

**ALASKA LEGISLATURE**

**1458**

**HOUSE and SENATE FINANCE COMMITTEE FILES, 1995-1996**

# FISCAL NOTE

# REPORTED OUT OF

STATE OF ALASKA  
1996 LEGISLATIVE SESSION

BILL NO. CSHR 39 (TRA)  
1110

Revision Date: 3/13/96 Dept. Affected: DOT&PF  
 Title: Dedicated Highway Maintenance Fund BRU: Stwd Maintenance & Operations (Hwys);  
Capital Budget (harbors)  
 Component: Highways & Aviation (Central, Northern  
& Southeast); N/A capital budget  
 Sponsor: Rep. James  
 Requester: House State Affairs COMPONENT SERIAL NO. 564, 2068, 603

### Expenditures/Revenues (Thousands of Dollars)

OPERATING EXPENDITURES	FY 97	FY 98	FY 99	FY 00	FY 01	FY 02
PERSONAL SERVICES						
TRAVEL						
CONTRACTUAL						
SUPPLIES						
EQUIPMENT						
LAND & STRUCTURES						
GRANTS, CLAIMS						
MISCELLANEOUS						
<b>TOTAL OPERATING</b>	<b>0.0</b>	<b>0.0</b>	<b>0.0</b>	<b>0.0</b>	<b>0.0</b>	<b>0.0</b>

CAPITAL EXPENDITURES	0.0	6,600.0	6,600.0	6,600.0	6,600.0	6,600.0
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CHANGE IN REVENUES ( )						
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### FUND SOURCE (Thousands of Dollars)

1002 Federal Receipts						
1003 GF Match						
1004 GF		(21,400.0)	(21,400.0)	(21,400.0)	(21,400.0)	(21,400.0)
1005 GF/Program Receipts						
Transportation Fund (Harbor)		7,600.0	7,600.0	7,600.0	7,600.0	7,600.0
Transportation Fund (Highway)		20,400.0	20,400.0	20,400.0	20,400.0	20,400.0
<b>TOTAL</b>	<b>0.0</b>	<b>6,600.0</b>	<b>6,600.0</b>	<b>6,600.0</b>	<b>6,600.0</b>	<b>6,600.0</b>

Estimate of any current year (FY96) cost: \$ 0.0

### POSITIONS

FULL-TIME	0	0	0	0	0	0
PART-TIME	0	0	0	0	0	0
TEMPORARY	0	0	0	0	0	0

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

The amount of the funding switch from General Funds to the proposed Transportation Fund (Highway) is based on the FY96 estimated net highway fuel taxes collected by the Department of Revenue (including off-highway). Because the amount of fuel tax revenue currently collected is significantly less than the department's highway maintenance and operations (M&O) budget, it is assumed that the department can identify those locations where highway M&O is easily separated from aviation M&O. Therefore, administrative and accounting requirements will not increase significantly and so will not require additional positions or funding.

The amount shown for the Transportation Fund (Harbor) is based on the FY96 estimated net marine fuel taxes collected by the Department of Revenue. The full amount in the Transportation Fund (Harbor) is assumed to be appropriated to DOT&PF in the capital budget to be utilized to construct or improve harbor facilities. This is an increase in capital expenditures of \$6.6 million, assuming a \$1 million switch from the current GF capital harbor program. This \$1 million "current" capital harbor program is an estimate based on a portion of the current Corps of Engineers GF match and small appropriations for harbors in FY96 and in the FY97 Governor's request.

These estimates do not include any interest which may be earned on these funds.

Prepared by: Sam Kito III Phone: 465-3900  
 Special Assistant  
 Division: Office of the Commissioner Date: 3/13/96  
 Approved by: Joseph L. Hopkins Date: 3/16/96  
 Commissioner  
 Agency: Department of Transportation and Public Facilities

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# FISCAL NOTE

N 2  
 Bill Version: CSHJR 49(TRA)  
 (H) Publish Date: 2/29/96

STATE OF ALASKA  
 1996 LEGISLATIVE SESSION

Revision Date:	<u>2/26/96</u>	Dept. Affected:	<u>DOT&amp;PF</u>
Title:	<u>Dedicated Highway Maintenance Fund</u>	BRU:	<u>Stwd Maintenance &amp; Operations (Hwys):</u> <u>Capital Budget (harbors)</u>
Sponsor:	<u>Rep. James</u>	Component:	<u>Highways &amp; Aviation (Central, Northern &amp; Southeast); N/A capital budget</u>
Requester:	<u>House State Affairs</u>	COMPONENT SERIAL NO.	<u>564. 2068. 603</u>

**Expenditures/Revenues** (Thousands of Dollars)

OPERATING EXPENDITURES	FY 97	FY 98	FY 99	FY 00	FY 01	FY 02
PERSONAL SERVICES						
TRAVEL						
CONTRACTUAL						
SUPPLIES						
EQUIPMENT						
LAND & STRUCTURES						
GRANTS, CLAIMS						
MISCELLANEOUS						
<b>TOTAL OPERATING</b>	0.0	0.0	0.0	0.0	0.0	0.0

<b>CAPITAL EXPENDITURES</b>	0.0	7,600.0	7,600.0	7,600.0	7,600.0	7,600.0
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<b>CHANGE IN REVENUES ( )</b>						
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**FUND SOURCE** (Thousands of Dollars)

FUND SOURCE	FY 97	FY 98	FY 99	FY 00	FY 01	FY 02
1002 Federal Receipts						
1003 GF Match						
1004 GF		(21,400.0)	(21,400.0)	(21,400.0)	(21,400.0)	(21,400.0)
1005 GF/Program Receipts						
Transportation Fund (Harbor)		7,600.0	7,600.0	7,600.0	7,600.0	7,600.0
Transportation Fund (Highway)		21,400.0	21,400.0	21,400.0	21,400.0	21,400.0
<b>TOTAL</b>	0.0	7,600.0	7,600.0	7,600.0	7,600.0	7,600.0

Estimate of any current year (FY96) cost: \$ 0.0

**POSITIONS**

POSITIONS	FY 97	FY 98	FY 99	FY 00	FY 01	FY 02
FULL-TIME	01	01	01	01	01	01
PART-TIME	01	01	01	01	01	01
TEMPORARY	01	01	01	01	01	01

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

The amount of the funding switch from General Funds to the proposed Transportation Fund (Highways) is based on the FY95 actual net highway fuel taxes collected by the Department of Revenue (not including off-highway fuel taxes). Because the amount of fuel tax revenue currently collected is significantly less than the department's highway maintenance and operations (M&O) budget, it is assumed that the department can identify those locations where highway M&O is easily separated from aviation M&O. Therefore, administrative and accounting requirements will not increase significantly and so will not require additional positions or funding.

The amount shown for the Transportation Fund (Harbors) is based on the FY95 actual net marine fuel taxes collected by the Department of Revenue. This funding would be utilized in the capital budget to construct or improve harbor facilities. This is an increase in expenditures since essentially there is not currently a harbor program. Potentially as harbor facilities are transferred to local communities, some of this revenue would be available to those communities for maintenance and improvement of those facilities. This fiscal note does not differentiate between the capital funding that would be expended by DOT&PF and that which would be transferred to communities. That will be determined by legislation or regulations that implement the harbor program if the constitutional amendment is approved.

