

SB

71

Alaska State Legislature

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Session:
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Senate District X

MEMORANDUM

Date: February 20, 2003

To: Senator John Cowdery, Chairman
Senate Transportation Committee

From: Senator Ben Stevens *BBS*

Re: Hearing Request for Senate Bill 71

I respectfully request a hearing for Senate Bill 71 in the Senate Transportation Committee. Senate Bill 71 requires the Department of Transportation as well as municipalities to expend no more than 10 percent of federal-aid highway funds for transportation enhancement projects.

SENATE COMMITTEE REPORT
First Committee of Referral

DATE: 2/18/03

FURTHER: Finance

Date of 5-Day Notice: _____
 (in accordance with Uniform Rule 23)

DATE TURNED
 IN TO OFFICE: _____

Transportation Committee considered SENATE BILL NO. 71

SB 71 TRANSPORTATION ENHANCEMENT PROJECTS

"An Act relating to funding for transportation enhancement projects."

and recommends:

- be replaced with _____ CS SB 71 (05831H) (TRA)
- adopt previous _____ CS _____ (_____)
- attached amendment(s)
- adopt Letter of Intent by _____ Committee
- further referral to _____ Committee

Senate Bill:

- same title
- new title

House Bill:

- same title
- technical title
- new: SCR # _____

NEW FISCAL NOTE(S):

Department	Date	Fiscal	Zero	FN#
DOT&PF	2/27		✓	

PREVIOUS FISCAL NOTE(S):

Department	Date	Fiscal	Zero	FN#

APPROPRIATION - no fiscal note

SIGNATURES AND RECOMMENDATIONS:	DO PASS	DO NOT PASS	NO REC	AMEND
<i>Richard Lincoln</i>				✓
<i>Thomas Olson</i>	✓			
<i>Steve Hennault</i>			✓	
<i>John Wagner</i>	✓			
CHAIR: <i>John Coe</i>	✓			

DANA L. OLSON
HC-30 BOX 5438
WASILLA, AK 99654

SB 71 (Senate transportation) Feb 27, 2002.

I believe the objectivity of
AS 19.05.125 purpose is in conflict
with SB 71. AS 19.05.125 "A common
defense to United States"

I raise the issue of sufficiency of
the term municipality to tax in order
to address homeland security, and
thus "A common defense to United States"

The word transportation enhancement
project has no definition under this
chapter and is too vague and overbroad.
Please define specifically this term.

I expect that means to address
homeland security under NATIONAL
Security can not be ~~not~~ abridged
by AK Legislature.

Sincerely
Dana L. Olson

Alaska  Program

Trails & Recreational Access for Alaska

How much is just right?

Alaska DOT&PF

February 27, 2003

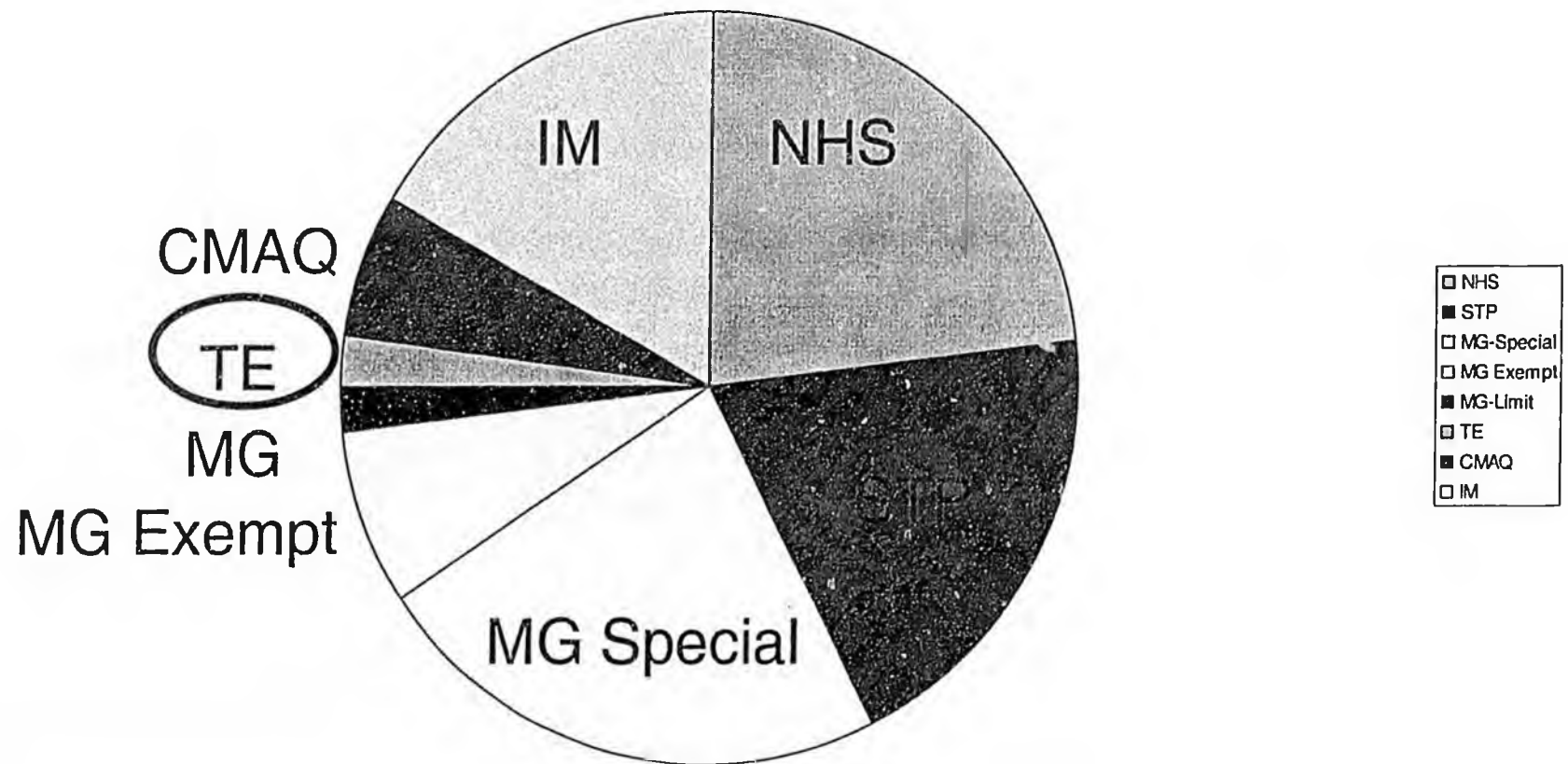
Background on TRAAK

- Established as policy in 1995
- Established as regulation in 2002
- Approximates the TE (transportation enhancement) requirement in federal law
- TRAAK generally includes:
 - Trails
 - Waysides and rest stops
 - Interpretative facilities
 - Landscaping and amenities

Transportation Enhancement

- Required minimum spending level (10%) in FHWA rules
- 10% TE rule applies to one funding category, STP, not the entire FHWA funding program
- TE sub-category created in 1991
- The STP category was reduced in 1997, thus reducing TE funding also.

