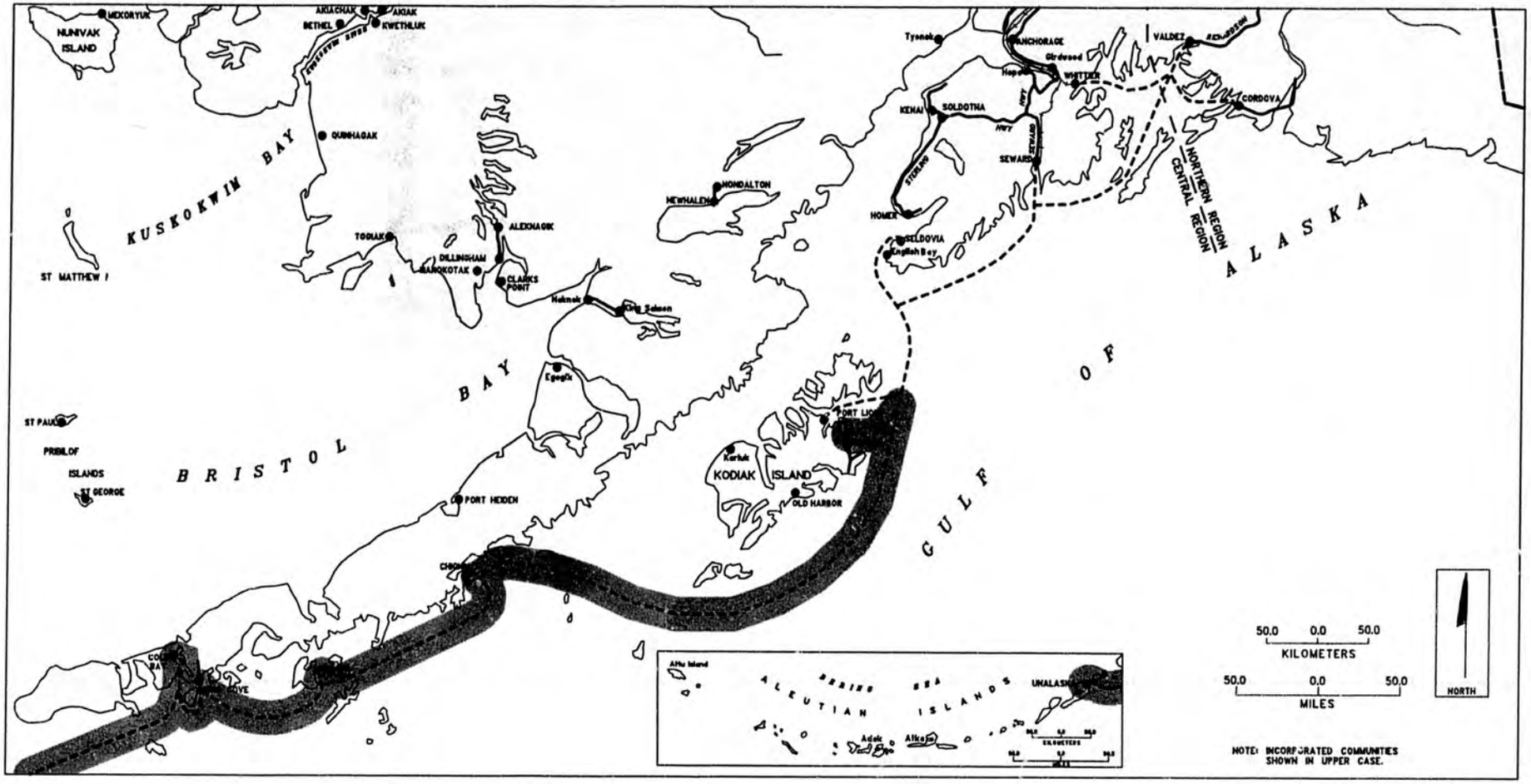


Portage - Whittier Corridor

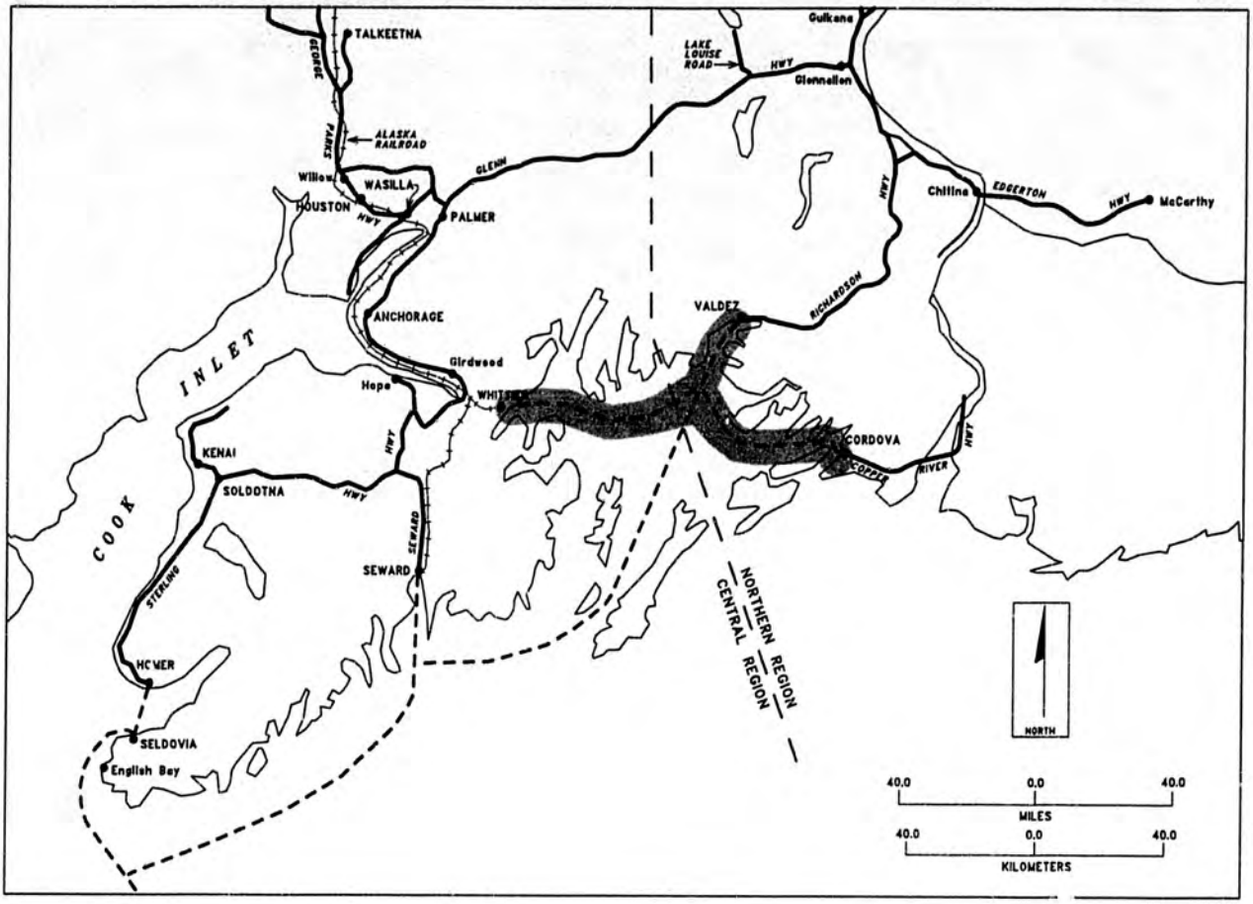


Kenai Peninsula Corridor

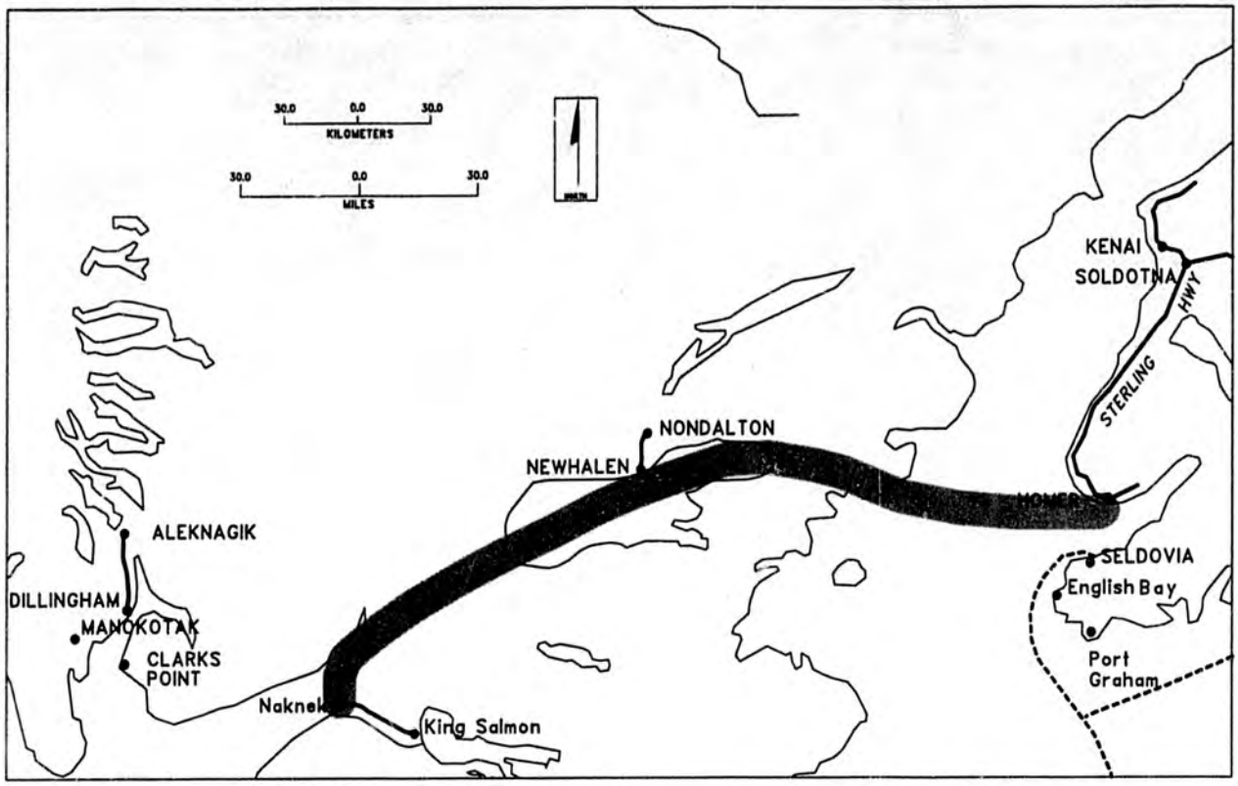
Kodiak - Unalaska Corridor



Homer/Seward - Kodiak Corridor



Prince William Sound Network



Cook Inlet - Bristol Bay Corridor

Community Building, Achieves and Records Center, and Governor's Mansion in Juneau; the Ketchikan Court & Office Building, etc.) and highway and airport maintenance shops & equipment throughout the region.

Southeast Region Administration

The regional management is divided into four divisions: Maintenance and Operations (M&O), Design and Construction (D&C), Planning and Administrative Services.

The Maintenance and Operations (M&O) Division is tasked to provide routine and preventive maintenance of state owned buildings, airports, highways and equipment. M&O offices may be found at the following locations within the Southeast Region: Gustavus; Hoonah; Juneau; Ketchikan; Klawock; Petersburg; Sitka; Skagway; Wrangell; Yakutat.

Design and Construction (D&C) Division is tasked with the design and construction of highway, aviation, building and harbor projects identified in the capital improvement program. The predominant office facility for the Division is located at 6860 Glacier Highway, Juneau.

Regional Planning works cooperatively with local governments and the public to prepare a capital improvement program and collects data as required to ensure the Department's continued eligibility to receive federal highway funding.

Administrative Services provides support services for other Southeast Region divisions and Headquarters offices and is located at 3132 Channel Drive, Juneau.

Regional Guide - Alaska Marine Highway System

The Alaska Marine Highway System (AMHS) provides year-round scheduled ferry service throughout Southeast and Southwest Alaska, extending south to Prince Rupert, British Columbia and Bellingham, Washington. The system connects communities with each other, with regional centers, and with the continental road system. It is an integral part of Alaska's highway system, without which many communities would otherwise be effectively cut off from the rest of the State. The AMHS is designed to provide basic transportation services to these communities - transportation that allows community access to health services, commodities, legal services, government services, and social services; transportation that meets the social needs of isolated communities; and transportation that provides a base for economic development in communities.

AMHS service is divided into two major systems: The southeast system (from Bellingham north to Skagway) and the southwest system (from Cordova west to Unalaska).

Scheduled service is currently provided to the following communities:

Southeast System	Southwest System
Skagway	Whittier
Haines	Cordova
Juneau	Tatitlek
Pelican	Valdez
Hoonah	Seward
Angoon	Homer
Tenakee Springs	Seldovia
Sitka	Port Lions
Kake	Kodiak
Petersburg	Chignik
Wrangell	Sand Point
Hollis	King Cove
Metlakatla	Cold Bay
Ketchikan	False Pass
Hyder	Akutan
Prince Rupert, British Columbia	Unalaska
Bellingham, Washington	

The AMHS fleet consists of eight vessels; the M/V Columbia, M/V Matanuska, M/V Malaspina, M/V Taku, M/V Aurora, and the M/V LeConte operate in the southeast system and the M/V Tustumena and the M/V Bartlett operate in the southwest system. All vessels are designed to carry passengers and vehicles ranging in size from motorcycles to large freight container vans. Development of a new multi-purpose vessel in underway. The new vessel is designed to: serve as a Southeast mainline vessel between Bellingham, Washington and Skagway; provide service to the Southwest when the M/V Tustumena is in overhaul; and make trans-gulf trips.