These estimates do not include any interest which may be earned on these funds.  
 It is assumed the decrease in unrestricted revenues will be reported by the Department of Revenue

Prepared by:	<u>Sam Kito III</u>	Phone:	<u>465-3500</u>
	<u>Special Assistant</u>		
Division:	<u>Office of the Commissioner</u>	Date:	<u>2/26/96</u>
Approved by:	<u><i>Joseph L. Dubina</i></u>	Date:	<u>2/20/96</u>
	<u>Commissioner</u>		
Agency:	<u>Department of Transportation and Public Facilities</u>		

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**ORIGINAL**



217 Second Street, Suite 200 • Juneau, Alaska 99801 • Tel (907) 586-1325, Fax (907) 463-5480

March 20, 1996

Representative Mark Hanley  
State Capitol  
Juneau, Alaska 99801-1182

Re: Long Term Transportation System Maintenance and Improvement  
HJR 49, and HB 443/ SB 226

Dear Representative Hanley,

The purpose of this letter is to add the Alaska Municipal League/ Alaska Conference of Mayor's support to efforts to successfully provide for long term maintenance and improvements to Alaska's interlocking state and local government transportation systems.

HJR 49 accomplishes the goal of setting broad parameters for the use of the money to maintain both state and local roads, and the improvement of state and locally owned harbors.

While the Alaska Municipal League and the Alaska Conference of Mayors have not formally endorsed a constitutionally dedicated fund for transportation in their Policy Statement, it appears to be, by far, the most sure way to guarantee to the public that new fuel taxes will provide support for transportation needs far into the future.

The specifics of the plan to share revenues for the municipal portion of the transportation system must be clearly outlined in statute. The current bills introduced for the Long Range Planning Commission (HB 443/ SB 236) do not specify how the new revenue will be shared. The AML/ ACoM have specific recommendations in their Policy Statement (attached) and have been working with the DOT/PF to incorporate them into the Department's long range plans. It is simple and most effective to envision Alaska's interlocking state and local transportation system as a whole, then the sharing of revenues can easily be based on objective criteria, such as mileage and type of road.

The AML and ACoM are willing support this effort, including building grassroots public support.

Sincerely,

A handwritten signature in black ink, appearing to read 'Dennis Egan'.

Dennis Egan, Chair  
AML Legislative Committee; Transportation Subcommittee  
C:\legcomm\396fuel.doc

and operate these facilities. The League supports the negotiation of other service and revenue transfers from the state as appropriate to best serve the citizens of Alaska. (11/ 95)

A municipality's power to provide services and to raise revenues is derived from the state. Alaska's constitution calls for "maximum local self government" and provides that "agreements, including those for cooperative or joint administration of any function or powers, may be made by any local government with any other local government, with the state, or the United States..."

Some services currently provided by the state may be more efficiently, or effectively provided under the administration of local governments, and under the policy direction of local residents.

## B. STATE ASSISTANCE IN FINANCING LOCAL GOVERNMENT

1. State-Collected, Locally Shared Taxes and Licenses: Municipalities in Alaska presently derive significant revenues from state-collected, locally shared taxes and licenses to help meet their basic operating expenses. The League, therefore, strongly supports the continuation of these partnerships and the development of new partnerships as part of the State and Municipal Long Range Fiscal Plan. (am 11/ 95)

Several state-collected taxes and licenses are shared with municipalities, among them taxes on raw fish and aviation fuel. These state-shared taxes constitute a significant resource for many municipalities. The reduction or elimination of such taxes shifts the burden of supporting the programs to municipalities.

2. Alcoholic Beverage Sales Tax: The League supports legislation to amend AS 04.21.010(c) to allow municipalities the option to consider a differential sales tax on alcoholic beverages as an alternative source of revenue for necessary community services. (11/ 93; am 1994)

3. Cigarette and Tobacco Tax: The League supports increased taxes on tobacco products to offset increased health costs related to the use of these products.

4. Fuel Taxes: The League supports the increase of fuel taxes as a sustainable and acceptable method of financing the maintenance and expansion of Alaska's highway, road, marine, and air transportation systems. (11/ 95)

Currently, the Alaska tax for motor vehicle fuel is \$.08 per gallon while the nationwide average is \$.22 per gallon. The Alaska tax on marine fuel is \$.05 per gallon.

a. **Marine Fuel Taxes:** The League supports amendment of AS 43.40 to increase the marine fuel tax used in watercraft to at least \$.08 per gallon. Such legislation should authorize payment of \$.03 per gallon to the municipality where the fuel was sold as a refund for water and harbor facilities and at least \$.02 per gallon for a municipal water and harbor facility improvement program based on an objective statewide priority ranking process. (am 11/ 95)

Alaska is unique among all states in its dependence upon marine transportation systems and facilities. Communities throughout Alaska are inextricably dependent on port and port-related infrastructure. Over 90 percent of Alaska's population lives within ten miles of the coast or major river. The 140 ports and harbors in Alaska represent community-based service hubs that support a variety of resource-related industries, commerce, transportation activities, and recreational opportunities.

The shared marine fuel tax program establishes a predictable and stable annual funding program for local governments to develop and expand port and harbor facilities. It will allow for revenues generated by port and harbor user activities to be used for port and harbor purposes. This revenue sharing program, along with local matching funds, will provide local governments with a reliable mechanism for securing federal participation in and encouraging private financing of port and harbor development projects. The shared marine fuel tax program will also provide a greater incentive to local governments in Alaska for acquiring title to state-owned port and harbor facilities.

b. **Motor Vehicle Fuel Tax:** The League supports the increase of the motor vehicle fuel tax to a rate not higher than the national average charged by other states (\$.22 per gallon national average) to fund state and municipal highway and road operation, maintenance, and improvements. Such legislation should authorize payment of a portion of that increase to the municipality where the fuel was sold as a refund to roads and highways.