Federal Apportionments FFY '02



In FFY 2002 TE = 2.5% of total \$302 Million

FFY 2003 and 2004 apportionment levels not yet know.

Public Interest in TRAAK

- Very strong interest in communities.
- Often more popular than road projects. ?
- Other benefits:
 - Safety (example Kasilof River wayside)
 - Tourism (waysides, reststops)
 - Air Quality (urban trails)
 - Public health, recreation (trails and waysides)

Kasilof River Access Safety Problem



TE Required vs. Actual TRAAK

• TE Minimum		• TRAAK Program	
• '98	\$5.3	• '98	\$17.3
• '99	\$6.6	• '99	\$25.9
• '00	\$7.5	• '00	\$28.4
• '01	\$8.2	• '01	\$28.0
• '02	\$8.4	• '02	\$28.4
• '03	\$7.2	• '03	\$30.2 Original
		• <u>'03</u>	<u>\$22.0 Amended</u>

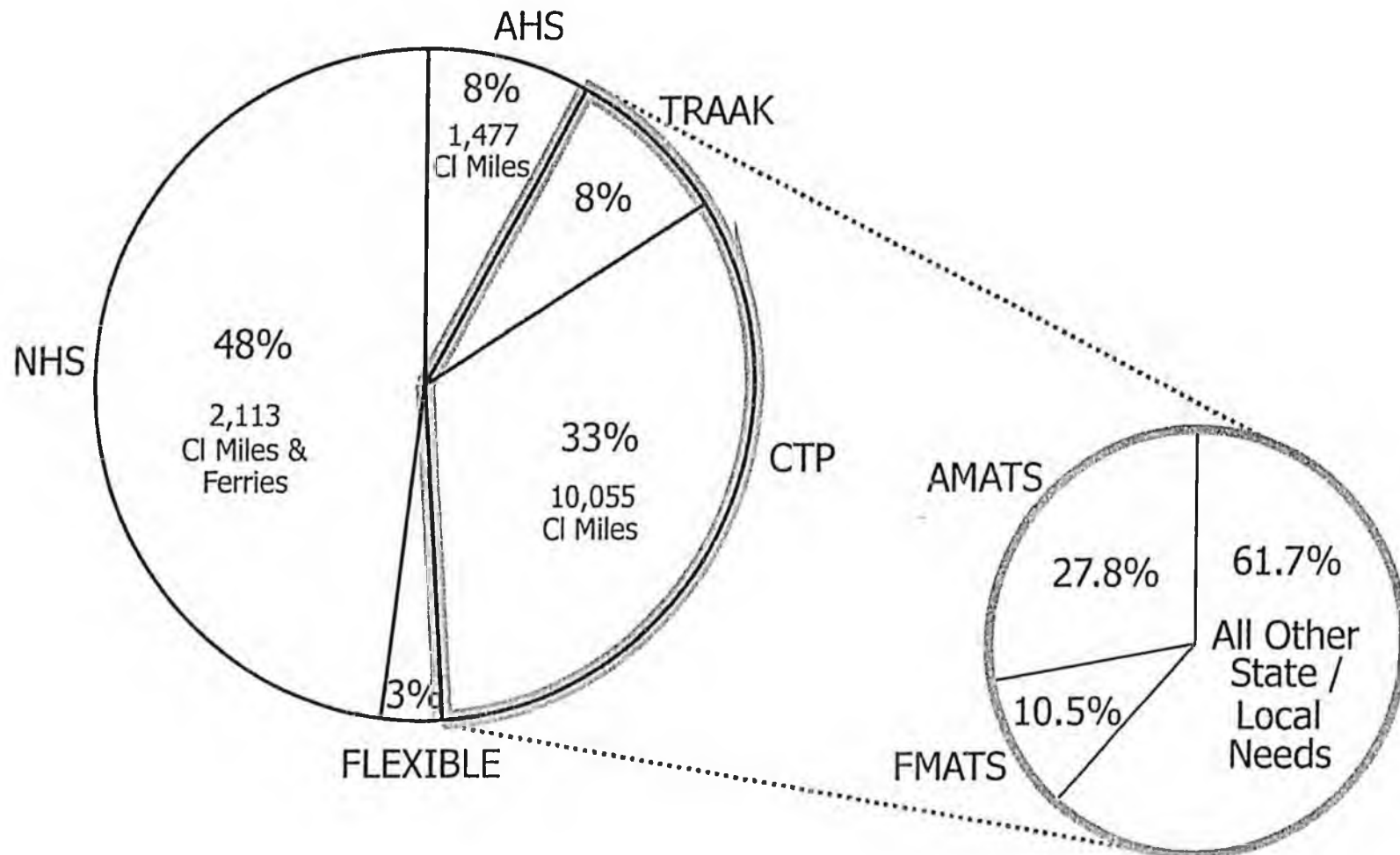
Dollars in millions.

TRAAK Nominations 2004 and Beyond

- Central Region*: 52 projects, \$65.9 M
- Northern Region: 75 projects, \$56.7 M
- Southeast Region: 21 projects, \$15.0 M
- Total backlog = \$330 Million

* Excludes AMATS as they do not nominate to the state list.

Distribution of Federal-Aid Transportation Formula Funds Per 17 AAC 05.155-200



Comparison to Other Needs

- Community Transportation backlog = \$3.12 Billion
- Ratio of CTP to TRAAK (need vs. funds)
- Need ~ 9:1
- Funding ~ 4:1

Example of Pressing Highway Need Elsewhere

Only road to Lake
and Peninsula
Borough, including
6 villages.
Identified freight
savings of >\$3
million annually!



**Neglected bridge, Chinkelyes Creek
Williamsport-Pile Bay Road
(Replaced by Bailey Bridge in 2002)**

Conclusion

- Funds applied to TRAAK program are not in balance with other allocations:
 - Tremendous reservoir of unmet roads needs
 - New resource and community access roads program
 - Several mega projects now being advanced
- Department intends to reduce TRAAK program in 2004-2006 STIP, regardless

Potential Impact to MPOs

- Reducing TRAAK funds will not impact MPOs funding levels if:
 - Funding is allocated to CTP program
 - Allocation to NHS or AHS would result in reduction to MPOs
- Department proposes to reallocate TRAAK to CTP

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Senate District N

SPONSOR STATEMENT

Committee Substitute for SB 71: Transportation Enhancement Projects

Federal law, TEA-21, and its predecessor, ISTEA, mandate that states expend at least 10% of federal Surface Transportation Program funds on enhancements such as trails and landscaping. Over the past several years, the State of Alaska has expended amounts well beyond the minimum requirements for enhancements projects that could otherwise be applied to roadway construction and improvement projects. CS for Senate Bill 71 decreases the amounts allocated for the TRAAK program and other enhancement projects to be in line with federal minimum requirements to free up millions of dollars to be available for roadway construction and improvement projects.