Southeast Alaska Routes

The southeast system connects with the continental road system at Bellingham, Washington; Stewart, British Columbia (Hyder); Prince Rupert, British Columbia; Haines, Alaska; and Skagway, Alaska. The southeast AMHS route system is divided into two subsystems: the mainline routes and the feeder routes. The mainline routes provide service between Bellingham, Washington or Prince Rupert, British Columbia and Skagway, Alaska with stops in Ketchikan, Wrangell, Petersburg, Sitka, Juneau, and Haines. The largest four AMHS vessels, the M/V Columbia, M/V Malaspina, M/V Matanuska, and M/V Taku, are used on the southeast mainline routes.

The feeder routes connect the smaller communities of Southeast Alaska (Angoon, Hollis, Hoonah, Hyder, Kake, Pelican, Metlakatla, and Tenakee Springs) with each other and with the Southeast Alaska mainline communities (Ketchikan, Petersburg, Sitka, Juneau, Haines and Skagway) that Serve as regional centers for commerce, governments, health services, and/or connections to other transportation systems. The M/V Aurora and the M/V LeConte provide service

on the feeder routes. When both vessels are in operation, the M/V LeConte serves the area between Petersburg and Skagway with all communities, except Pelican, receiving service at least once a week going both northbound and southbound. The M/V Aurora operates primarily between Ketchikan, Metlakatla, and Hollis, with limited service to Prince Rupert, British Columbia and Hyder.

During the winter months all vessels are scheduled for annual maintenance which takes a minimum of six weeks per ship. This results in reduced service levels to all communities. Service to Hyder is discontinued in the winter due to low traffic volume. When the M/V Leconte or the M/V Aurora are in lay-up status, the other vessel provides service for the entire feeder route system, with the exception of service to Prince Rupert, Haines and Skagway since they continue to receive mainline service.

Southwest Alaska Routes

The southwest system connects with the continental road system at Valdez, Homer, Seward, and Whittier (via the Alaska Railroad to Portage). The southwest system serves Prince William Sound, Kodiak Island, the Alaskan Peninsula, and the Aleutian Islands. The M/V Tustumena provides regular service between Kodiak, Port Lions, Seldovia, Homer and Seward. Service in Prince William Sound to the communities of Valdez, Cordova, Whittier, and Tatitlek is provided by the M/V Bartlett. The M/V Tustumena also makes trips to Valdez and Cordova. Approximately six times each year, between April and October, the M/V Tustumena travels out the Aleutian chain to Unalaska, stopping at Chignik, Sand Point, King Cove, False Pass, Akutan and Cold Bay enroute. This trip cannot be made in the winter because of weather conditions.

In the winter months when traffic demand is significantly reduced, the M/V Tustumena and the M/V Bartlett undergo their annual maintenance. Service is suspended to Whittier and reduced between Valdez and Cordova. When the M/V Bartlett is out of service, the M/V Tustumena provides service between Valdez and Cordova. During the M/V Tustumena's annual maintenance, however, until construction of the new multi-purpose vessel is completed, there is no other open-ocean certified vessel in the fleet to replace the M/V Tustumena during annual maintenance and service to Kodiak, Port Lions, Homer, Seward, and Seldovia is suspended.

Alaska Marine Highway System Administration

System management is divided into four management areas, each headed by a manager that reports to the System Director. The four areas are operations, marine engineering, administration, and planning/information management.

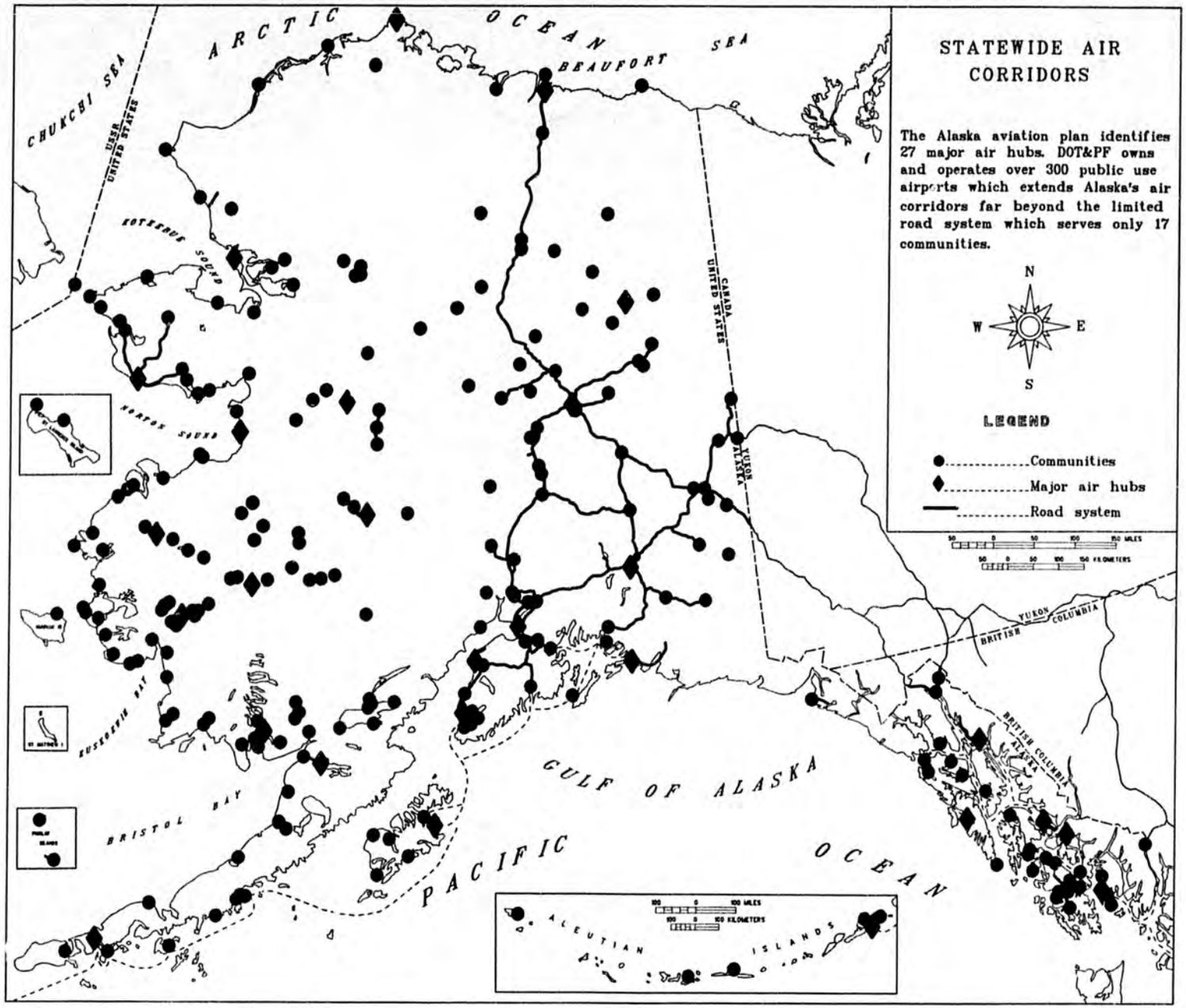
AMHS operates eight vessels on over 3,500 miles of marine routes at an annual cost of seventy-two million dollars ($72,000,000.) Approximately forty million dollars ($40,000,000.) in annual operating costs is recovered in fares. It is estimated that ferry system operations generate more than one hundred and fifty million dollars ($150,000,000.) in secondary economic impact throughout Alaska's

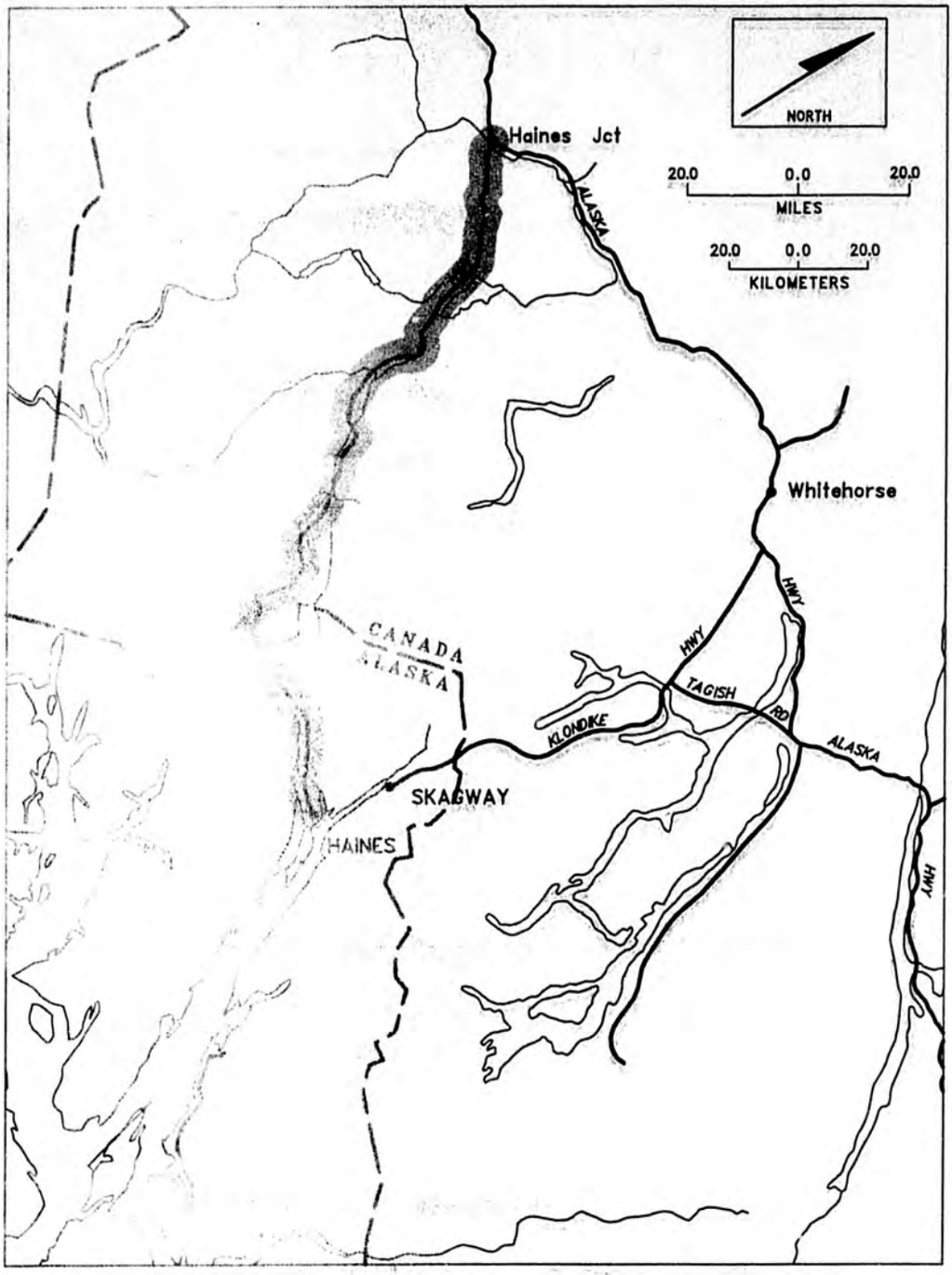
economy.

Currently in 1994, AMHS has provides transportation to roughly four hundred thousand passengers (400,000) and one hundred thousand (100,000) vehicles a year. This ridership translates into over seventy-eight million (78,000,000) passenger miles annually. AMHS provides a vehicle capacity of nearly sixty million (60,000,000) vehicle miles per year.