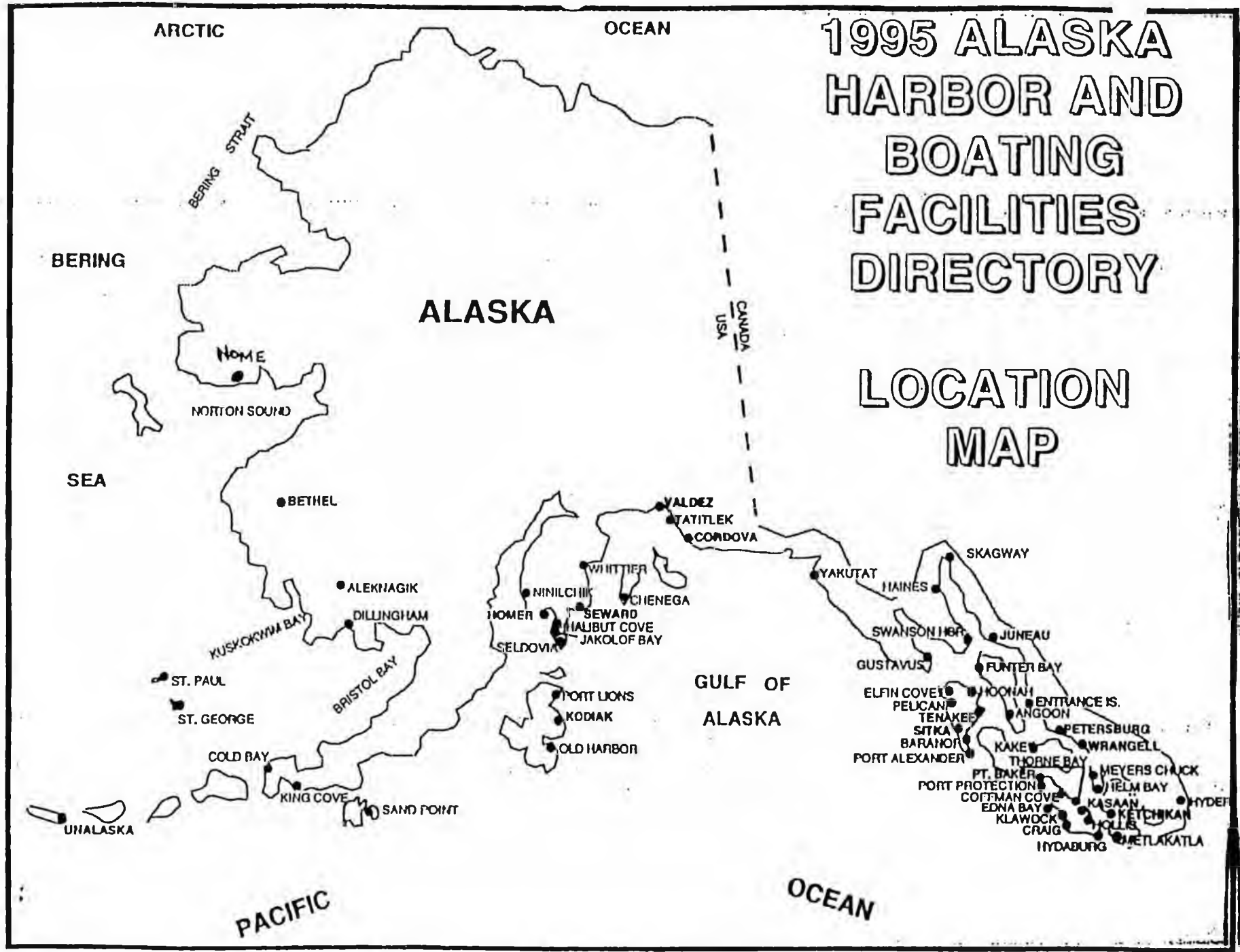
c. **Aviation Fuel Tax:** The League supports the increase of the aviation fuel tax to fund maintenance and expansion of state and municipal air transportation facilities.

5. **Raw Fish and Landing Tax:** The League supports the continued funding of the statutory 50-50 sharing of the gross raw fish and landing tax revenues between the state and municipalities. The League urges the state to strengthen its enforcement and collection efforts in this program. (am 11/ 95)

6. **Motor Vehicle Registration Tax:** The League supports legislation that allows municipalities to set rates for the motor vehicle registration tax by ordinance.