The Committee Substitute for Senate Bill 71 proposes to reduce the Department of Transportation's allocation of non-restricted federal apportionments to projects classified under the Trails and Recreational Access Program (TRAAK). Under current DOT regulations, the department allocates at least 8% percent to TRAAK projects; CS for SB 71 reduces the allocation to not more than 4%. The bill redirects the other 4% into the DOT allocation for projects classified under the Community Transportation Program, increasing this program's allocation to 37%.

Administrative Order #161 of the previous administration in 1996 established the Trails and Recreational Access for Alaska (TRAAK) program to address features such as trails, scenic highways, recreational access points and interpretive facilities. From 1998 to 2003, over \$150 million was allocated for the TRAAK projects while the federal minimum for transportation enhancement (i.e. trails, landscaping scenic beautification) expenditures was \$43 million; more than a 200% increase. These expenditures do not include separated bike paths or waysides that were included in individual construction projects in the National Highway System program, the Alaska Highway system or Community Transportation Program.

Only a municipality that is federally recognized as a Municipal Planning Organization (MPO) would be impacted by this section (b) of this legislation, which are Anchorage and Fairbanks. In 1998, the Anchorage Metropolitan Area Transportation Solutions (AMATS) adopted a policy of programming 15% of its transportation funding allocation for enhancements. The three-year average at 15% for transportation enhancements from 2000-2002 Transportation Improvement Program averaged roughly \$5.5 million. The Department of Transportation is expecting the Anchorage share of TEA-21 federal-aid transportation funds to increase within the next Statewide Transportation Improvement Program. With the anticipated overall increase, 10% of the three-year average of federal-aid highway funds allocated to AMATS during 2004-06 will be roughly \$5.8 million, slightly more than what was allocated during 2000-2002.

An Overview of TRAAK Accomplishments

November 2002

Since its inception, the TRAAK program and Citizen's Advisory Board have provided a forum for interagency cooperation and public participation in transportation, trail and outdoor recreation projects and programs administered by the State of Alaska, and promoted the development of a statewide network of trails for recreation and transportation. Key participants in the TRAAK program include the Governor, the TRAAK Citizen's Advisory Board, Alaska Department of Transportation & Public Facilities, Alaska Department of Natural Resources, Alaska Department of Fish & Game, Alaska Department of Community & Economic Development, and most importantly, Alaska's citizens.

The cooperative efforts of the TRAAK team have made significant improvements in the quality of life and economy of many Alaska communities by enhancing facilities enjoyed by Alaska residents and visitors through the following accomplishments:

- The addition of over 170 miles of new pathways for bicyclists, pedestrians, skiers and other users.
- Upgrades to more than 250 miles of the National Highway System to include wide, paved shoulders ideal for long distance bicyclists.
- The construction of sidewalks, boardwalks, pathways, pedestrian crossings, etc. in more than 40 communities from Akutan to Yakutat.
- Waysides, rest areas, trailheads, and scenic overlooks have been constructed or improved on every major highway in the state.
- New and improved interpretive exhibits that tell of Alaska's native culture, fisheries, wildlife, geology and natural history.
- The connection of more than 70 communities in Alaska with 3500 miles of marked trails through the Winter Trail Marking projects funded through the flexible funding provisions of ISTEA and TEA-21.
- Improved access throughout the state for those with disabilities.
- The development of Alaska Recreational Trails Plan and designation of the Alaska Trails System.
- The development of SEATrails, a regional trails system in Southeast Alaska.
- Support for the designation of Scenic Byways in the state.
- The award of 154 Recreational Trails grants totaling \$2.4 million to local trail clubs, municipalities, and agencies for both motorized and non-motorized trail development, improvement and maintenance.

Many TRAAK projects have received state and national recognition for their design excellence and for their benefit to community or state. For example, the Haines Chilkat Bald Eagle Wayside and Trail projects received national recognition in 2000 from the American Association of State Highway and Transportation Officials (AASHTO) and other organizations for supporting quality of life projects. AASHTO Executive Director John Horsley, who gave the awards on behalf of six transportation and environmental organizations, said, "These state transportation agencies understand the importance of managing these programs to build better communities. We are proud of their accomplishments and encourage other states to take notice of their outstanding achievements."

TRAAK Projects

The following highlights many of the projects by type that were funded through the TRAAK Program between 1996 and 2002 that have improved the quality of life for many Alaskans.

Trail Marking & Signage

- ♦ Mark and maintain the Kuskokwim 300 Trail.
- ♦ Mark the Eureka Summit Trail in Eureka.
- ♦ Install markers between Wasilla Lake and Lake Lucille.
- ♦ Install signs and markers along Lake Louise trails.
- ♦ Establish markers for trails in and out of Kotlik.
- ♦ Install interpretive signs for the Gruening State Historic Park in Juneau.
- ♦ Install Gold Rush Centennial signs in Mat-Su.
- ♦ Install northern region gold rush interpretive signs in Fairbanks.
- ♦ Install markers along the Denali Highway Trail between Cantwell and Paxson.

Pathways & Trails

- ♦ Construct and improve trails at Goldeneye Duck Pond in Fairbanks.
- ♦ Improve trails to White Mountain east of Nome.
- ♦ Improve the Nancy Lake-Housion-Big Lake trails system.
- ♦ Upgrade various trails in Homer including the Beluga Slough Trail.
- ♦ Develop ski trails in the Golden Fin area of Seward.
- ♦ Construct trail improvements designed by area students in downtown Glennallen.
- ♦ Improve and expand 29 miles of trails between Sand Point and the Rec. Cove Lake area.
- ♦ Upgrade and sign trails in Tenakee Springs.
- ♦ Construct a trailhead and footbridge for the Rabbit Creek Trail.
- ♦ Develop alternative access for motorized recreational vehicles to the Upper Mineral Creek Valley near Valdez.
- ♦ Improve recreational trails in Beaver.
- ♦ Improve trail access at Halibut Cove and Point Bridget State Park in Southeast Alaska.
- ♦ Upgrade the Otterbahn Trail in Seldovia.
- ♦ Develop a waterfront trail in the Orca Inlet Recreational Wayside Area in Cordova.
- ♦ Restore the historic Sunnahae Trail in Craig.
- ♦ Improve trailhead at Creamer's Field Migratory Waterfowl Refuge near Fairbanks.
- ♦ Restore the Summit Lake Trail on Kodiak Island.
- ♦ Improve the Red Shirt Lake Trail.
- ♦ Improve the Point MacKenzie/Little Su Trailhead.
- ♦ Improve the Crooked Lake/Iron Dog Trail in the Mat-Su Borough.
- ♦ Expand the Starrigavan Valley Trail in Sitka.
- ♦ Improve the Front Road/Silver Salmon Lake Trail.
- ♦ Construct pedestrian facilities in downtown Ketchikan.
- ♦ Construct a separate pathway along Tongass Highway near Saxman.
- ♦ Construct the Sawmill Creek Road scenic turnout in Sitka.
- ♦ Construct a pathway, boardwalk and viewpoints along the Haines Highway in the Chilkat Bald Eagle Preserve. (2000 TEA Challenge Award for Excellence)
- ♦ Rehabilitate Anchorage ski trails.
- ♦ Complete the Kenny Lake pathway on the Edgerton Highway.
- ♦ Construct two-miles of trails at Shuyak Island State Park on Kodiak Island.
- ♦ Improve trails for subsistence and wood gathering near Fort Yukon.
- ♦ Construct the Twin Bears Camp Overlook Trail.
- ♦ Construct the Odiak Pond Boardwalk and Gazebo in Cordova.