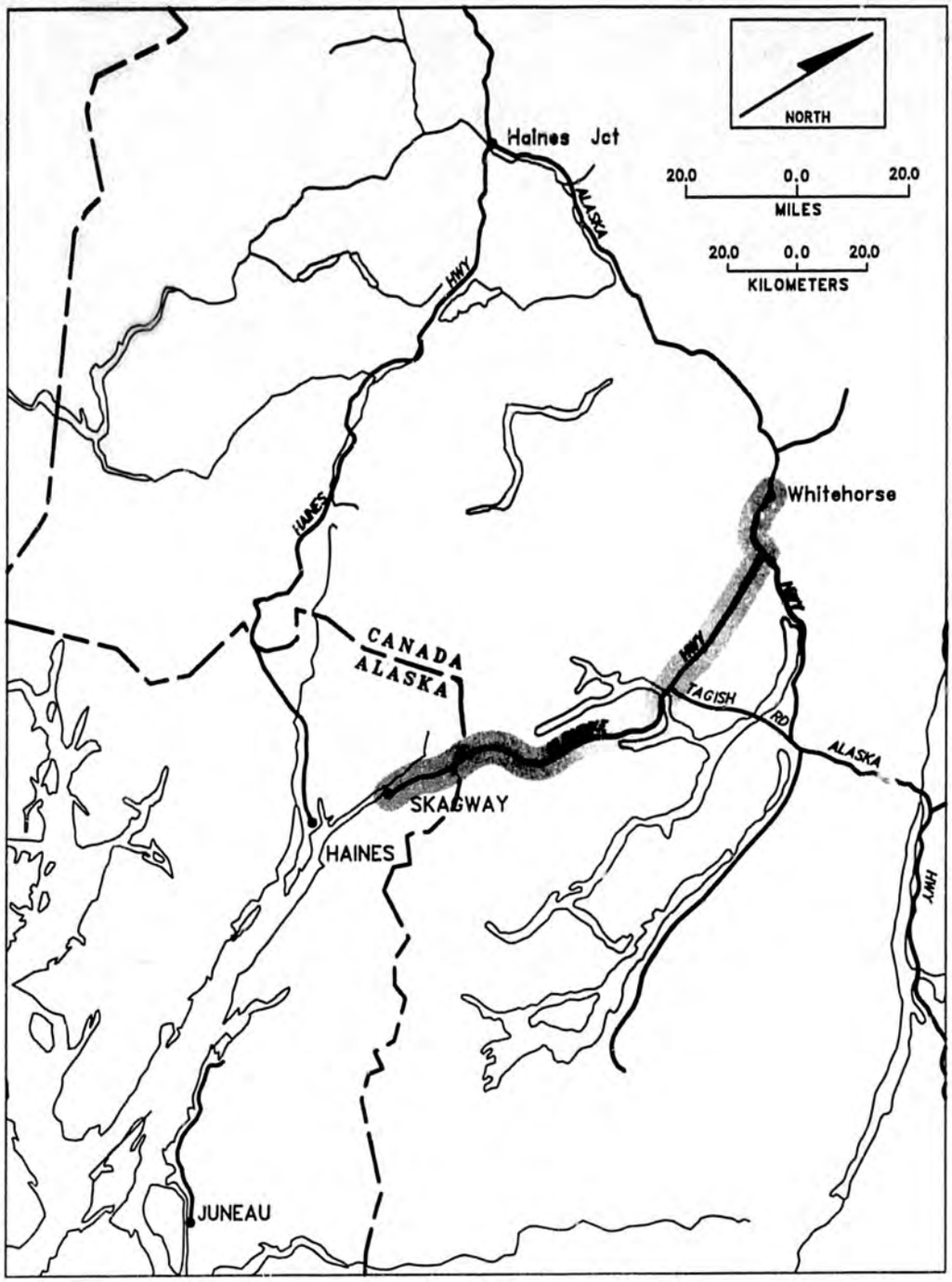
From 1978 to 1994 passenger traffic has increased thirty-one percent (31%) with an average annual growth rate of two and four tenths percent (2.4%). Vehicle traffic has increased sixty-two percent (62%) with an average annual growth rate of three percent (3%).