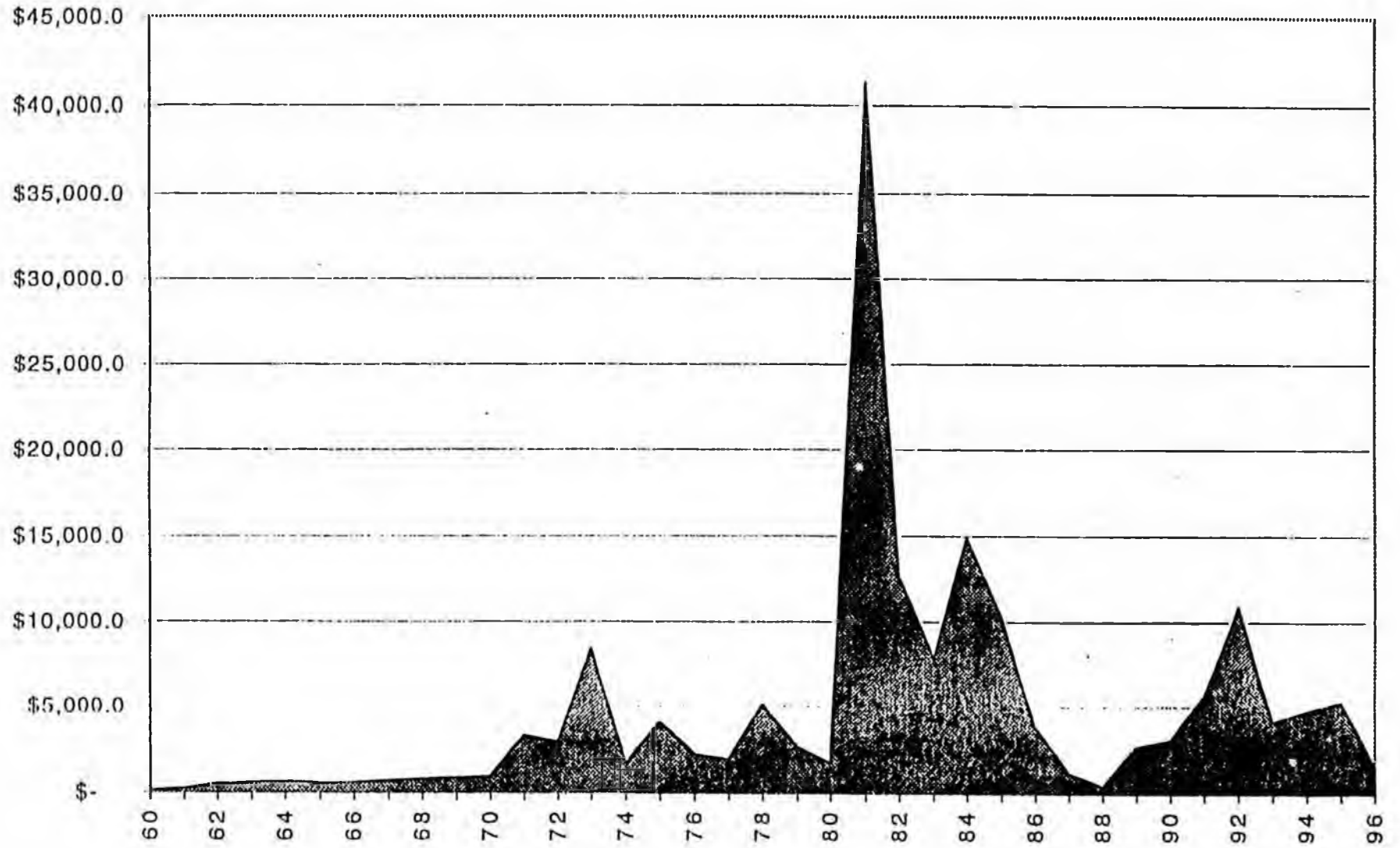
# 1995 ALASKA HARBOR AND BOATING FACILITIES DIRECTORY

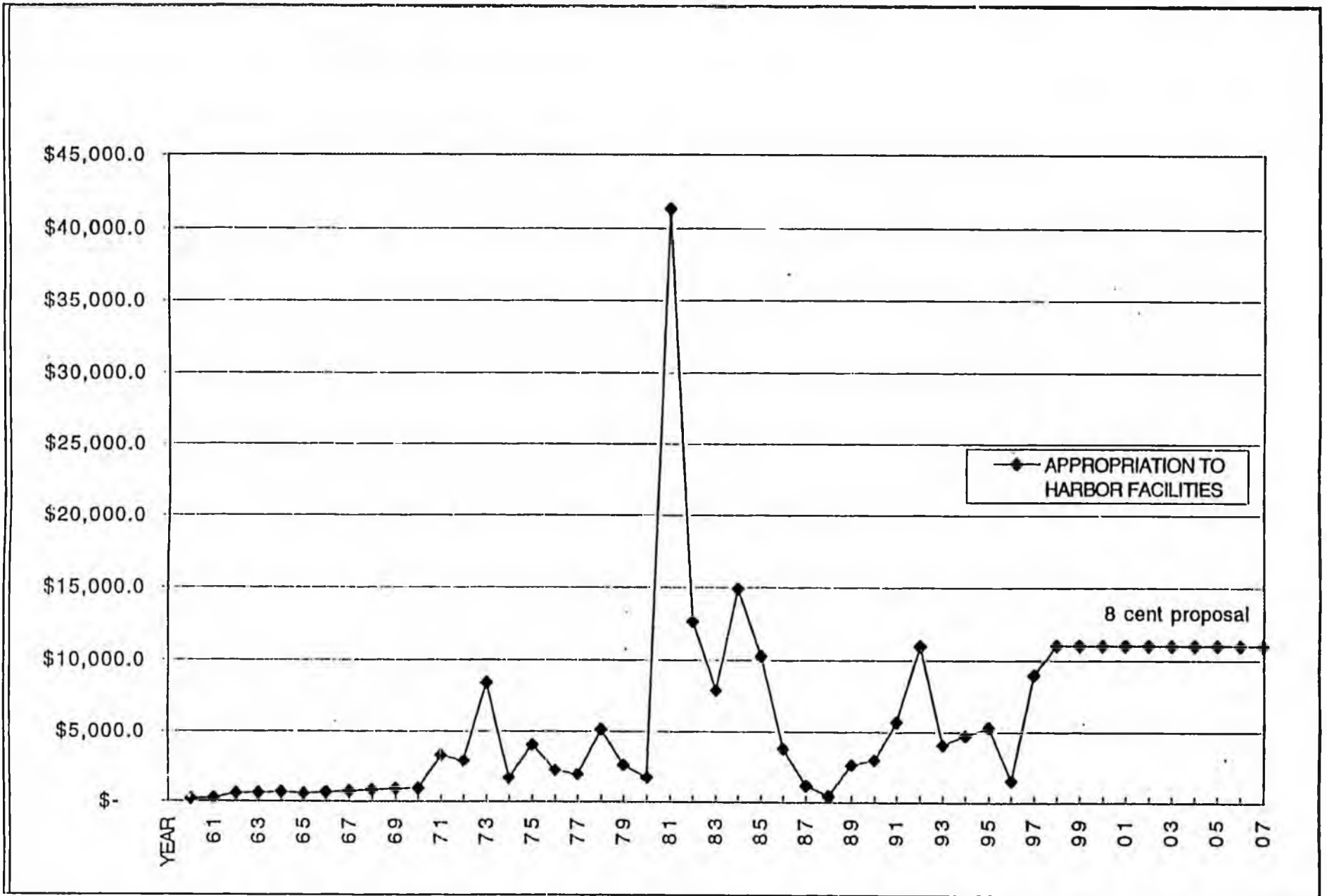
## LOCATION MAP

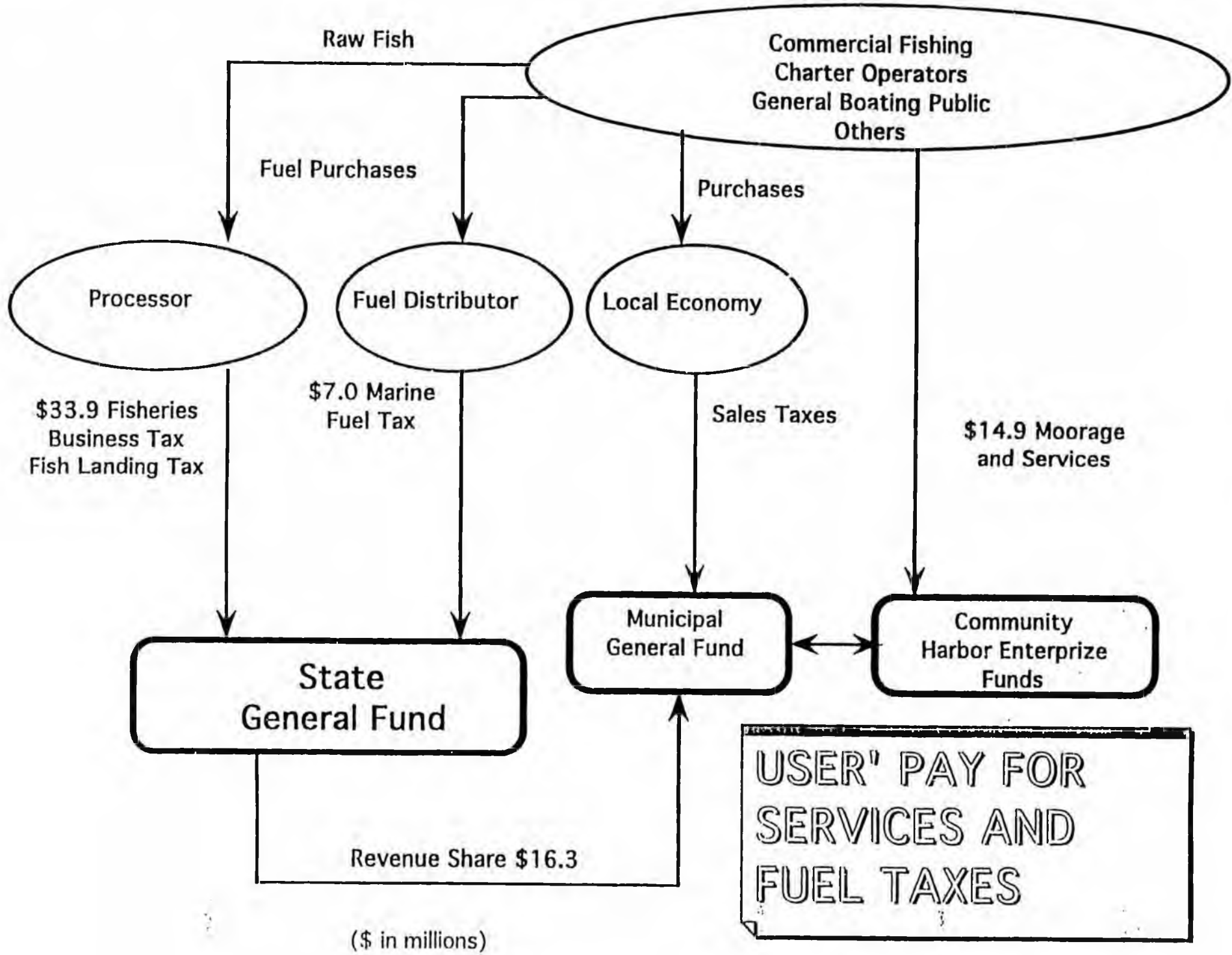


Sheg. Chart 4


APPROPRIATION TO HARBOR FACILITIES









(\$ in millions)