- ♦ Construct a 48-mile snowmobile recreation trail in the Chena Hot Springs area
- ♦ Upgrade 80-miles of trails in the Kachemak Bay trail system.
- ♦ Construct a pathway for students in Craig.
- ♦ Construct the Unity Trail between Kenai and Soldotna.
- ♦ Reroute and construct snowmobile trails in Hatcher Pass.
- ♦ Construct the Homer Spit pathway.
- ♦ Improve the Angel Rocks trail near Fairbanks.
- ♦ Improve 18-miles of the Salcha trail system and construct a pedestrian bridge.
- ♦ Improve the Montana Creek trail in Juneau.
- ♦ Improve the Spaulding Meadow trail in Juneau.
- ♦ Tonsina Creek Footbridge repairs and tidal trail improvements in Seward.
- ♦ Upgrade the Aurora Dog Musers winter trail near Wasilla.
- ♦ Improve trailhead and trail facilities at Alpenglow Ski Area
- ♦ Improve the trailhead at the sled dog trail in Beach Lake Park in Anchorage.
- ♦ Improve trails within the Edmonds Lake Park in Anchorage.
- ♦ Construct trails at Isatquaq Lagoon in Anchorage.
- ♦ Improve access and repair the Lake Creek snowmobile trail in Juneau.
- ♦ Improve the Lower Lunch Falls Loop trail.
- ♦ Reconstruct portions of the Thimbleberry Lake trail near Sitka.
- ♦ Reconstruct portions of the Ruth Arcand Park trail.
- ♦ Construct trails at the Friends of Eagle River Nature Center.
- ♦ Construct the Poopdeck trail in Homer.
- ♦ Construct the Eagle Beach trailhead and wayside in Juneau.
- ♦ Improve trails in Halibut Cove near Homer.
- ♦ Improve the Birch Hill trail in Fairbanks with lighting.
- ♦ Improve the Hay Flats trail in Palmer.
- ♦ Construct the Yakutat Rail Trail.
- ♦ Restore and upgrade the University of Alaska Fairbanks trail system.
- ♦ Develop the Blueberry Hills Snowmachine trail in Juneau.
- ♦ Rebuild 1.5 miles of trail in Ft. Abercrombie State Historical Park.

Mapping and Easement Recording

- ♦ Record trail easements in the Matanuska Valley and Kenai Peninsula.
- ♦ Survey and map trails statewide.
- ♦ Develop maps and brochures for trails in the Chena Flood Control Project in Fairbanks, and the Lake Louise recreational trail system.
- ♦ Survey the Copper Basin 300 Historical Trail near Glennallen.
- ♦ Vacate and realign a portion of the Iditarod Trail in the Mat-Su Borough.
- ♦ Trail right-of-way recording by DNR.

Pedestrian Bridges

- ♦ Tudor Road multi-purpose trail bridge
- ♦ Replace the Mill Loop Trail Bridge in Independence Mine State Historic Park.
- ♦ Construct pedestrian bridges at Mendenhall River, Little Willow Creek, Kashwitna River, and Sheep Creek.
- ♦ Construct three bridges for creek crossings in the Homer area.

Waysides

- ♦ Wrangell Petroglyphs Wayside in Wrangell
- ♦ Bird Point Wayside near Girdwood
- ♦ Totem Bight State Historic Park wayside in Ketchikan.
- ♦ Castle Hill Scenic Overlook in Sitka.
- ♦ Denali view scenic overlooks in Denali State Park.

- ♦ Kepler-Bradley Scenic Overlook in Mat-Su.
- ♦ Matanuska Glacier Overlook on the Glenn Highway
- ♦ Solstice Point and Yukon Crossing Wayside at Mile 57 of the Dalton Highway
- ♦ Lake Aleknagik Wayside in Southwestern Alaska
- ♦ Tanana River Native Veteran's Memorial Bridge Wayside in Nenana
- ♦ Solstice Point and Yukon Crossing Wayside on the Dalton Highway
- ♦ Multiple waysides in Hatcher Pass
- ♦ Petersburg Bojer Wikan Fishermen's Memorial Park
- ♦ Chilkat Bald Eagle Haines Council Grounds
- ♦ Worthington Glacier Scenic Viewing Area on the Richardson Highway
- ♦ McHugh Creek Overlook on the Seward Highway
- ♦ Channel Drive Wayside in Juneau
- ♦ East Fork Chulitna wayside in Cantwell
- ♦ Cooper Landing scenic overlook and boat ramp

Educational

- ♦ Trail etiquette and safety education in the Fairbanks Northstar Borough.
- ♦ Trail hardening research by the RTCA.
- ♦ Trail design and construction training for volunteers statewide.
- ♦ Develop interpretive aids for the Lowenfels Nature Trail in Anchorage.
- ♦ Avalanche safety education workshops.
- ♦ Develop and install information kiosks and safety brochures in the Lower Susitna Drainage trail.

Other

- ♦ Complete the Four Corners Tram in Girdwood.
- ♦ Restore the Lavelle Young Wheelhouse.
- ♦ Construct numerous enhancements to the Seward Highway Scenic Corridor.
- ♦ And many other projects that support the improvement and maintenance of Alaska's trails.

THE
FOLLOWING
DOCUMENT(S)
ARE
POOR
ORIGINAL
COPIES

Establishing Anticipated Funding Levels

One of the key elements of the STIP is the federal requirement that it be based on anticipated funding for transportation from all sources. The federal-aid surface transportation funding program, TEA-21, expires September 30, 2003. We have assumed that the new authorizing law will be similar.

Estimate of Surface Transportation Funding – Figure 5

Year		2004	2005	2006	2007	2008	2009
NHS & Ferry	48%	189.9	196.2	202.7	209.4	216.3	223.4
AHS	8%	31.7	32.7	33.8	34.9	36.1	37.2
CTP	33%	173.1	177.5	181.9	186.5	191.3	196.2
TRAAK	8%	31.7	- 32.7	33.8	34.9	36.1	37.2

All values in millions of dollars except as noted; the remaining 3% is used when strict balancing within one category is not possible.