Statewide Air Corridors

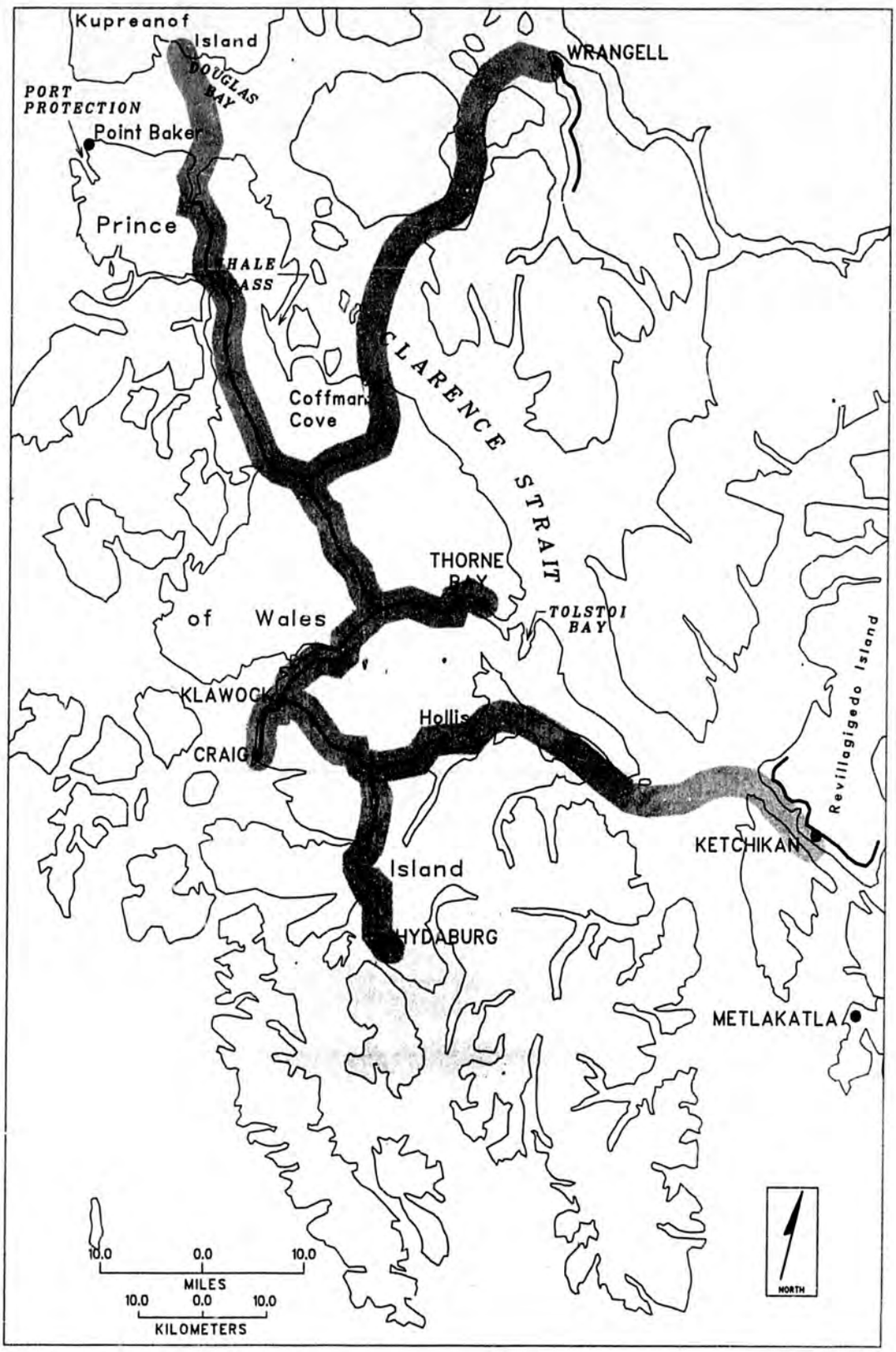




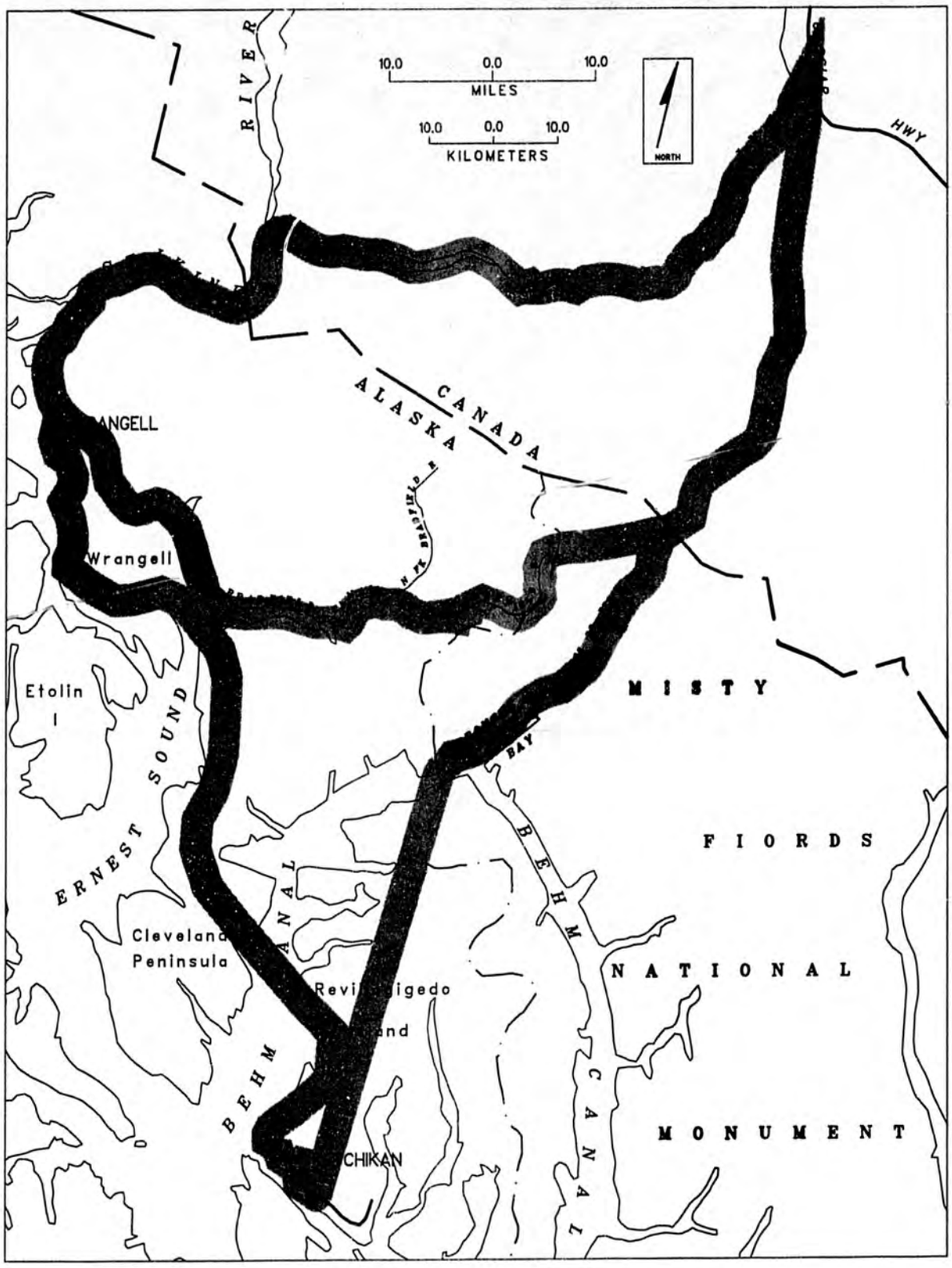
Haines - Haines Junction Corridor



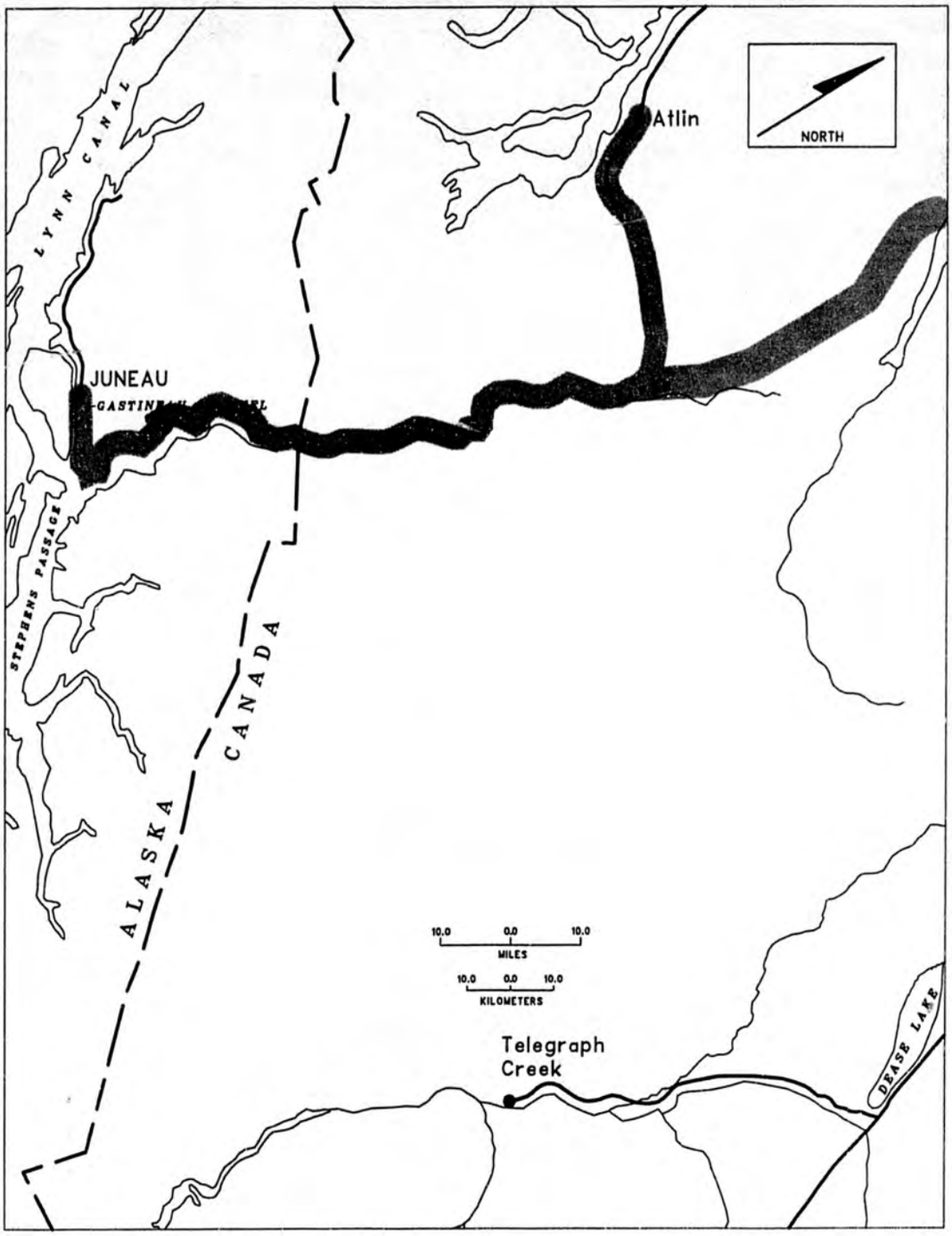
Skagway - Whitehorse Corridor



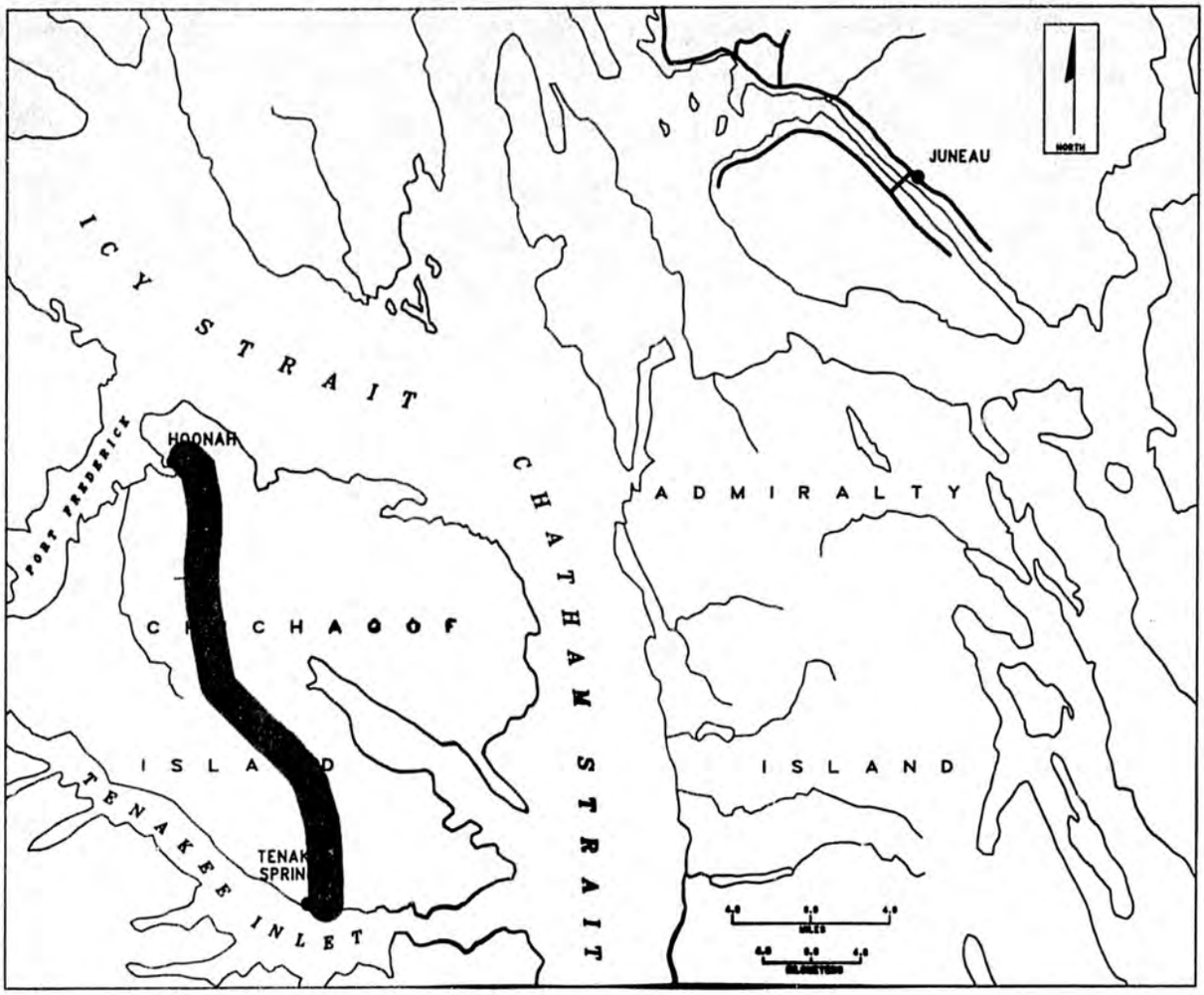
Prince of Wales Island Network



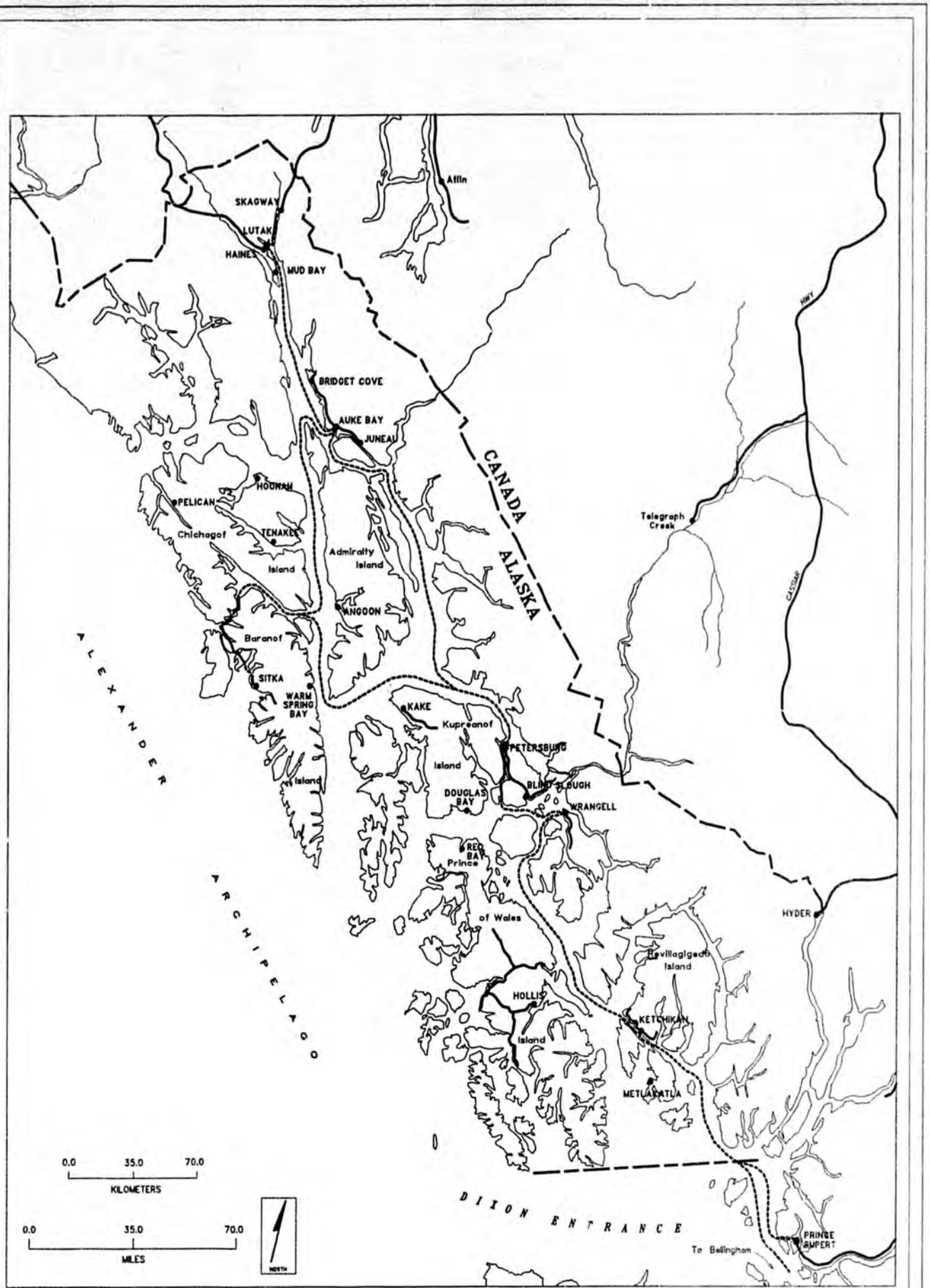
Revillagigedo Island - Stikine River/Unuk River/Bradfield Canal