## Some Facts about Public Harbor's in Alaska

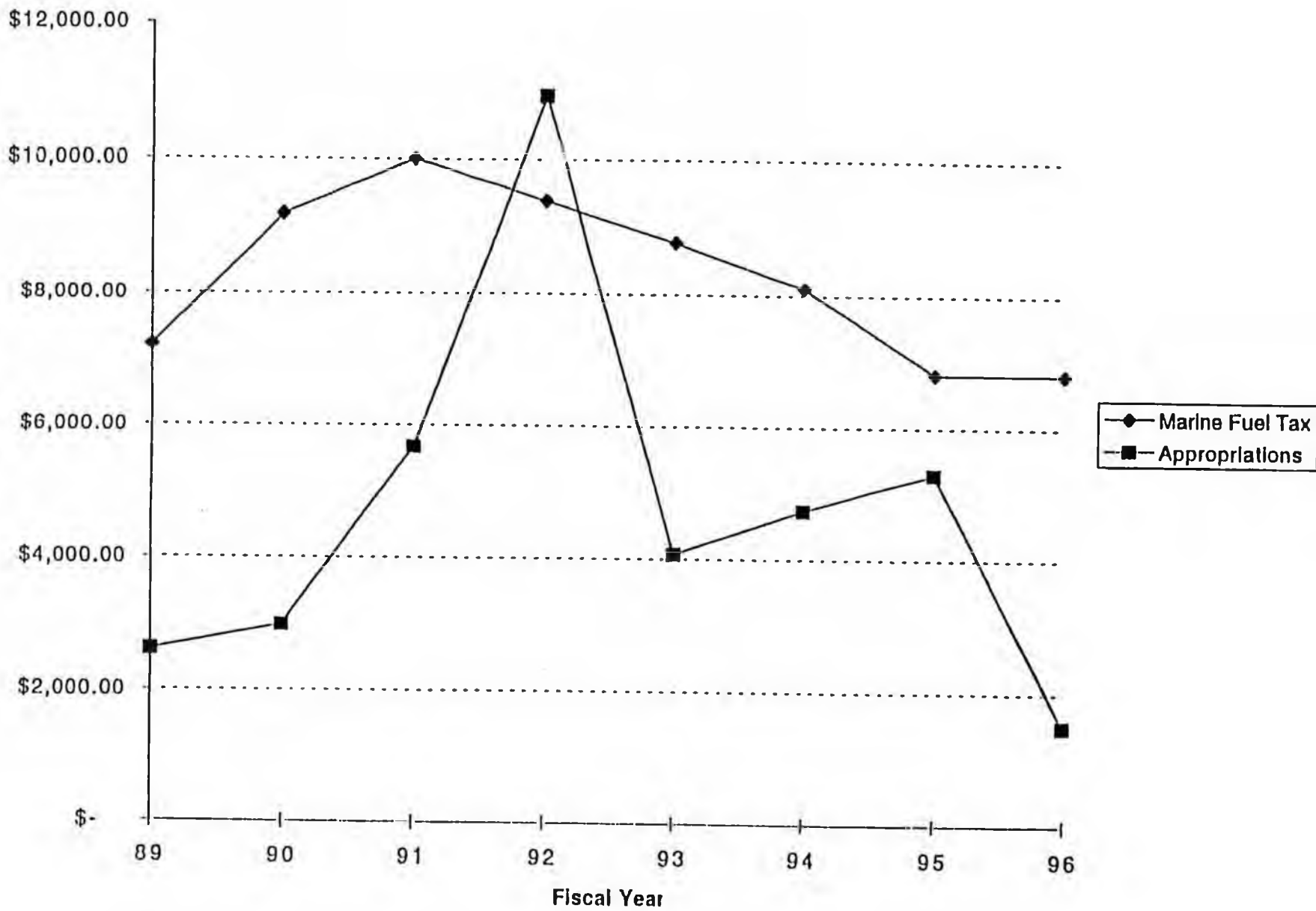
- ◆ 11,000 slips and 16 million square feet of float system.
  - ◆ Inventoried replacement value is \$175 million for assets including gangways, approaches and grids and small docks in 60 coastal communities or remote locations.
  - ◆ Given current condition of harbors, the annualized repair and replacement cost is approximately \$4.8 million per year.
  - ◆ Users are paying to local harbor departments \$13 million per year for harbor services.
  - ◆ That means:
    - ▼ the average user is paying approximately \$1,200 per year for harbor services.
    - ▼ Fee increases to an annual average of at least \$1640 is needed to cover all costs, including major repair and replacement.
  - ◆ Users are also paying \$7 million in marine fuel taxes annually.
    - ▼ That is an average of \$636 per slip in fuel taxes.
- 



## Some Facts about Public Harbor's in Alaska (Continued)

- ◆ Fuel tax increase to 8 cents would generate approximately \$10.9 million
  - ◆ Legislature appropriated \$1.5 million in FY 96 for harbor facilities.
  - ◆ In 8 years, \$66.3 million has been collected, 57% (\$37.8 million) has been appropriated to harbor facilities.
  - ◆ This tax was probably paid by as few as 15,000 vessel owner/operators.
  - ◆ 105,000 residents live in coastal communities with public harbor facilities.
  - ◆ 95 harbor facilities have been constructed with State assistance.
  - ◆ 80 facilities are owned by the State, 54 are operated under agreement.
  - ◆ \$ 8 million in failed or poor condition (5%).
  - ◆ \$ 56 million in failed, poor or fair condition.(32.4%).
  - ◆ \$117 million in good or new condition (67.6%).
  - ◆ The backlog of work needed is \$26 million in deferred maintenance, \$122 million in expansion projects. The approximately 3500 names on waiting lists.
- 

WCFT REVENUE HISTORY



Transfer Priority Worksheet

Rank	Estimated Cost To Good or Better	Target Estimate To Transfer	Cumm. Cost	Community	Facility # Count	Cumm. Count
1	\$1,894.9	\$947.5	\$947.5	HOMER	1	1
2	\$270.6	\$135.3	\$1,082.8	CRAIG	1	2
3	\$4,401.3	\$2,200.6	\$3,283.4	SITKA	3	5
4	\$750.7	\$375.3	\$3,658.7	PETERSBURG	4	9
5	\$1,681.2	\$840.6	\$4,499.4	SEWARD	1	10
6	\$3,719.2	\$1,859.6	\$6,359.0	JUNEAU	5	15
7	\$1,175.6	\$587.8	\$6,946.8	VALDEZ	1	16
8	\$603.7	\$301.8	\$7,248.6	WRANGELL	5	21
9	\$2,985.0	\$1,492.5	\$8,741.1	KETCHIKAN	7	28
10	\$6,203.8	\$3,101.9	\$11,843.0	KODIAK	3	31
11	\$21.3	\$10.7	\$11,853.7	ANGOON	2	33
12	\$40.4	\$20.2	\$11,873.9	TENAKEE	1	34
13	\$32.8	\$16.4	\$11,890.3	YAKUTAT	1	35
14	\$111.5	\$55.8	\$11,946.0	SELDOVIA	1	36
15	\$149.6	\$74.8	\$12,020.8	METLAKATLA	2	38
16	\$560.7	\$280.4	\$12,301.2	HOONAH	2	40
17	\$193.6	\$96.8	\$12,398.0	BETHEL	1	41
18	\$278.4	\$139.2	\$12,537.2	PELICAN	1	42
19	\$288.1	\$144.1	\$12,681.3	SKAGWAY	1	43
20	\$234.0	\$117.0	\$12,798.3	KLAWOCK	1	44
20	\$218.8	\$109.4	\$12,907.7	HYDABURG	1	45
21	\$0.0	\$0.0	\$12,907.7	ALEKNAGIK	1	46
23	\$22.4	\$11.2	\$12,918.9	KASAAK	1	47
24	\$2,386.3	\$1,193.1	\$14,112.0	CORDOVA	1	48
25	\$650.2	\$325.1	\$14,437.1	KAKE	2	50
26	\$6,427.9	\$3,214.0	\$17,651.0	WHITTIER	1	51
27	\$3,196.1	\$1,598.0	\$19,249.1	PORT LIONS	1	52
28	\$465.3	\$232.7	\$19,481.8	HAINES	2	54
29	\$306.4	\$153.2	\$19,634.9	PORT ALEXANDER	2	56
30	\$7.7	\$3.9	\$19,638.8	COFFMAN COVE	1	57
31	\$7.0	\$3.5	\$19,642.3	KUPRANOF	1	58
	\$39,284.6	\$19,642.3			58	