Surface Transportation Funding Sources

Funding available to the state comes from several funding agencies, most notably the Federal Highway Administration and Federal Transit Administration. The state receives several categories of funding from each of these agencies. Each category, called apportionment, has distinct rules for project eligibility, match ratios, and other programming factors.

Tentative apportionment designations are identified for proposed projects. These apportionment assignments are estimates and are subject to change. The alpha abbreviations shown in parentheses are used in the STIP project tables to identify the apportionment planned for funding each project. The following paragraphs describe these apportionment categories, eligible project types, their apportionment code and the ratio of federal funds.

Interstate Maintenance (IM) – Funds used for resurfacing, restoration, rehabilitation and reconstruction of the Interstate Highway System.⁴ The federal funds ratio is 93.4% (i.e., 93.4% of

⁴ Alaska's unique situation, granted in federal law, 23USC Section 118(e), allow these funds to be expended on any public road.

the eligible project cost is paid for by federal funds and the remaining 6.6% is paid for by state matching funds.)

State Planning and Research (PLNG) – These funds are designated for the mandatory planning and research tasks the department undertakes including preparation of the Statewide Transportation Plan (SwTP) and State Transportation Improvement Program (STIP), statistical measurements of the transportation system (traffic volumes, pavement condition, accident locations, causes and severity, and physical characteristics of roads and highways), mapping, management systems, engineering and economic studies and applied research. The federal funds ratio is 80%.

Metropolitan Planning (URPL) – In Alaska, these funds can be used in any urban area within the state. Planning processes and special planning studies are eligible activities within this program. The federal funds ratio is 90.97%.

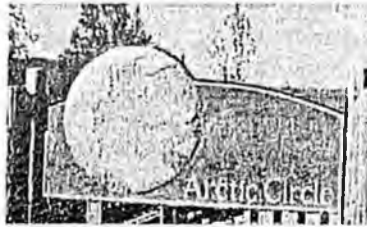
National Highway System (NHS) – A system of highways considered most important to interstate travel, national defense, connection with other modes of transportation, and are essential to international commerce.⁵ The system includes the current interstate highways and much of the old primary system. Federal law designated Alaska's final system of NHS routes in December 1995. Currently 2,100 miles of highway and 1,900 miles of ferry routes, including designated terminals and all vessels of the Alaska Marine Highway System are eligible for NHS funding. The federal funds ratio varies and is either 93.4% if spent on an interstate route, or otherwise, usually 90.97%.

Congestion Mitigation/Air Quality (CMAQ) – These funds are for projects, which can be proven to reduce traffic congestion and/or improve air quality in federal-designated nonattainment areas. Projects such as park and ride lots, transit bus replacement, vehicle inspection and maintenance program improvements, signal coordination, ride-sharing and paving for dust control, qualify for these funds. Carbon monoxide-related projects have priority over

⁵ Alaska's unique situation, granted in federal law, 23USC Section 118(e), allow these funds to be expended on any public road.

airborne dust related projects under the rules applicable to this apportionment. The federal funds ratio varies and is either 90.97% or 100% depending upon the specific category of work.

Safety (SA) – Safety projects include hazard elimination, railroad crossing, and railroad protective devices. In order to qualify, the project must be identified through the Highway Safety Improvement Program, which seeks to identify hazardous locations throughout the state based on accident histories. The federal funds ratio varies and is either 90% or 100%



Dalton Highway – Arctic Circle

depending upon the specific category of work.

Transportation Enhancements (TE) – Transportation enhancements have been of particular interest to the general public and users of nontraditional transportation related facilities. The Governor has appointed a TRAAK Citizens Advisory Committee to recommend policy and programs to the Commissioner for implementation and operation of transportation enhancements. The federal funds ratio is 90.97%.

Transportation enhancement activities are defined as: "*with respect to any project or the area to be served by the project, any of the following activities if such activity relates to surface transportation:*

1. *Provision of facilities for pedestrians and bicycles;*
2. *Provision of safety and educational activities for pedestrians and bicyclists;*
3. *Acquisition of scenic easements and scenic or historic sites;*
4. *Scenic or historic highway programs (including the provision of tourist and welcome center facilities);*
5. *Landscaping and other scenic beautification;*
6. *Historic preservation;*

7. *Rehabilitation and operation of historic transportation buildings, structures, or facilities (including historic railroad facilities and canals);*
8. *Preservation of abandoned railway corridors (including the conversion and use thereof for pedestrian or bicycle trails);*
9. *Control and removal of outdoor advertising*
10. *Archaeological planning and research*
11. *Environmental mitigation to address water pollution due to highway runoff or reduce vehicle-caused wildlife mortality which maintain habitat connectivity; and*
12. *Establishment of transportation museums.*

Surface Transportation Program (STP) – The funds may be used on projects ranging from new construction to resurfacing, and may also be used for transit projects.⁶ The federal funds ratio varies typically 93.4% if spent on interstate routes or 90.97% otherwise. (For simplicity, we include in this category, other federal-aid highway program funds which have equal flexibility, such as Minimum Guarantee.)

Scenic Byways – This is a small category designated for planning, design and development of scenic byways programs on existing highways. The funds Alaska receives under this program are based on successful competition with applicants nationwide. The federal funds ratio is 80%.

Ferry Boat Discretionary Funds (FBD) – Each year, the Federal Highway Administration receives applications from states for the nationwide allocation of Ferry Boat Discretionary funds. Projects must be for the construction or improvements to ferryboats or ferry terminal facilities on National Highway System routes. Funds are available only in the year approved. The federal funds ratio is 80%. Alaska does not anticipate funding from this source at the present

⁶ Alaska's unique situation, granted in federal law, 23USC Section 118(e), allow these funds to be expended on any public road.

time (because of the earmarked funding described below), but we routinely make application for these funds.

Ferry Boat Discretionary Funds – Alaska Earmark (FBDA) – TEA-21, Section 1207 set aside \$10 million annually for capital projects on the Alaska Marine Highway System as described in the above category. The Federal funds ratio is 80%.

High Priority (HIPRI) – In TEA-21, Section 1602, Congress earmarked funds for over 1,800 projects in many states. Alaska received over \$68 million for sixteen projects. These funds are not available for other projects. The federal share is 80%.

Bridge Discretionary Program (BDP) – This is a nationwide competitive program for rehabilitation or replacement of bridges that more than \$10 million. The bridges must be on a federal-aid highway. The federal share is 80%.