Taku River Corridor

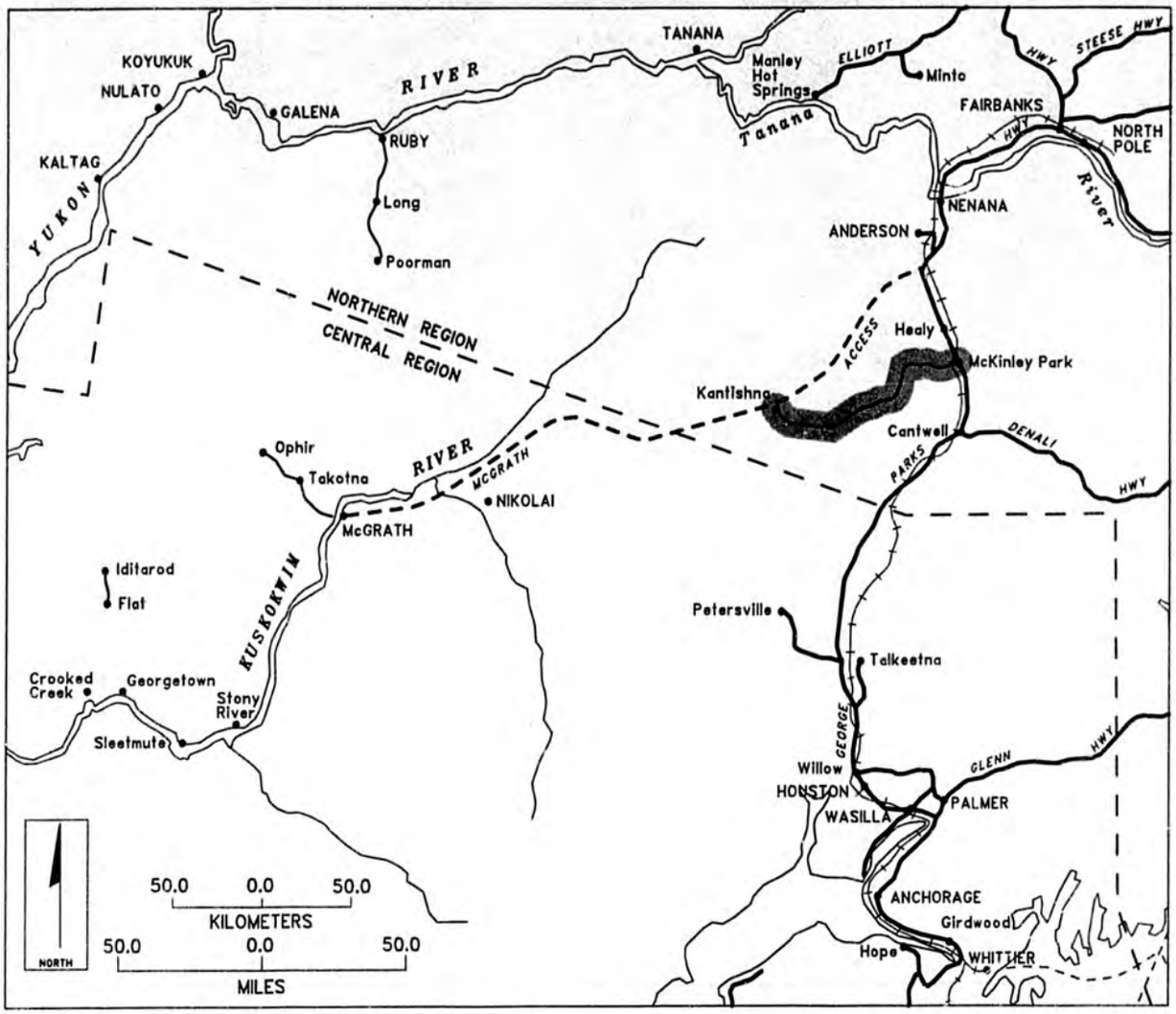


Hoonah-Tenakee Springs Corridor

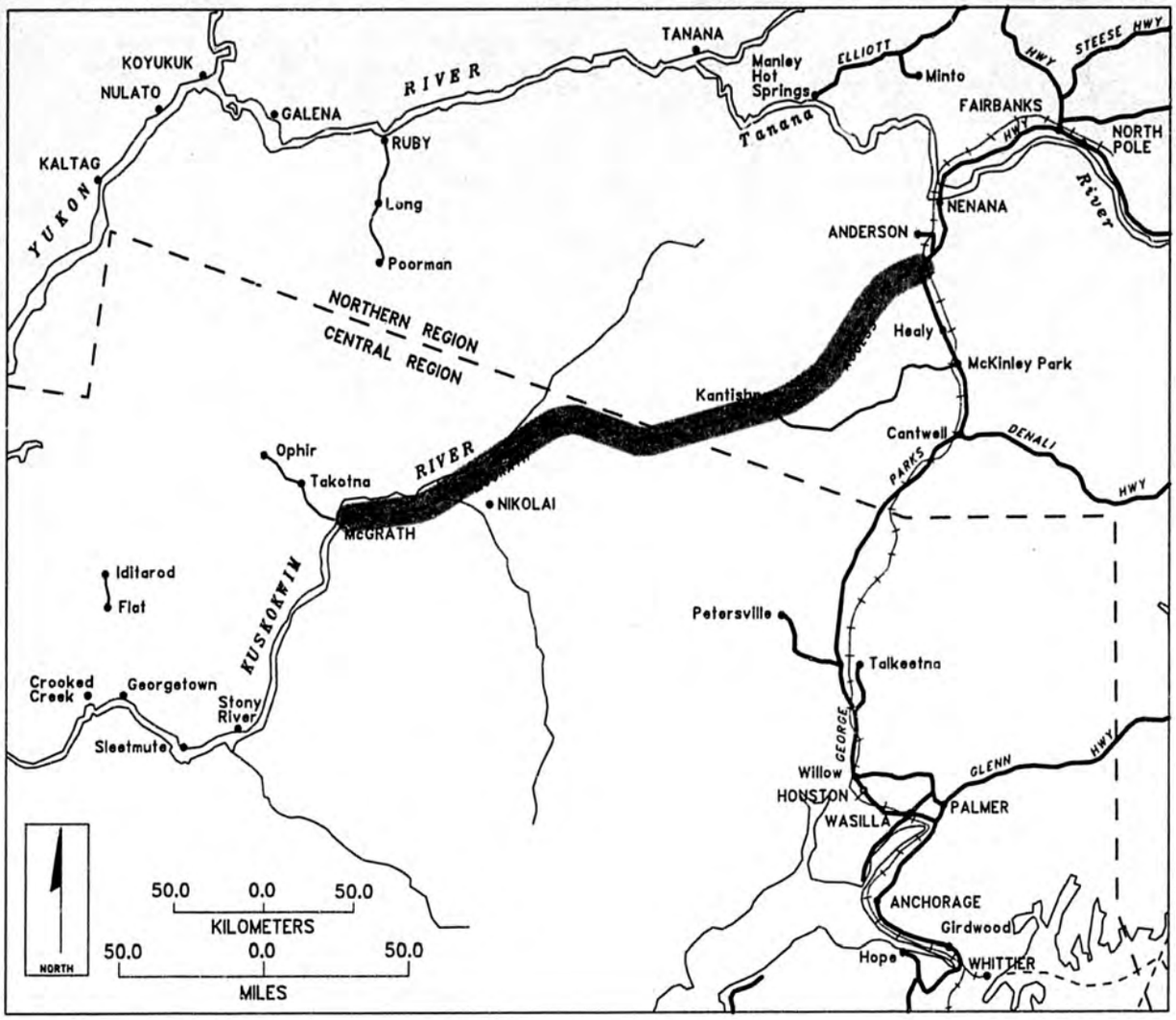


Inside Passage Corridors

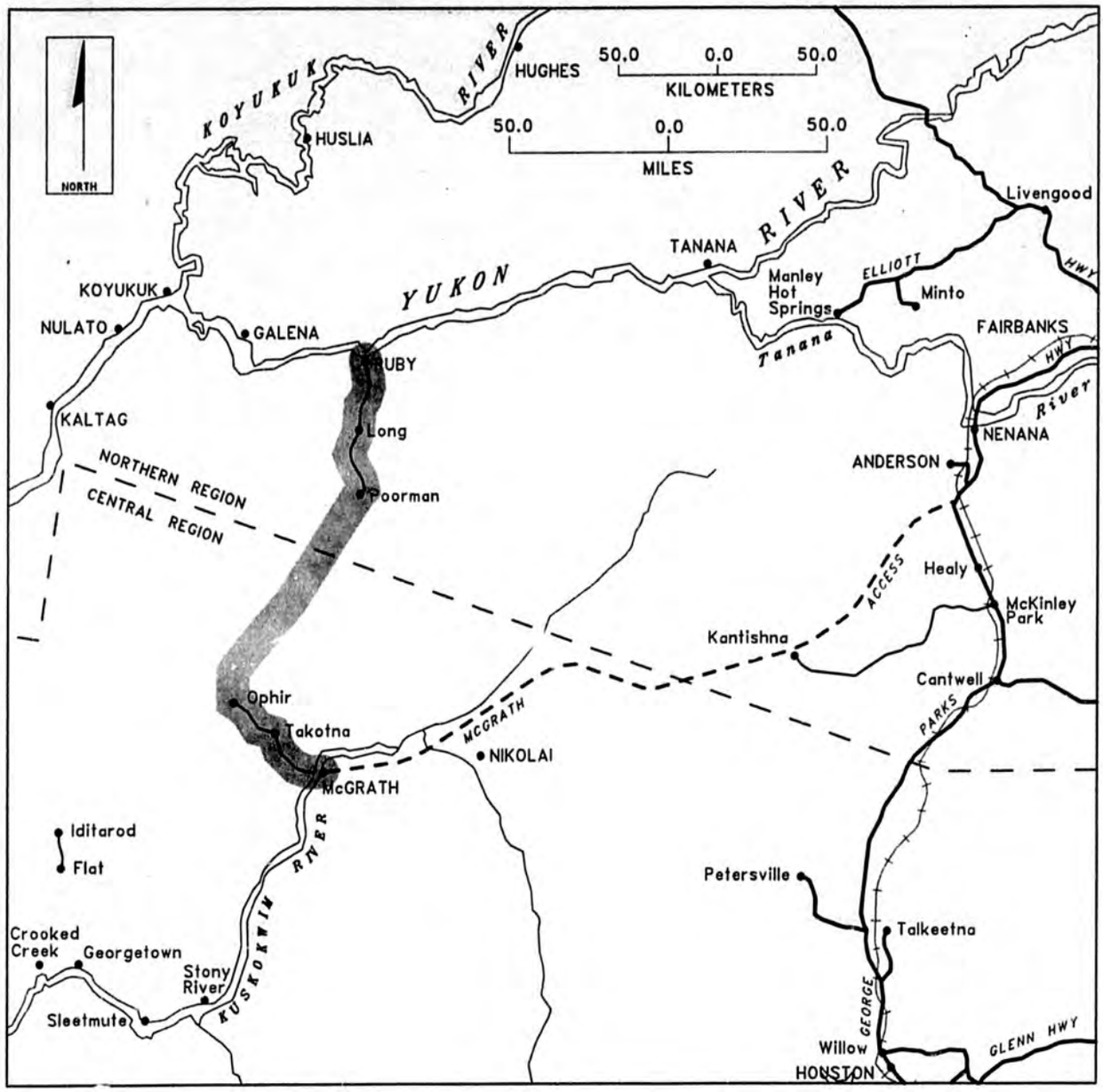
Western Access Corridor



Denali Park Corridor

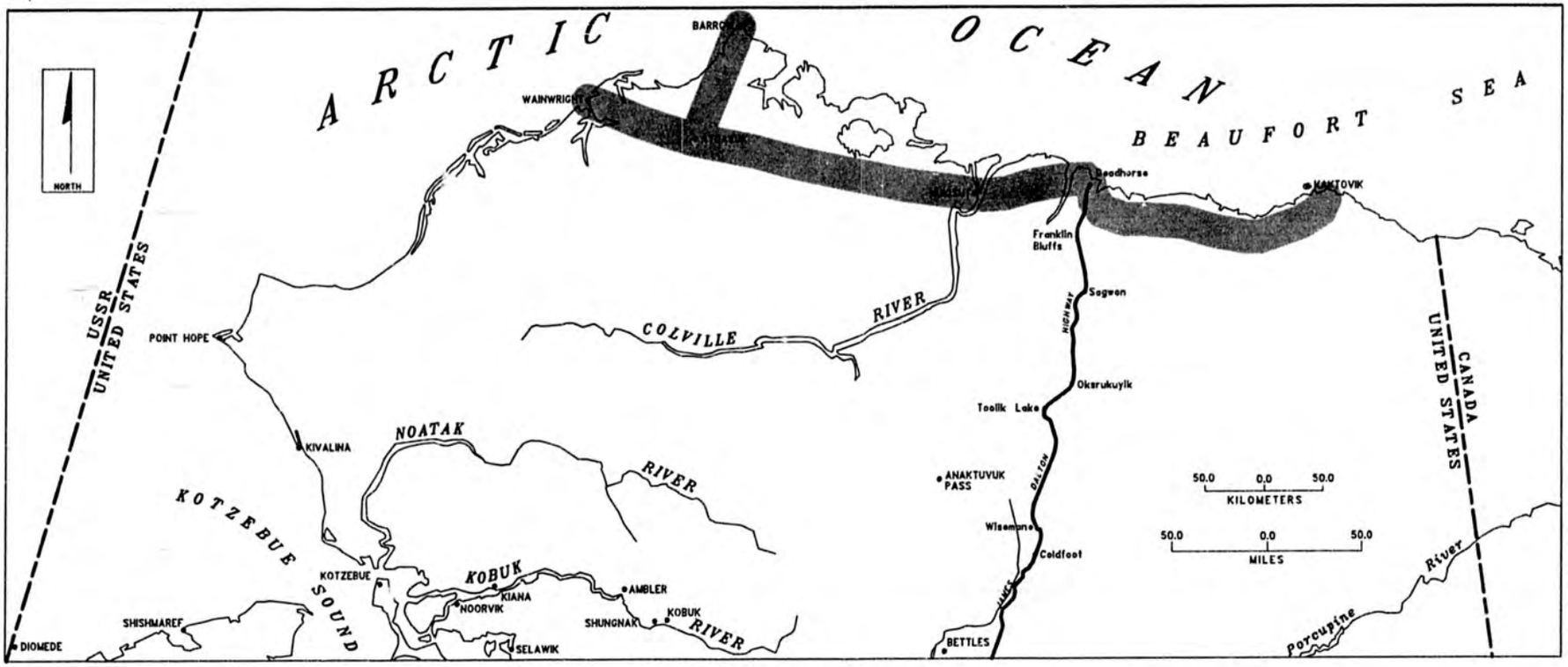


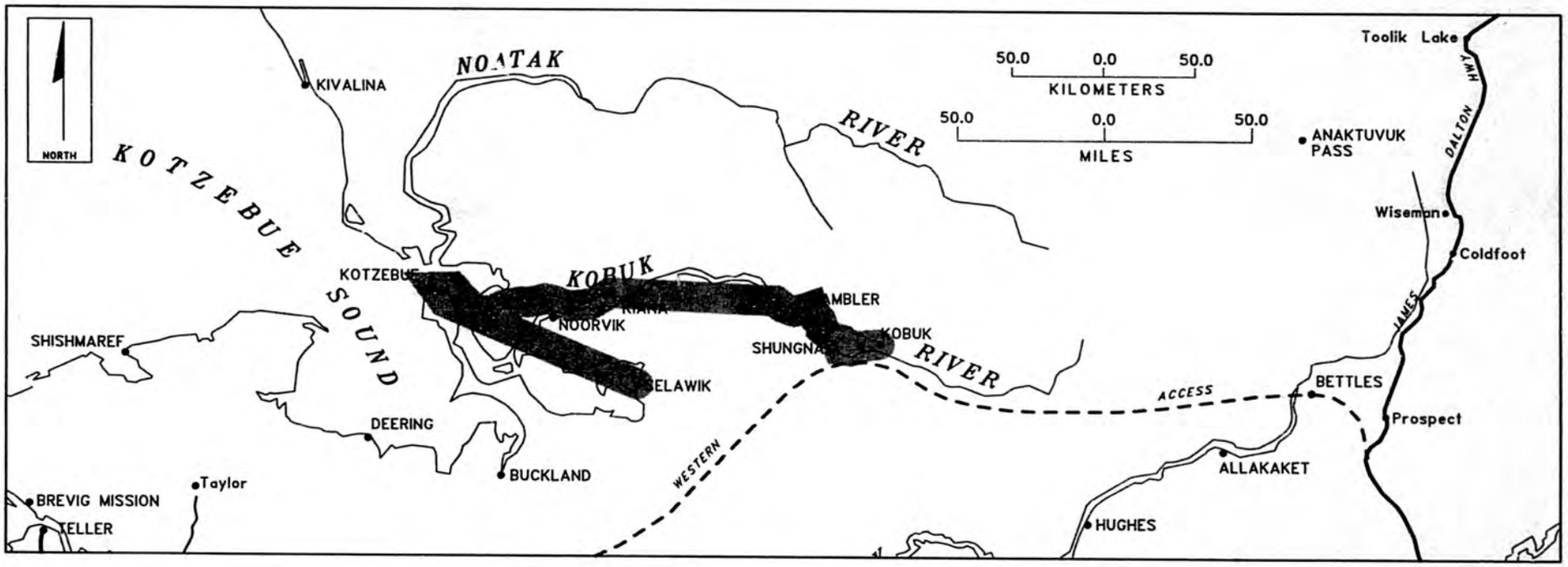
Parks Highway - McGrath Corridor



Ruby - McGrath Corridor

Arctic Slope Corridors




NORTH
KIVALINA
NOATAK