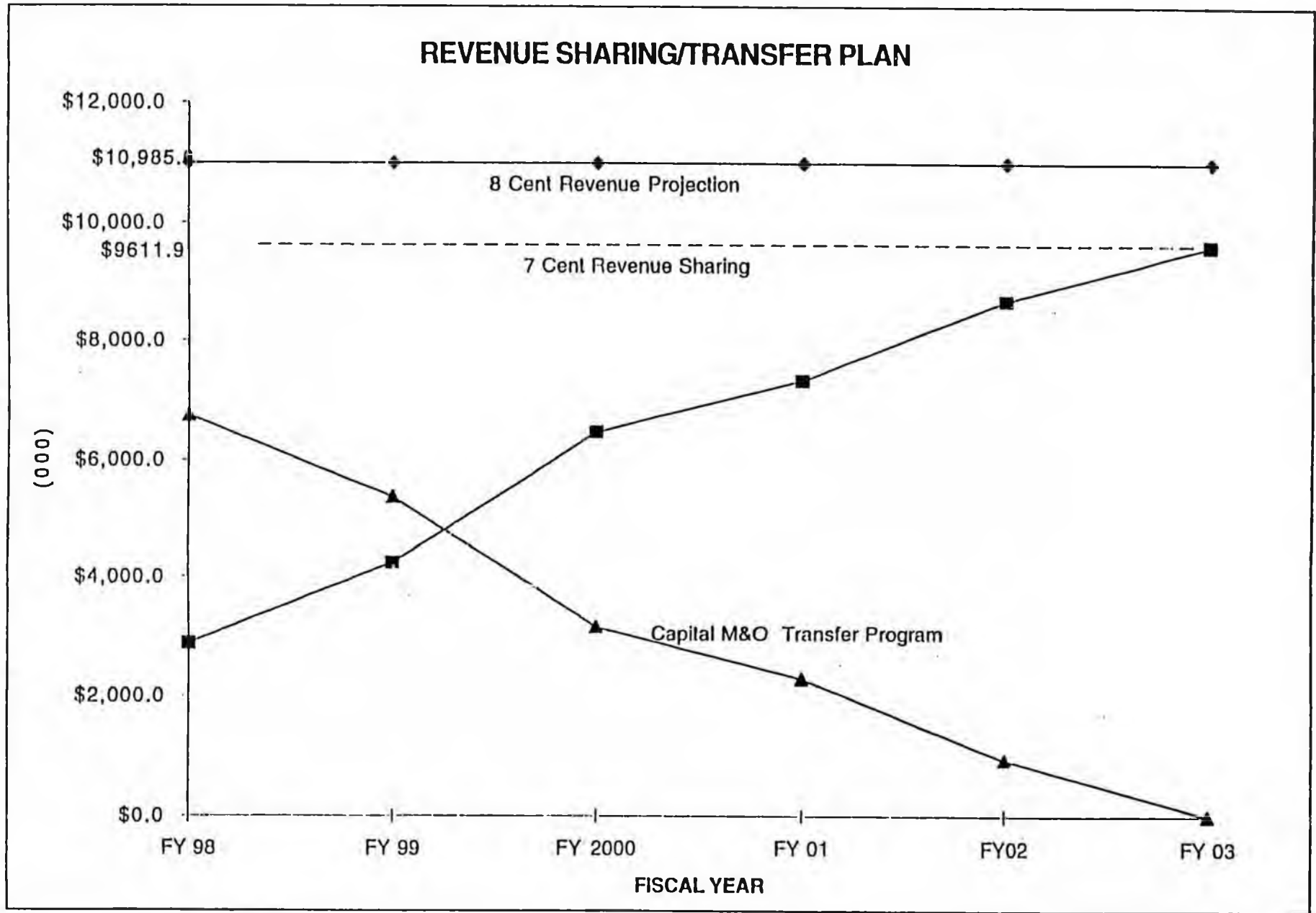
Figure 1

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Rn.	Population	Status	Borough	Location	Count	Cumm.
S	REFUGE FLOAT	Unorganized		BARANOF	1	1
S	REFUGE FLOAT	Unorganized	(In Juneau Bor.)	TAKU HARBOR	1	2
S	REFUGE FLOAT	Unorganized		LORING	1	3
S	REFUGE FLOAT	Unorganized		FUNTER BAY	2	5
S	REFUGE FLOAT	Unorganized		SWANSON HARBOR	1	6
S	REFUGE FLOAT	Unorganized		ENTRANCE ISLAND	1	7
S	REFUGE FLOAT	Unorganized		HELM BAY	1	8
C	485	Unorganized	(In Kenai Bor.)	NINILCHIK	1	9
S	280	Unorganized		GUSTAVIS	1	10
S	151	Unorganized		HOLLIS	1	11
C	119	Unorganized		TATITLEK	1	12
C	94	Unorganized		CHENEGA	1	13
S	91	Unorganized		HYDER	1	14
S	91	Unorganized		EDNA BAY	1	15
C	68	Unorganized		HALIBUT COVE	1	16
S	57	Unorganized		ELFIN COVE	2	18
S	51	Unorganized		POINT BAKER	1	19
S	51	Unorganized		PORT PROTECTION	1	20
S	39	Unorganized		MEYERS CHUCK	1	21
C	29	Unorganized		JAKOLOF	1	22
					22	

Figure 2



Program C Review 98-03

HARBOR CONSTRUCTION FUND	FY 98	FY 99	FY 2000	FY 01	FY02	FY 03	6 YEAR TOTALS
8 cent Revenue Projection	\$10,985.0	\$10,985.0	\$10,985.0	\$10,985.0	\$10,985.0	\$10,985.0	\$65,910.0
Revenue Sharing	\$2,865.4	\$4,240.8	\$6,462.0	\$7,333.5	\$8,664.6	\$9,611.9	\$39,178.2
Capital M&O/Deferred Maintenance Transfer Program	\$6,746.5	\$5,371.1	\$3,149.9	\$2,278.4	\$947.3	\$0.0	\$18,493.2
7 cent Revenue Share/Transfer Program	\$9,611.9	\$9,611.9	\$9,611.9	\$9,611.9	\$9,611.9	\$9,611.9	\$57,671.4
1 cent State Program	\$1,373.1	\$1,373.1	\$1,373.1	\$1,373.1	\$1,373.1	\$1,373.1	\$8,238.6