Federal Lands Highway Program – Other federal surface transportation funding programs, not generally allocated to the states, include the Park Roads and Parkways, Forest Highways, and Indian Reservation Roads. This program is managed by the Western Federal Land Highway Division, part of the Federal Highway Administration in Vancouver, Washington. In addition, there is a competitive program called Public Lands Discretionary funding which the state does often apply for. The list of projects funded from this source must be included in the STIP. The federal funds ratio is 100%. The individual programs are described below:

- Park Roads and Parkways – planning, research, engineering, and construction of the highways, roads, and parkways, or of transit facilities within national parks.
- Forest Highways (FH) – planning, research, engineering, and construction of the highways, roads, and parkways, or of transit facilities within the National Forest. These funds may be seen in conjunction with projects on Prince of Wales Island.
- Indian Reservation Roads – transportation planning, research, engineering, and construction of the highways, roads, and parkways, or of transit facilities within Indian reservations.

- Public Lands Discretionary Funds (PLD) – This is a nationwide competitive program. Eligible projects are on roads that are in or adjacent to federal lands. Most of the projects will be found in the Alaska Highway System.

Transit Funding Sources (Federal Transit Administration)

Elderly and Persons with Disabilities Program (5310) – This program consists of pass-through grants to nonprofit organizations for the purchase of vehicles and related equipment, facilities and transportation services. The vehicles will be used to transport the elderly and persons with disabilities. The Alaska Department of Transportation and Public Facilities established a committee to review the projects submitted to use these funds. DOT&PF applies to FTA for approval of projects. The federal funds ratio is 80%.



Accessible Transit Van
Mat-Su Borough

Non-urbanized Area Formula Program (5311) – This program provides funding to enhance the access of people in non-urbanized areas to health care, shopping, education, employment, public services and recreation and to assist in the maintenance, development, improvement, and use of public transportation systems in rural and small urban areas. The Rural Transit Assistance Program (RTAP) is a component of this program. RTAP funds provide training and technical assistance to transit operators. The federal funds ratio is 80% for capital projects and up to 50% for operating assistance.

Capital Program (5309) – This funding provides capital assistance for fixed guideway modernization, construction and extension of new fixed guideway systems, and bus and bus-related equipment and construction projects. Urbanized and non-urbanized areas are eligible to receive these funds. Twenty percent of the funds are available on a discretionary basis for buses and bus related facilities. Eligible applicants for these funds are states and local public bodies.

Glossary of Terms

511 – New Federal Communications Commission designated three character number to access information about travel conditions. Alaska DOT&PF will coordinate this new number with the CARS database to provide accurate information about travel and road weather information. Part of the Alaska iways program.

ADOT&PF – Alaska Department of Transportation and Public Facilities – The agency within Alaska state government empowered to own, operate, plan, design and construct transportation facilities.

ADEC – Alaska Department of Environmental Conservation – The agency within Alaska state government responsible for air quality programs, including transportation air quality matters.

AHS – Alaska Highway System – The Alaska Highway System is composed of those transportation facilities, excluding those on the National Highway System, that provide greater utility to Alaska as a whole, than to individual communities.

AIP – Airport Improvement Program – A schedule of projects for airports throughout the state, funded with Federal Aviation Administration funds.

AMATS – Anchorage Metropolitan Area Transportation Study – A joint local-state planning and programming organization, designated as the Metropolitan Planning Organization for Anchorage and charged with developing a Transportation Improvement Program for the Anchorage urbanized area in compliance with the current surface transportation act (TEA-21).

AMHS – The Alaska Marine Highway System – The department's system of vessels, terminals and routes that link most of Alaska's coastal communities from the Aleutians to Southeast.

Apportionments – Program funding levels authorized by TEA-21 from the federal Highway Trust Fund. These amounts are calculated annually and distributed to states. They are available for four years, typically. Expenditures of apportionments are generally subject to and limited by annually appropriated obligation authority.

Bridge Discretionary Program – A competitive program administered by the FHWA for major bridge replacement or for new bridges that replace ferry routes.

BIA – Bureau of Indian Affairs – Some TEA-21 funds are allocated directly to the BIA for ultimate distribution to Alaska Native villages. These funds must be included in the STIP but are not controlled or allocated by the State.

CARS – Condition Acquisition and Reporting System – A web-based database, with map interface, for entering and reporting information about travel conditions. Part of the Alaska iways program.

CMAQ – Congestion Mitigation/Air Quality – A specific funding program of TEA-21 targeted to reducing air pollutants in nonattainment areas, specifically Anchorage and Fairbanks.

Conformity – A federal required process used to ascertain if proposed transportation plans or projects will reduce emissions of pollutants in areas which are considered to be in nonattainment. Generally speaking, plans, such as the TIP and STIP and individual projects must be reviewed for conformity. Absent a finding of conformity, such decisions, except for specified categories of projects, plans or projects cannot be implemented in the nonattainment areas.

CTP – Community Transportation Program – A program of the Alaska Department of Transportation and Public Facilities that addresses a wide range of community transportation modes, including rural and urban roads, and transit.

CVISN – Commercial Vehicle Information System and Network – a federal program to improve the efficiency and safety reviews of commercial vehicles involving electronic transfer of information between states, and automatic weighing and identification of commercial vehicles as they pass weigh stations. It is part of the Alaska iways program.

Discretionary Funding – Several dedicated funding sources wherein projects compete nationally including Ferry Boat, Bridge and Public Lands.

Environmental Justice – An emerging federal requirement, based on Title VI of the 1964 Civil Rights Act and Executive Order #12898, 1994. The essence of this Executive Order, pertaining to transportation issues, is the requirement that the delivery of transportation benefits shall be equitable with regard to populations protected under the Civil Rights Act.

FMATS – Fairbanks Metropolitan Area Transportation System – Portions of the City of Fairbanks, the City of North Pole, and the Fairbanks North Star Borough were designated the Fairbanks Urbanized Area by the US Census Bureau on May 1, 2002. FMATS planning organization has been in place for some time, but it will become more formal with this new urbanized area designation. It will become the designated Metropolitan Planning Organization which will select projects to be included in a metropolitan Transportation Improvement Program, similar to Anchorage.

Federal Lands Highway Program – A funding program for public highways on federal lands administered directly by the FHWA. In Alaska this program uses a three-agency project selection committee including FHWA, the US Forest Service and ADOT&PF. These funds must be included in the STIP but are not controlled or allocated by the state.

Ferry Boat Discretionary Program – A program administered by the FHWA for ferry and terminal projects. Under TEA-21 Alaska receives \$10 million annually in specified funds from the program and is further eligible for nationwide competition for the unspecified portion of the program.

FAA – Federal Aviation Administration – The federal agency of the US Department of Transportation responsible for funding airport and aviation projects.

FFY – Federal Fiscal Year – The period October 1 – September 30. For example, the FFY 2001 is the period October 1, 2000 – September 30, 2001.

FHWA – Federal Highway Administration – The federal agency of the US Department of Transportation responsible for funding highways, trails and ferry projects.

FRA – Federal Rail Administration – The federal agency of the US Department of Transportation responsible for railroad issues.

FTA – Federal Transit Administration – The federal agency of the US Department of Transportation responsible for funding transit projects.

High Priority Funding – Dedicated funds for specific projects established in federal law. Also known as demonstration (demo) or earmarked projects.