RIVER
KOTZEBUE SOUND
KOTZEBUE
KOBUK
NOORVIK
SHUNGNAK
KOBUK
RIVER
SHISHMAREF
SELAWIK
DEERING
BUCKLAND
Taylor
BREVIG MISSION
TELLER
WESTERN
ACCESS
BETTLES
ALLAKAKET
HUGHES
Prospect
JAMES
DALTON HWY
Wiseman
Coldfoot
ANAKTUVUK PASS
Toolik Lake
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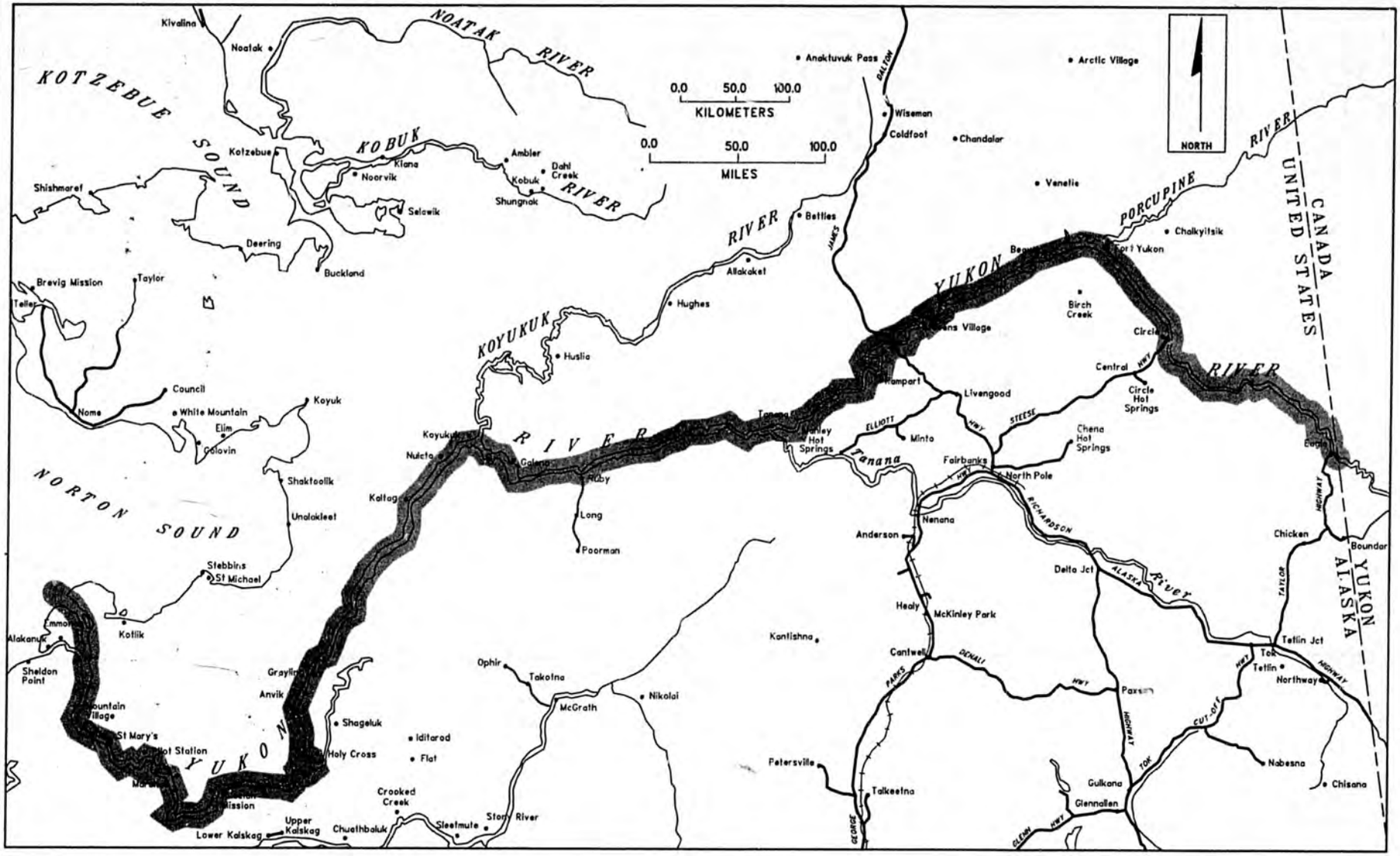
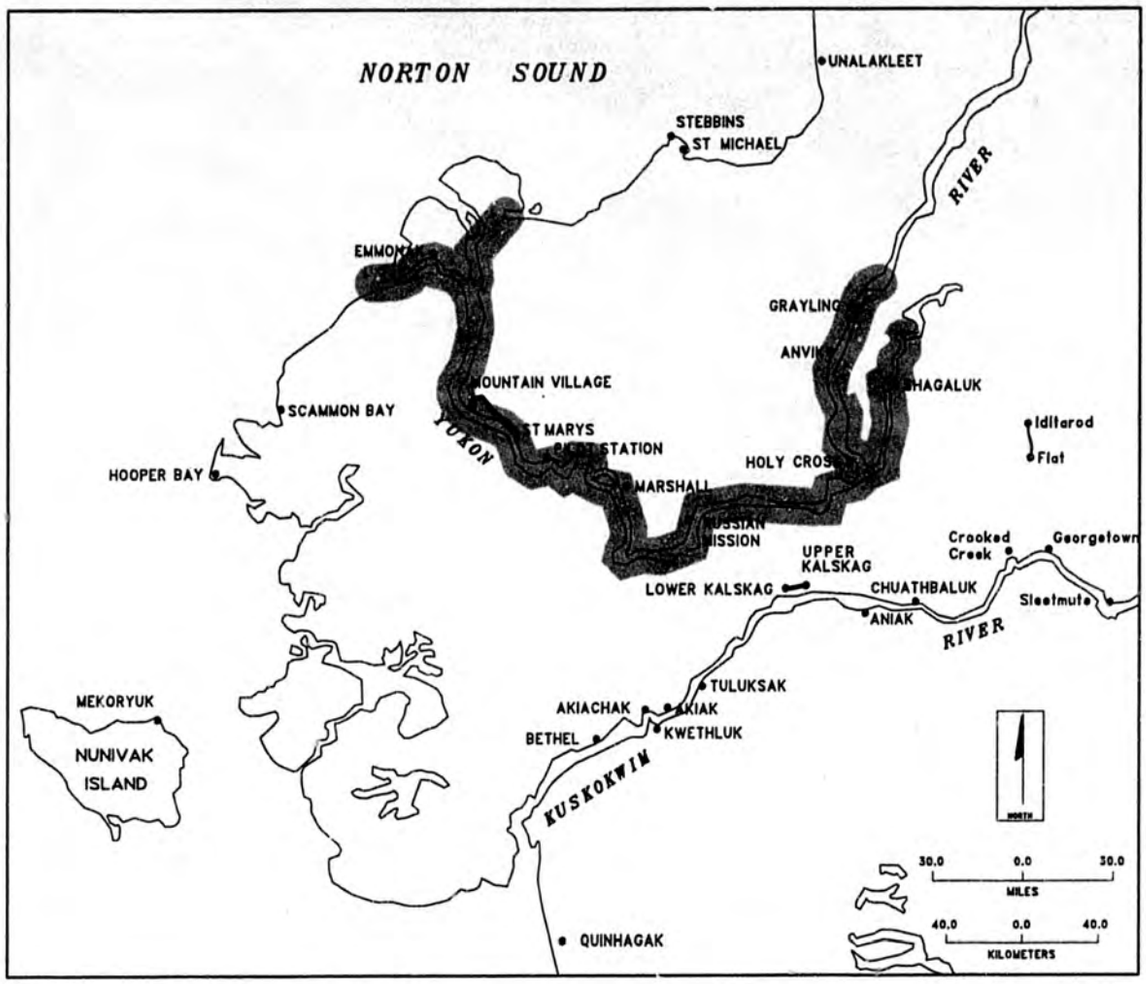
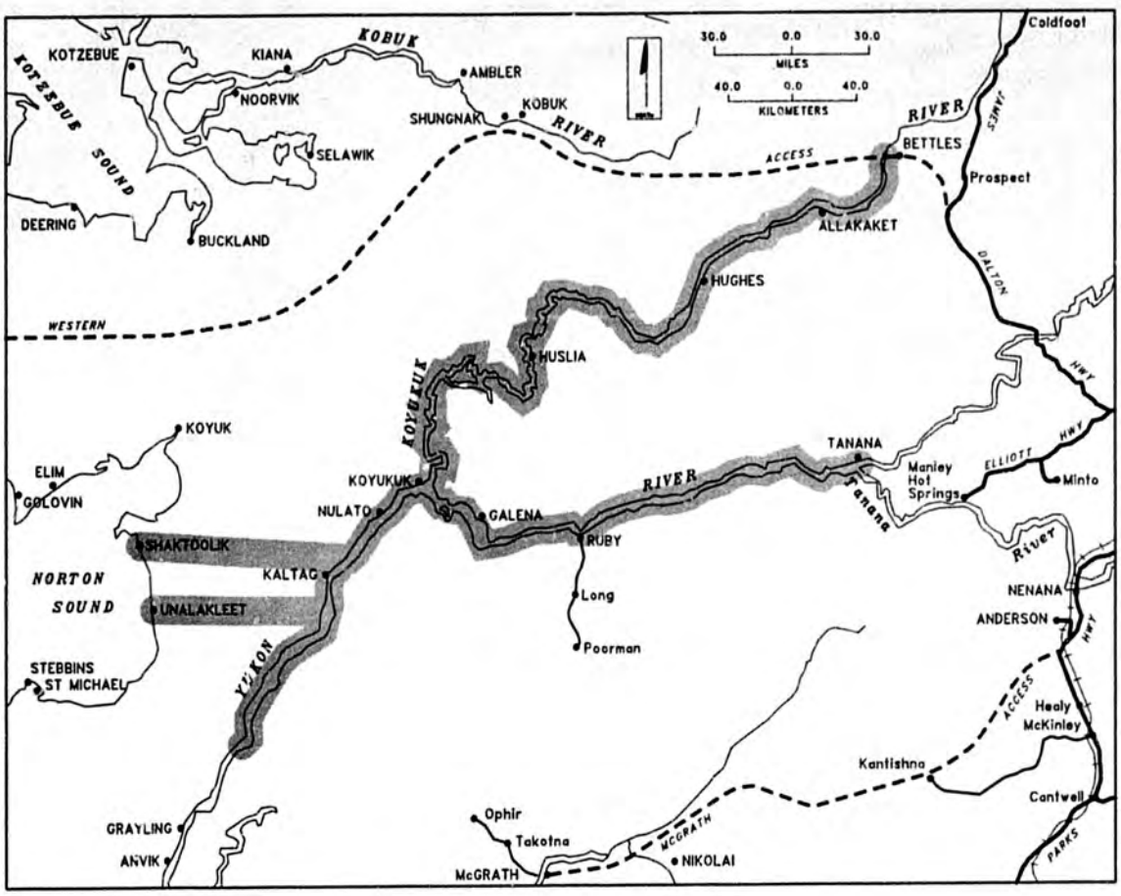
KILOMETERS
50.0 0.0 50.0
MILES