Figure 4

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Proposed Ten Year Plan Detail

Community/Location	Harbor Facility Name	Invested Replacement Value (IRV)	NYM	Annual Rebate Proportions to Share at 85% of Ten	Allocation for Local Ownership Year 1	Allocation for Local Ownership Year 2	Allocation for Local Ownership Year 3	Allocation for Local Ownership Year 4	Allocation for Local Ownership Year 5	Allocation for Local Ownership Year 6	Annualized Repair and Replacement (ARR) Estimate	Alloc. Less ARR
KODIAK	CITY FLOAT	\$927	0.55%	\$52.9				\$52.9	\$52.9	\$52.9	\$28.2	\$24.7
KODIAK	SAINT HERMAN HARBOR	\$4,685	2.78%	\$267.6				\$267.6	\$267.6	\$267.6	\$216.8	\$50.6
KODIAK	SAINT PAUL BOAT HARBOR	\$4,204	2.50%	\$239.9				\$239.9	\$239.9	\$239.9	\$174.2	\$65.8
KODIAK Total		\$9,816		\$560.2								\$141.1
LORING	LORING FLOAT	\$84	0.05%	\$4.8						\$4.8	\$4.0	\$0.0
LORING Total		\$84		\$4.8								\$0.0
NETLAKATIA	NETLAKATIA CITY FLOAT	\$408	0.24%	\$23.3					\$23.3	\$23.3	\$11.2	\$13.1
NETLAKATIA	NETLAKATIA HARBOR	\$1,316	0.78%	\$75.1					\$75.1	\$75.1	\$43.5	\$31.7
NETLAKATIA Total		\$1,724		\$98.4								\$43.0
NOHE	NOHE /DOCK	\$5,407	3.21%	\$308.6	\$308.6	\$308.6	\$308.6	\$308.6	\$308.6	\$308.6	\$227.6	\$81.0
NOHE Total		\$5,407		\$308.6								\$81.0
OLD HARBOR	OLD HARBOR DOCK	\$499	0.30%	\$28.5	\$28.5	\$28.5	\$28.5	\$28.5	\$28.5	\$28.5	\$13.4	\$15.1
OLD HARBOR	OLD HARBOR FLOAT	\$426	0.25%	\$24.3	\$24.3	\$24.3	\$24.3	\$24.3	\$24.3	\$24.3	\$17.2	\$7.1
OLD HARBOR Total		\$925		\$52.8								\$22.2
PELICAN	PELICAN HARBOR	\$1,731	1.03%	\$98.8					\$98.8	\$98.8	\$60.6	\$38.2
PELICAN Total		\$1,731		\$98.8								\$38.2
PETERSBURG	MIDDLE HARBOR	\$825	0.49%	\$47.1		\$47.1	\$47.1	\$47.1	\$47.1	\$47.1	\$29.4	\$17.6
PETERSBURG	NORTH HARBOR	\$1,973	1.17%	\$112.6		\$112.6	\$112.6	\$112.6	\$112.6	\$112.6	\$77.7	\$34.9
PETERSBURG	PARKS LANDING FLOAT	\$181	0.11%	\$10.3		\$10.3	\$10.3	\$10.3	\$10.3	\$10.3	\$5.3	\$5.1
PETERSBURG	SOUTH HARBOR	\$2,953	1.75%	\$168.5		\$168.5	\$168.5	\$168.5	\$168.5	\$168.5	\$95.7	\$72.9
PETERSBURG Total		\$5,932		\$338.5								\$170.3
PORT ALEXANDER	PORT ALEXANDER INNER HARBOR	\$172	0.10%	\$9.8						\$9.8	\$7.3	\$2.5
PORT ALEXANDER	PORT ALEXANDER OUTER HARBOR	\$291	0.17%	\$16.6						\$16.6	\$13.0	\$3.6
PORT ALEXANDER Total		\$463		\$26.4								\$6.1
PORT LIONS	PORT LIONS SMALL BOAT HARBOR	\$4,350	2.58%	\$248.3						\$248.3	\$67.8	\$180.4
PORT LIONS Total		\$4,350		\$248.3								\$180.4
SAND POINT	SAND POINT SMALL BOAT HARBOR	\$2,899	1.72%	\$165.5	\$165.5	\$165.5	\$165.5	\$165.5	\$165.5	\$165.5	\$90.9	\$74.5
SAND POINT Total		\$2,899		\$165.5								\$74.5
SELDOVIA	SELDOVIA SMALL BOAT HARBOR	\$1,872	1.11%	\$106.8				\$106.8	\$106.8	\$106.8	\$65.9	\$40.9
SELDOVIA Total		\$1,872		\$106.8								\$40.9
SEWARD	SEWARD BOAT HARBOR	\$7,821	4.64%	\$446.4		\$446.4	\$446.4	\$446.4	\$446.4	\$446.4	\$264.7	\$181.7
SEWARD Total		\$7,821		\$446.4								\$181.7
SITKA	CITY (AUB) HARBOR	\$1,015	0.60%	\$57.9	\$57.9	\$57.9	\$57.9	\$57.9	\$57.9	\$57.9	\$38.9	\$19.0
SITKA	CRESCENT HARBOR	\$3,187	1.89%	\$181.9	\$181.9	\$181.9	\$181.9	\$181.9	\$181.9	\$181.9	\$119.4	\$62.5
SITKA	SEALING COVE	\$1,868	1.11%	\$106.6	\$106.6	\$106.6	\$106.6	\$106.6	\$106.6	\$106.6	\$78.8	\$27.8
SITKA	THOMSON HARBOR	\$3,176	1.89%	\$181.3	\$181.3	\$181.3	\$181.3	\$181.3	\$181.3	\$181.3	\$117.5	\$63.8
SITKA Total		\$9,246		\$527.7								\$213.1
SKAGWAY	SKAGWAY SMALL BOAT HARBOR	\$1,723	1.02%	\$98.3					\$98.3	\$98.3	\$59.0	\$39.4
SKAGWAY Total		\$1,723		\$98.3								\$39.4
ST. GEORGE	SAINT GEORGE HARBOR	\$11,670	6.93%	\$666.0	\$666.0	\$666.0	\$666.0	\$666.0	\$666.0	\$666.0	\$7.8	\$658.2
ST. GEORGE Total		\$11,670		\$666.0								\$658.2
ST. PAUL	ST. PAUL HARBOR	\$7,782	4.62%	\$444.1	\$444.1	\$444.1	\$444.1	\$444.1	\$444.1	\$444.1	\$28.3	\$429.3
ST. PAUL Total		\$7,782		\$444.1								\$429.3
THORNE BAY	DAVISON LANDING AND DOCK	\$73	0.04%	\$4.2	\$4.2	\$4.2	\$4.2	\$4.2	\$4.2	\$4.2	\$2.5	\$1.7
THORNE BAY	THORNE BAY CITY HARBOR	\$1,265	0.75%	\$72.2	\$72.2	\$72.2	\$72.2	\$72.2	\$72.2	\$72.2	\$43.2	\$29.0
THORNE BAY Total		\$1,338		\$76.4								\$60.6
UNALASKA	UNALASKA BOAT HARBOR	\$700	0.42%	\$40.0	\$40.0	\$40.0	\$40.0	\$40.0	\$40.0	\$40.0	\$22.5	\$17.4
UNALASKA	UNALASKA MARINE CENTER	\$0	0.00%	\$0.0	td	td	td	td	td	td	td	td
UNALASKA Total		\$700		\$40.0								\$17.4
VALDEZ	SMALL BOAT HARBOR	\$5,114	3.04%	\$291.9			\$291.9	\$291.9	\$291.9	\$291.9	\$181.2	\$110.6
VALDEZ Total		\$5,114		\$291.9								\$110.6
WHITTIER	WHITTIER BOAT HARBOR	\$10,112	6.00%	\$577.1						\$577.1	\$362.4	\$214.7
WHITTIER Total		\$10,112		\$577.1								\$214.7