ISTEA – Intermodal Surface Transportation Efficiency Act of 1991 – An act of Congress providing funding authorization for highways, safety, and mass transportation for a six-year period for federal fiscal years 1992 through 1997. This law was responsible for some new programs, such as CMAQ and Transportation Enhancements, implementing the STIP planning requirements.

ITS – Intelligent Transportation System – A range of technologies designed to improve the effectiveness of existing and new transportation investments. There are several possible ITS applications within Alaska that are under consideration.

Iways – The department's name and logo for several intelligent transportation system projects.

MPO – Metropolitan Planning Organization – The forum for cooperative transportation decision making for an urbanized area involving multiple government agencies. In Alaska, Anchorage is the only MPO. AMATS (Anchorage Metropolitan Area Transportation Study) is the Anchorage MPO and includes representation of ADOT&PF, ADEC, and the Municipality of Anchorage. The Fairbanks urban area is now eligible to form an MPO and this effort is underway.

NAAQS – National Ambient Air Quality Standard – Standards established in the Clean Air Act for various pollutants. Those most concerning Alaska transportation issues are CO (carbon monoxide) and PM (particulate matter – dust and smoke).

Needs List – Transportation Needs and Priorities in Alaska – A document of the Alaska Department of Transportation and Public Facilities that lists all desired transportation projects in the state, including highways, ferries, trails, transit, airports, harbors, and buildings. The Needs List is used as a starting point for preparation of the STIP.

NHS – National Highway System – The most important highways and ferry routes in the United States. Congress must approve NHS designations based on recommendations by the FHWA.

Nonattainment Area – A designated geographic area, which based on long-term air quality sampling, has been found to be in nonattainment for one or more NAAQS. In Alaska, there are four nonattainment areas: Juneau-Mendenhall Valley, Anchorage, Eagle River and Fairbanks.

Obligation Authority – The total amount of federal highway funds that can be authorized for projects in a given FFY. This amount results from annual Congressional appropriations and has historically been less than the annual total program apportionments authorized by TEA-21 and predecessor legislation.

PEB – Project Evaluation Board – The board empowered to evaluate and score projects; it is a team of six managers from the Alaska Department of Transportation and Public Facilities. There is a board for surface transportation and another for aviation.

PIP – Public Involvement Procedure – An established set of procedures providing for public involvement followed in preparing the SwTP and the STIP. The PIP is required under federal regulation, and changes to the PIP must be undertaken with a public review process.

Public Lands Discretionary – A program administered by the FHWA under Federal Lands Highways for highways on public lands. Alaska can apply for nationwide competitive funds annually.

Regional Transportation Plan – Also known as an "area transportation plan", a detailed multimodal plan for a region or geographical area within Alaska prepared by the ADOT&PF. As defined, the regional transportation plans are an element of the SwTP and comprise the recommended projects for the SwTP for a given region. Several regional transportation plans are currently in progress. The plans for Southeast Alaska and Prince William Sound are complete.

RWIS – Road Weather Information System – A system of roadside sensors, communications and data management to sense, receive and portray highway travel conditions. Part of the Alaska Iways program.

SIP – State Implementation Plan – A state (ADEC) prepared plan defining how the NAAQS will be met in areas currently defined by the US EPA as not meeting national standards for air quality. Transportation elements called for in the SIP are eligible for CMAQ funds and must be implemented in the year defined in the SIP.

SIB – State Infrastructure Bank – A FHWA program originally seeded with \$2.5 million for Alaska. After depositing the seed funding and match funding, and possible other state funds into the bank, the State can use the bank to make loans, back bond issues, and accelerate State federal-aid highway projects. The bulk of the initial SIB program has been loaned to the Whittier Project and will be repaid with tunnel toll revenues.

STIP – State Transportation Improvement Program – A staged, multi-year, statewide, intermodal program of surface transportation projects which is governed by surface transportation regulations and funded primarily with surface transportation program funds. The STIP is prepared by ADOT&PF and is approved by FTA and FHWA.

SwTP – Statewide Transportation Plan – A federally required plan upon which projects in the STIP must conform. In Alaska the SwTP is a policy plan for the state as a whole. Regional plans are prepared for individual areas of the state, which outline recommended projects and are each an element of the Statewide Plan.

TEA-21 – Transportation Equity Act for the 21st Century – The most current law describing the surface transportation policy of the United States and making program allocations for funding in various categories to the states. The law is valid from 1998 – 2003.

TCM – Transportation Control Measure – A project or strategy to reduce air pollution from transportation sources. Encouraging motorists to plug in their engine heaters during cold weather can reduce carbon monoxide, and a program of public ads to encourage this behavior is a TCM.

TIP – Transportation Improvement Program – Also known as the AMATS-TIP, a subset of the STIP developed by AMATS for transportation projects within urban Anchorage. When the Fairbanks urbanized area establishes its Metropolitan Planning Organization, it too, will develop a Transportation Improvement Program.

TRAAK – Trails and Recreational Access for Alaska – A program of the ADOT&PF and the Alaska Department of Natural Resources that address trails, scenic highways, recreational access points and interpretive facilities.

WIM – Weigh in motion – Sensors placed in the highway at key locations to identify the weight of passing vehicles. This data is required to fulfill national reporting standards to the US DOT. It is also used in some cases for weight enforcement of highway loads, and to help engineers establish future design standards based on actual traffic using the roadway. Part of the Alaska iways program.



Mr. James E. Hofferberth &
Dr. Marita M. King
3074 Trentwood Road
Columbus, Ohio 43221

October 9, 2002

Dear Paula and Vigo,

We just wanted to send you a note thanking you for your hospitality during our visit to Alaska. Our trip to Denali was a highlight of our six week excursion.

Alaska is a beautiful state. We consider it to be one of the must see areas around the world.

We want to call to your attention, however, an unfortunate situation that exists along the Alaska Highway (Rt. 2) between the Canadian border and Tok, and extending down the Tok Cutoff (Rt 1) to Gilenallen. Virtually all of the state facilities in this area are closed, and there are no toilets or trash holders at other pull-off sites along the roads. The result is a proliferation of trash and human excrement along the highway.

In addition, one encounters many important road signs destroyed beyond usefulness apparently by gunfire, and private properties lining the road strewn with what can only be described as junk.

Crossing the border from Canada into Alaska is a shock that does a great disservice to your beautiful state. This situation, which we observed at the height of the tourist season, is a palpable discouragement for visitors. Marita and I feel that if we had not had the incentive to meet with you in Anchorage, we would likely have turned around and returned to Canada where visitors are made to feel very welcome, and public facilities are readily available, well equipped and tidy.

We hope you will call this to the attention of your state authorities. Alaska is a beautiful state, and I want to be proud of it as part of the great United States of America. At present, however, that image is stained by the situation described above.

Thanks again for your warm hospitality.