Yukon River Corridor

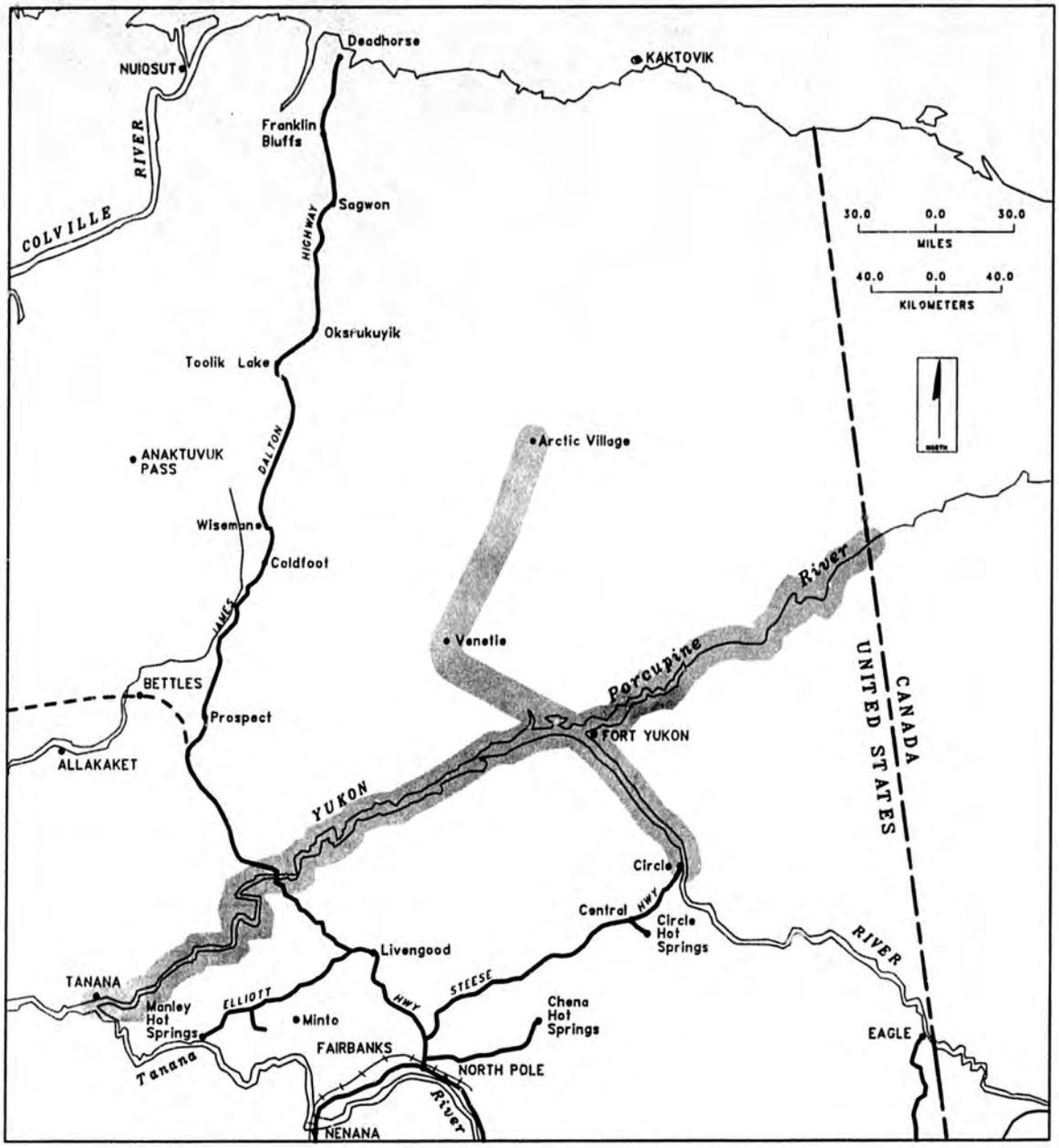




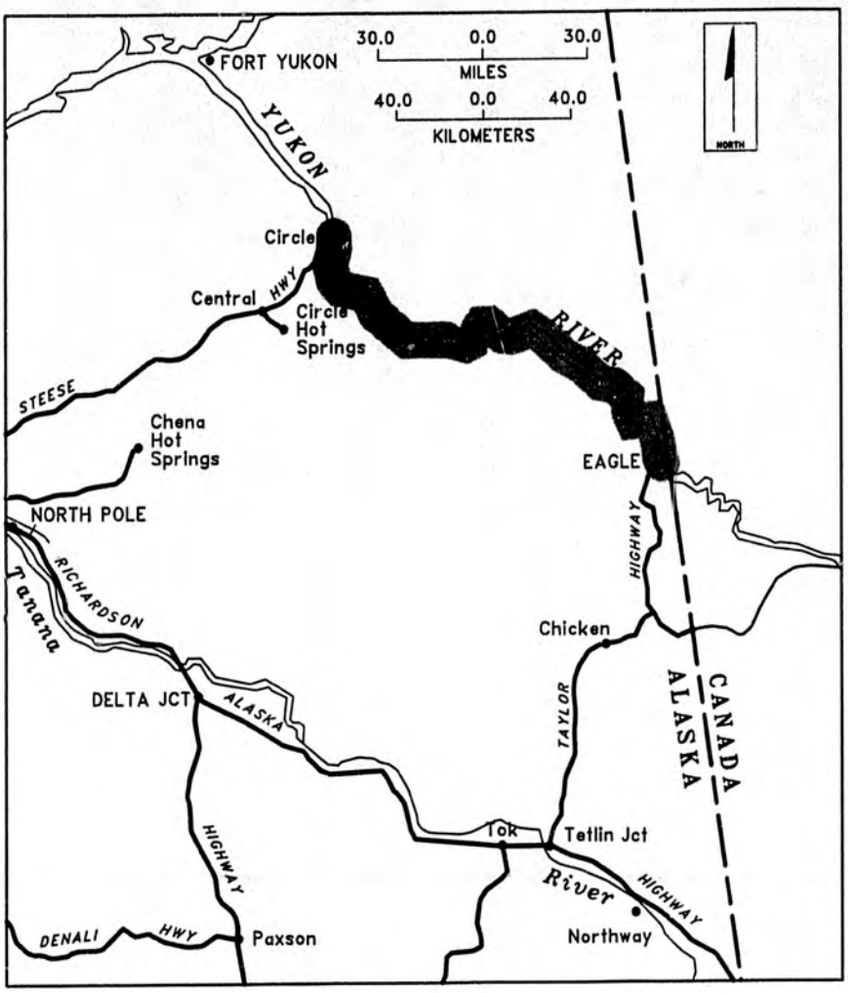
Lower Yukon Network



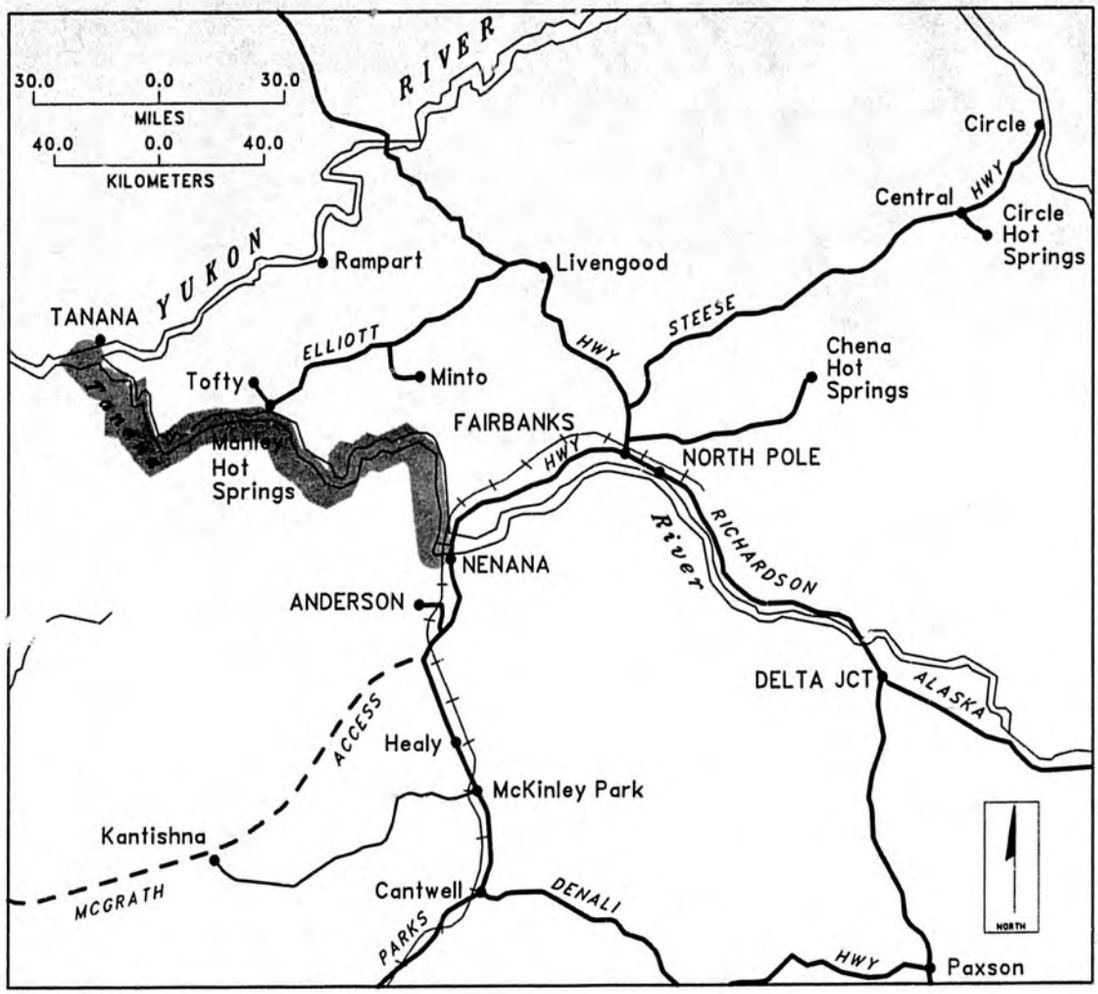
Middle Yukon Network



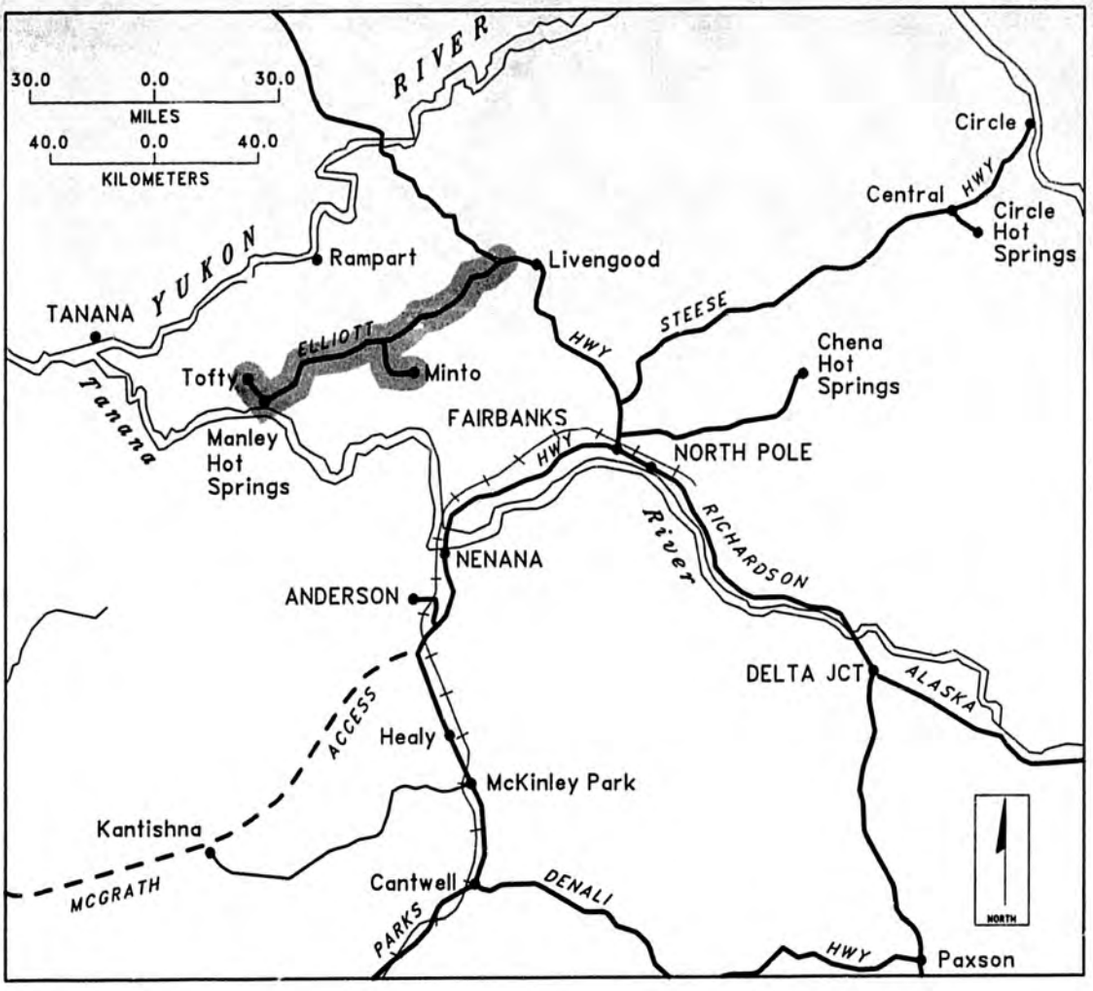
Upper Yukon & Porcupine Network



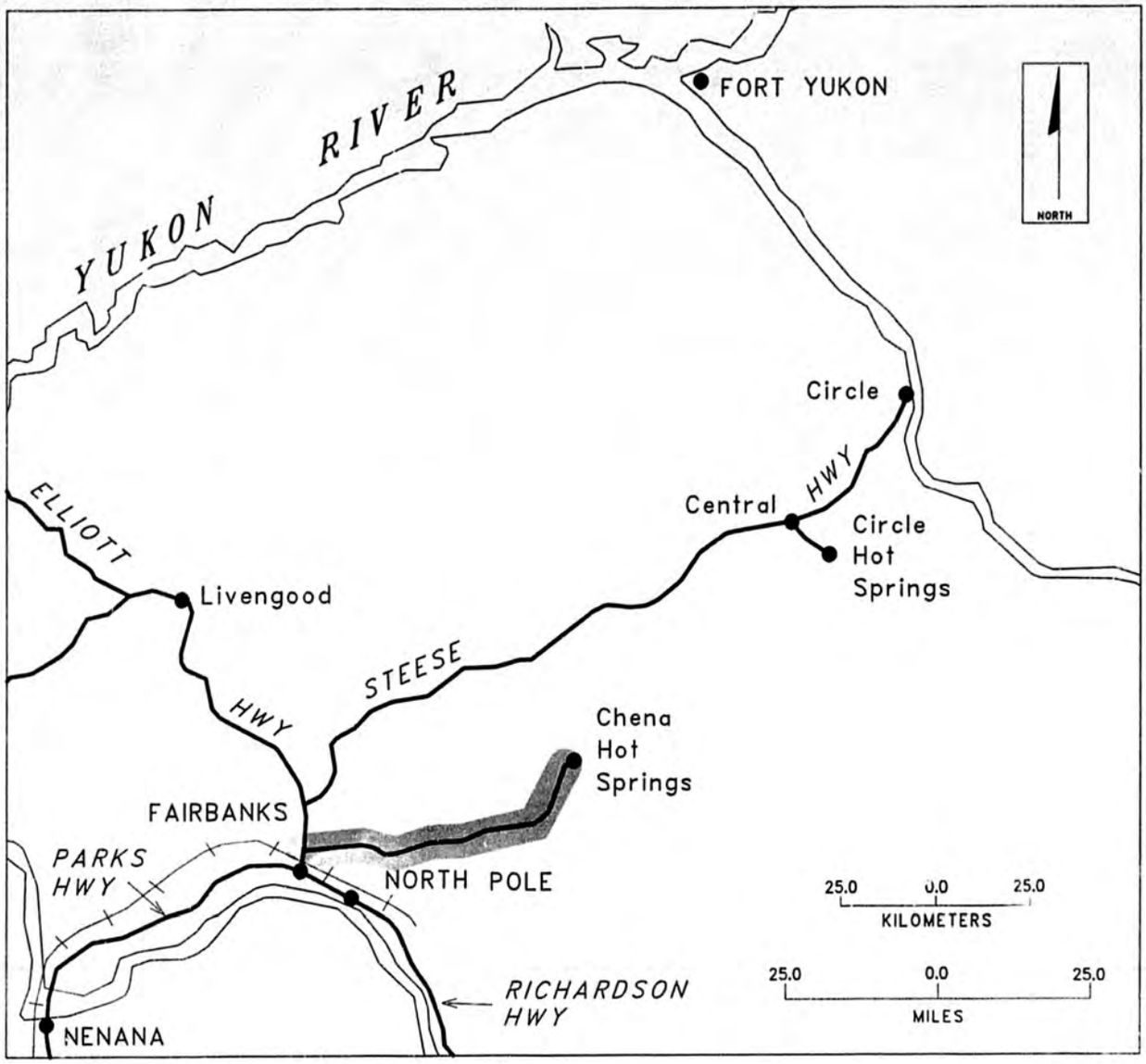
Circle - Eagle Corridor



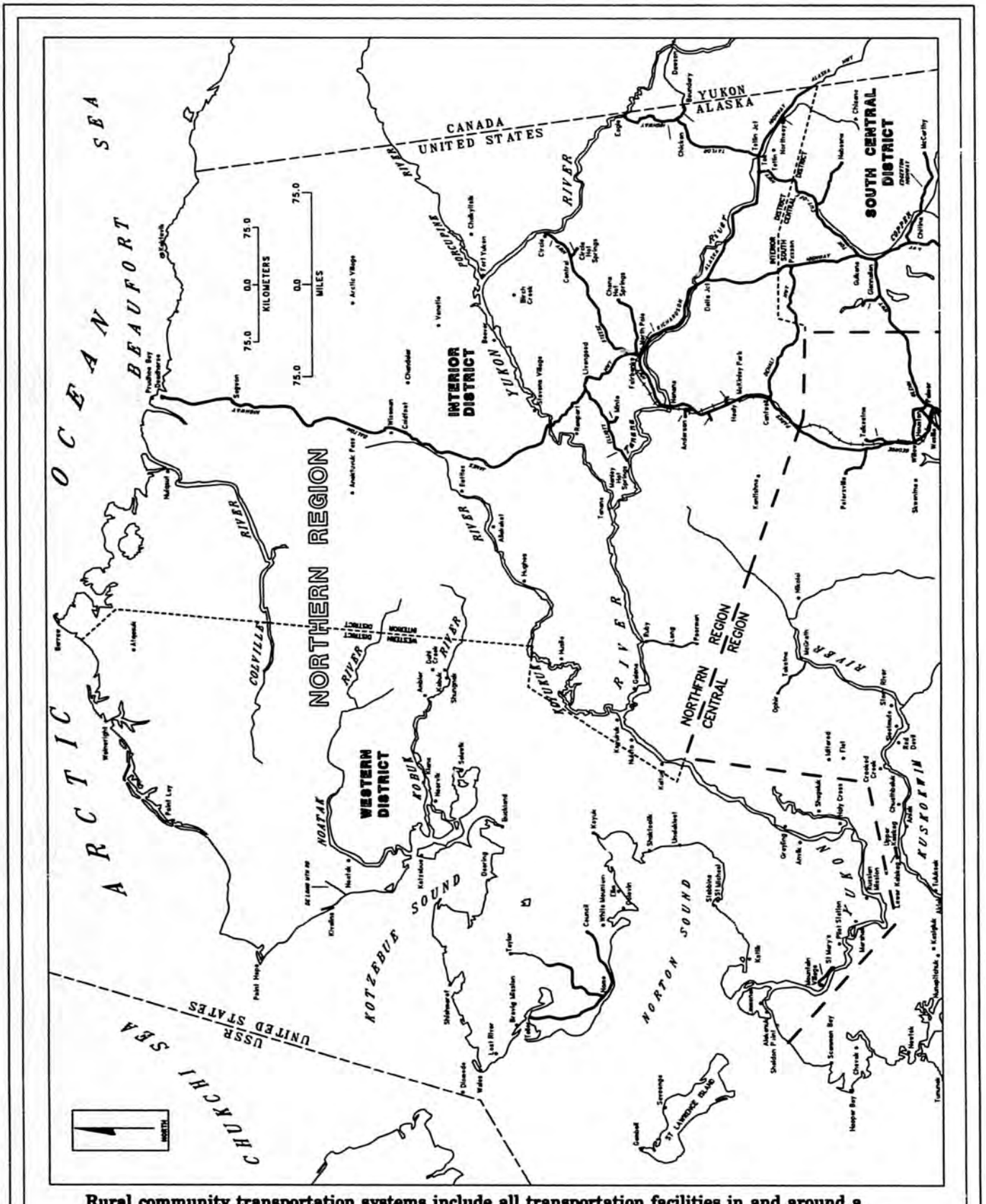
Lower Tanana Corridor



Livengood - Manley Corridor



Fairbanks - Chena Hot Springs Corridor



Rural community transportation systems include all transportation facilities in and around a community with the exception of inter-community travel corridors. Included are community and subdivision roads, streets, sidewalks, trails and bike paths. Also included are access to local resources, such as gravel pits and wood cutting areas. Other routes included are connections to airports, barge landings, boat launches and port facilities, sanitation roads to landfills and sewage treatment facilities, roads to water sources, schools, cemeteries, recreation areas and other community facilities.

Rural Community Transportation Systems

APPENDIX C

ALASKA TRANSPORTATION PUBLIC INVOLVEMENT PROCEDURE

An Integral Part of
VISION 2020:
Alaska's Long-Range Statewide Transportation Plan

Prepared by:

Alaska Department of Transportation and Public Facilities

Statewide Public Involvement Procedure for the Statewide Transportation Planning Process

I. Purpose

The Intermodal Surface Transportation Efficiency Act (ISTEA) of 1991 requires the Alaska Department of Transportation and Public Facilities to establish a proactive public involvement procedure. The procedure will ensure that all Alaskans have full, early and continuing involvement in helping the State fulfill the statewide planning requirements of ISTEA.

II. Introduction

Passage of ISTEA expands the opportunities to inform and involve the public in developing and implementing transportation plans and programs. This legislation stresses the importance of public involvement in the development of each state's long-range Statewide Transportation Plan (SwTP) and short-term Statewide Transportation Improvement Program (STIP).

Public involvement is required when the plan and the program are first established and whenever significant changes are made to them. Involving the public in Alaska must take into account the state's unique geographic, economic, and cultural context. Population centers are widely separated, often with no means of road access. Making involvement opportunities available throughout the state requires forethought and innovation.

III. Goals

1. To be proactive and provide information, timely public notice, access to key decisions and technical and policy information, and opportunities for early and continuing involvement;

2. To consider and respond to public comment during the planning and program development process;

3. To seek out and consider the needs of those traditionally under-served by existing transportation systems; and

4. To periodically review the public involvement process to ensure its effectiveness.

IV. Statewide Transportation Plan Development

The Statewide Transportation Plan (SwTP) is the long-range (20 year) outlook of transportation needs and policies for the state.

Early Public Involvement. Representatives of the Department participate in forums and appear before groups interested in transportation issues and in communities to outline state and federal long-range planning requirements and to encourage the public to participate in developing the plan. The Department will also analyze comments received from the public in the development of the list of projects, Transportation Needs and Priorities in Alaska (Needs List), for applicability to the SwTP.

Focus Groups. Interested groups and individuals will be invited to participate in public meetings, each focusing on an aspect of the SwTP. The meetings will be advertised in the media and open to all interested parties. The Department will seek out those traditionally underserved by transportation (including transit riders, bicyclists, pedestrians, people with disabilities, and others) and encourage their participation.

Statewide Policies. The Department's Statewide Planning Division will use the information gleaned from the early public involvement, the focus groups, and its analysis of statewide transportation needs to develop policies to guide transportation investment and development decisions. These policies will consider the transportation planning factors outlined in federal regulations.

Regional Plan Development. Each of the Department's three regional planning sections (the Regions) will identify the major transportation corridors in their area, and will evaluate the specific transportation needs, impacts and policies in their regions. The Regions will hold public meetings and/or other forums in their areas for review and comment.

Public Review of the SwTP. The regional plans and the statewide transportation policy elements will be combined into a draft SwTP. The draft SwTP will undergo a formal thirty day public review period. Public comments will be solicited through media advertisement and use of the Department mailing lists. Public meetings will be held to discuss the draft SwTP and to solicit public involvement. Comments received during the review period will be considered prior to final SwTP approval.

SwTP Approval. The final SwTP is approved by the Commissioner of the Department of Transportation and Public Facilities. Copies of the official SwTP will be transmitted to the Federal Highway Administration (FHWA) and Federal Transit Administration (FTA),

will be distributed to libraries, and will be available from Department offices upon request.

SwTP Updates. The SwTP will be updated at least every five years. When the update process is to begin, notification will be advertised in the media, providing the public with an opportunity to participate.

V. Statewide Transportation Improvement Program Development

The Statewide Transportation Improvement Program (STIP) is the three-year statewide capital improvement program of transportation projects which is consistent with the SwTP. The STIP is based on the federal fiscal year (October 1 - September 30). The state fiscal year runs July 1 - June 30.

Early Public Involvement at Regional Level. Transportation improvement program development begins each year when the Regions assemble a list of transportation needs. State transportation project needs are identified by the Department. Projects are also identified by communities and interest groups across the state as a result of an invitation from the Department. All proposed projects are ranked using specific criteria. Examples of the criteria include condition, service, capacity, traffic volume, safety and maintenance considerations, and consistency with local development plans.

Public Review of Needs List. The ranked list of transportation needs are assembled in Transportation Needs and Priorities in Alaska (Needs List). A draft of this document is distributed for public review. Public meetings are held throughout the state. The availability of the draft Needs List is also advertised in the media statewide during a thirty day review period, inviting public comment. At the end of the public comment period, the final Needs List is prepared based on an assessment of statewide needs and priorities, consideration of public comments, and the availability of funds. The final Needs List is distributed to the Governor and Legislators and subsequently to local governments and anyone requesting a copy.

Preparation of the STIP. The highest priority highway and transportation enhancement projects on the final Needs List are converted to a three-year draft Statewide Transportation Improvement Program (STIP) in a process that considers technical project evaluation scores, local and quasi-local government priorities, department policies, and available funding levels. Once the SwTP is approved, all projects included in the STIP must be consistent with the policies of the SwTP. The final decision on projects to be included in the STIP is made by the Commissioner. Projects from the approved metropolitan Transportation Improvement Program (TIP), transit projects, and federal lands highways projects are added. The TIP is the three-year program of projects for the Anchorage metropolitan area prepared by AMATS (Anchorage Metropolitan Area Transportation Study). Determinations that the Anchorage TIP projects and projects in non-attainment areas

outside Anchorage are in conformity with the state's air quality implementation plan are made prior to placing projects in the STIP. The Federal Lands Highways Program, administered by the Western District Federal Lands Highway Division, authorizes projects in three categories, Indian Reservation Roads, Parkways and Park Roads, and Public Lands Highways. Projects in the first and second categories are selected by the Bureau of Indian Affairs and the National Park Service respectively. Public Lands Highways incorporates projects in the Forest Highway Program and is administered by the Department, FHWA, and the Forest Service.

Public Review of the STIP. The draft STIP undergoes a formal thirty day public review period. The draft STIP is advertised in the media as available for review upon request. Written comments received during the public review period are considered in preparing the final STIP.

STIP Approval. Following completion of the thirty day public review period and consideration of the comments, the final STIP is prepared and transmitted to FHWA and FTA for approval. Copies of the approved STIP are available from the Department's Statewide Planning Division upon request.

Construction Program. The annual Construction Program is prepared after STIP approval. This is a list of projects in the STIP that the Department anticipates will be advertised for construction during the next calendar year. The Construction Program is submitted to the Governor and the Legislature.

VI. Methods

As illustrated above, the Public Involvement Procedure is composed of several different elements. This array of elements is designed to be responsive to the diverse needs of Alaskan residents and public interests. The activities described below are used in developing both: 1) the SwTP and subsequent updates of the SwTP, and 2) the STIP and each annual update of the STIP. These activities also are triggered by any major revision to the SwTP or to the STIP outside the annual update process. A major revision to the STIP is any change which requires an Air Quality Conformity Determination, an Environmental Impact Statement, or an Environmental Assessment. Minor revisions are changes which do not require this. No further public involvement is needed for minor revisions that add a Needs List priority one project (any or all phases) to the STIP. For other minor revisions, the time provided for public review and comment will be determined by the Regions (in consultation with Headquarters) and local officials based on the complexity of the revision.

Media Advertising. Media advertising, appropriate to the locale as determined by the Regions, is used to provide official public notice of meetings regarding the draft SwTP and its updates and the draft Needs List. The draft SwTP and its updates as well as the draft STIP and

proposed major revisions to the STIP are advertised as outlined in Part VII.

Mailing List. Mailing lists maintained by the department include citizens, affected public agencies and jurisdictions, village/traditional councils, Indian tribal governments, representatives of transportation employees, public and private providers of both freight and passenger transportation, user groups, and other interested parties. Names are added to the lists as requested.

Public Meetings. Public meetings are scheduled in major urban and rural regional centers during development of the SwTP and for annual updates to the Needs List. Teleconferencing is used as appropriate.

Efforts of Others. The public involvement program for Anchorage undertaken by AMATS in the development of its Long-Range Plan and its Transportation Improvement Program (TIP) will satisfy the public involvement requirements for the Anchorage metropolitan planning area by agreement between the Department and the MPO. The Department cooperates appropriately with the public involvement efforts of other government entities such as the Bureau of Indian Affairs which are directly or indirectly involved in developing transportation plans and programs.

VII. Revisions

Notification of any proposal to begin the update process or make a major revision to the SwTP or the STIP is advertised thirty days prior to the proposed action in newspapers in regional centers and/or appropriate notice in other affected communities.

VIII. Documentation

Documentation of the public involvement effort is maintained. This includes records of all notices, advertisements, meetings, and correspondence relating to the SwTP, the Needs List, and the STIP. Documentation also includes a record of comments received and the responses.

IX. Adoption

Notification of the availability of the draft Public Involvement Procedure for the Statewide Transportation Planning Process for public review and comment is made forty-five days in advance of adoption through announcement in the state Administrative Journal and notices in the media. Copies of the draft Public Involvement Procedure are made available upon request.

X. Evaluation

The effectiveness of the Public Involvement Procedure for the Statewide Transportation Planning Process is monitored throughout the development of the SwTP and reviewed on a periodic basis for the STIP. Written comments received from the public on the process, the plan, and the program are used in the evaluation.