Sincerely,

Jim & Marita

**Comparison of Minimum TE Expenditures Required Under Federal Law,
and Total Level of TRAAK Project Funding
1998 – 2003**

Transportation Enhancements versus the TRAAK Program

The table below is a comparison between the Actual Transportation Enhancement Set-aside required in Federal law versus the TRAAK Program from the State Transportation Improvement Program (STIP). This does not include separated bike paths or waysides that were included in projects in the National Highway System program, Alaska Highway System or Community Transportation Program.

	TE Apportionment	TE+Match	TRAAK Program	
1998	4,772,972	5,303,302	17,283,000	Original 1998-2000 STIP
1999	5,928,128	6,586,809	25,982,300	1998-2000 STIP Amendment # 11
2000	6,777,172	7,530,191	28,444,000	1998-2000 STIP amendment #23
2001	7,383,072	8,203,413	27,975,000	Original 2001-2003 STIP
2002	7,586,952	8,429,947	28,397,100	2001-2003 STIP Amendment #6
2003	6,490,029	7,211,143	22,096,200	2001-2003 STIP FINAL Amendment #17*
		43,264,806	150,177,600	

*2003 TRAAK Program was reduced approximately \$9 Million in January, 2003 per a Best Interest Finding from Acting Commissioner Barton. This funding was added to the CTP program.

**Comparison of the Anchorage Metropolitan Area Transportation Solutions (AMATS)
Enhancements Allocation at 10% and 15%**

	Total AMATS Allocation	Actual	15%	10%
2000	\$35,700	\$5,450	\$5,355	\$3,570
2001	\$38,350	\$6,375	\$5,828	\$3,885
2002	\$35,900	\$5,200	\$5,385	\$3,590
2003	\$42,850	\$9,015	\$6,428	\$4,285
Average		\$6,498	\$5,749	\$3,833
2004	\$56,270	\$8,752	\$2,814	\$5,627
2005	\$57,251		\$9,090	\$5,725
2006	\$59,276		\$8,305	\$5,927
Average			\$6,736	\$5,760



Alaska State Legislature

Please enter into the record my testimony to the SENATE TRANSPORTATION
Committee name

Committee on SR 71, dated 2-27-03
Bill/Subject

2 PAGES

Signed:

Testifier

Representing (Optional)

Address

Phone number

DANA L. OLSON
HC-30 BOX 5438
WASILLA, AK 99654

SB 71 (Senate transportation) Feb 27, 2002.

I believe the objectivity of AS 19.05.125 purpose is in conflict with SB 71. AS 19.05.125 "A common defense to United States"

I raise the issue of sufficiency of the term municipality to tax in order to address homeland security, and thus "A common defense to United States".

The word transportation enhancement project has no definition under this chapter and is too vague and overbreath. Please define specifically this term.

I expect that means to address homeland security under National Security can not be ~~not~~ abridged by AK Legislature.

Sincerely
Dana L. Olson



Senate Bill 71 Transportation Enhancement Projects

810 N St, Ste 203, Anchorage Alaska 99501 / Ph. 907.258.6171 / Fax 907.258.6177
PO Box 22151, Juneau Alaska 99802 / Ph. 907.463.3366 / Fax 907.463.3312 / www.aevoters.org

To: Senators
From: Matt Davidson, Alaska Conservation Voters
Date: March 12, 2003

The development and maintenance of public trails, sidewalks, community boardwalks, and tourism enhancements are vital for a balanced transportation system in Alaska. SB 71, a thinly veiled attempt to block the extension of the Coastal Trail in Anchorage, will directly impact funding of badly needed projects serving pedestrians, snowmachiners, dogmushers, bicyclists, and tourism businesses across the state. We ask that you vote against SB 71.

SB 71 cuts funding for the Trails and Recreation Access for Alaska (TRAAK) program and limits the ability of the municipalities of Anchorage and Fairbanks to make their own choices about the level of federal money they put towards transportation enhancements.

It is inappropriate and unnecessary for the Legislature to dictate how local governments can spend their share of federal transportation dollars.

While the TRAAK program will remain above the federal minimum required of Transportation Enhancement funding after the SB 71 cut, this is merely the *federal minimum*. Alaska's rural communities depend on trails and boardwalks funded by the TRAAK program for basic transportation. Alaska's special circumstances make it totally appropriate for the state to commit more than the required minimum to transportation enhancements. Under SB 71, vital projects will be forced to compete for a shrinking slice of the money available for non-traditional transportation projects.

The TRAAK cut also hurts programs funded by Transportation Enhancement monies. The SAFEKIDS program, partially funded by TRAAK money, provides helmets at a low cost and educates children and adults on safe snowmobile practices on the Kenai Peninsula.

The balanced development of Alaska's transportation system requires the balanced allocation of the state's Federal transportation dollars. We urge you to protect local government decision-making and maintain an adequate level of federal dollars for Transportation Enhancement projects in Alaska. Please vote against Senate Bill 71.

Thank you

Matt Davidson, Conservation Advocate

Alaska Conservation Voters is a nonprofit organization dedicated to protecting Alaska's environment through public education and advocacy. Our 34 member organizations represent over 35,000 Alaskans.

Alaskans building a better future.

Projects Supported by TRAAK Money

Diverse and necessary projects like these will suffer under the proposed SB 71 cuts.

Development and maintenance of trails for alternative methods of transportation:

- Contract trail grooming of existing winter loop trails south of the Kenai River and east of the Sterling Highway. Brush trails as needed.
- Reroute and construct snowmobile trails in Hatcher Pass.
- Construct a storage building for trail grooming equipment, and brush and maintain trails for year-round use for the existing 28 mile trail system maintained by the Alaska Dog Musers' Association north of Fairbanks.
- Vacate and realign a portion of the Iditarod Trail in the Mat-Su Borough.
- Repair an existing 80-foot long bridge across the Little Chena River to provide a safe crossing for the Chena Hot Springs Winter Trail. Principle beneficiaries are snowmobilers and dog mushers.

Sidewalks, boardwalks and trails for pedestrians and bicyclists:

- Construct pedestrian facilities in downtown Ketchikan.
- Construct three bridges for creek crossings in the Homer Area.
- Develop a year-round multiple use trails system at the abandoned dump site in Circle.
- Improve trails for subsistence and wood gathering near Fort Yukon.

Enhancing Alaska as an International Tourist Destination:

- Wrangell Petroglyphs Wayside in Wrangell.
- Construct numerous enhancements to the Seward Highway Scenic Corridor.
- Castle Hill Scenic Overlook in Sitka.
- Lake Aleknagik Wayside in Southwestern Alaska.
- Matanuska Glacier Overlook on the Glenn Highway.

Promotion of public safety:

- Avalanche safety education workshops.
- Trail etiquette and safety education in the Fairbanks Northstar Borough.
- Develop and install information kiosks and safety brochures in the Lower Susitna Drainage trail.
- Develop interpretive aids for the Lowenfels Nature Trail in Anchorage.