Figure 6

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Proposed Triax Plan Detail

Community/Location	Water Facility Name	Investoried Replacement Value (IRV)	(NVA)	Annual Rate Proportions to Share at 85% of Tax	Allocation for Local Ownership Year 1	Allocation for Local Ownership Year 2	Allocation for Local Ownership Year 3	Allocation for Local Ownership Year 4	Allocation for Local Ownership Year 5	Allocation for Local Ownership Year 6	Annualized Repair and Replacement (ARR) Estimate	Alloca. Joon Ahan
WRANKELL	FISH AND GAMP FLOAT	\$1,825	1.081	\$104.2	\$104.2	\$104.2	\$104.2	\$104.2	\$104.2	\$104.2	\$20.8	\$83.4
WRANKELL	IRIER HARBOR	\$564	0.331	\$32.2	\$32.2	\$32.2	\$32.2	\$32.2	\$32.2	\$32.2	\$19.8	\$12.4
WRANKELL	RELANCE HARBOR	\$1,676	1.001	\$95.7	\$95.7	\$95.7	\$95.7	\$95.7	\$95.7	\$95.7	\$54.0	\$41.7
WRANKELL	SHODAKER BAY HARBOR	\$4,477	2.651	\$255.5	\$255.5	\$255.5	\$255.5	\$255.5	\$255.5	\$255.5	\$150.2	\$205.3
WRANKELL	STANDARD OIL FLOAT	\$245	0.151	\$14.0	\$14.0	\$14.0	\$14.0	\$14.0	\$14.0	\$14.0	\$8.8	\$5.3
WRANKELL Total		\$9,787		\$501.5								\$248.1
YAKUTAT	YAKUTAT HARBOR	\$868	0.521	\$49.5	\$49.5	\$49.5	\$49.5	\$49.5	\$49.5	\$49.5	\$26.3	\$23.3
YAKUTAT Total		\$868		\$49.5								\$23.3
TEHAKEE	TEHAKEE HARBOR	\$1,316	0.781	\$75.1	\$75.1	\$75.1	\$75.1	\$75.1	\$75.1	\$75.1	\$37.3	\$37.8
TEHAKEE Total		\$1,316		\$75.1								\$37.8
Grand Total		\$169,418	100.001	\$9,611.9	\$2,865.4	\$4,240.8	\$6,462.0	\$7,333.5	\$8,664.6	\$9,611.9	\$4,613.1	\$4,398.8
CHIDECA	CHIDECA HARBOR	\$493	0.281	\$0.0							\$18.5	\$18.5
BARANOF	BARANOF FLOAT	\$241	0.141	\$0.0							\$18.6	\$18.6
EDIA BAY	EDIA BAY FLOAT AND GRID	\$181	0.101	\$0.0							\$5.6	\$5.6
ELFIN COVE	ELFIN COVE IRIER HARBOR	\$160	0.211	\$0.0							\$12.1	\$12.1
ENTRANCE ISLAND	ENTRANCE ISLAND FLOAT	\$43	0.021	\$0.0							\$2.3	\$2.3
FURTER BAY	FURTER BAY FLOAT	\$52	0.031	\$0.0							\$2.5	\$2.5
GUSTAVIS	GUSTAVIS DOCK AND FLOAT	\$1,055	0.611	\$0.0							\$37.6	\$37.6
HALIBUT COVE	HALIBUT COVE FLOAT	\$244	0.141	\$0.0							\$0.0	\$0.0
HELL BAY	HELL BAY REFUGE FLOAT	\$34	0.021	\$0.0							\$1.0	\$1.0
HOLLIS	HOLLIS HARBOR	\$243	0.141	\$0.0							\$7.1	\$7.1
HYDER	HYDER HARBOR	\$991	0.571	\$0.0							\$28.9	\$28.9
JAKOLOP	JAKOLOP BAY FLOAT	\$102	0.061	\$0.0							\$0.0	\$0.0
KUPRIANOF	KUPRIANOF FLOAT	\$274	0.131	\$0.0							\$6.3	\$6.3
MEYERS CRICK	MEYERS CRICK HARBOR	\$245	0.141	\$0.0							\$8.2	\$8.2
HIMILCHIK	HIMILCHIK HARBOR	\$81	0.051	\$0.0							\$4.6	\$4.6
POINT BAKER	POINT BAKER FLOAT	\$201	0.121	\$0.0							\$6.8	\$6.8
PORT PROTECTION	PORT PROTECTION FLOAT	\$116	0.071	\$0.0							\$0.6	\$0.6
SHANISON HARBOR	SHANISON HARBOR FLOAT	\$51	0.031	\$0.0							\$6.3	\$6.3
TAKU HARBOR	TAKU HARBOR	\$160	0.091	\$0.0							\$12.8	\$12.8
TATITLEX	TATITLEX DOCK	\$337	0.191	\$0.0							\$9.0	\$9.0
ELFIN COVE	ELFIN COVE OUTER HARBOR	\$231	0.131	\$0.0							\$7.2	\$7.2

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Figure 7

An aerial, high-contrast black and white photograph of a road interchange in a forested area. The image shows multiple roads crossing and merging, with a large bridge structure spanning a valley. The surrounding landscape is densely wooded, and the overall scene is captured from a high angle, looking down on the infrastructure.

# CROSSROADS:

## A REPORT ON THE DELIVERY OF TRANSPORTATION SERVICES IN ALASKA

Final Report to  
the Governor and Legislature

REPORT ON THE DELIVERY OF TRANSPORTATION SERVICES IN ALASKA

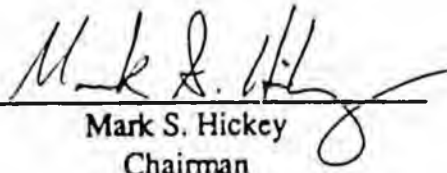
## PREFACE

The task force has reviewed the problems associated with the efficient and equitable delivery of transportation services in Alaska as directed by the Governor and the Legislature and provides this report for the general public and for state policy makers.

In addition to other benefits gained, the task force has determined that the delivery of transportation services could be more efficiently and equitably provided if the continued care of some of Alaska's transportation facilities would be more widely distributed among various private and governmental entities. As an example, the Department of Transportation and Public Facilities (DOT/PF) estimates that 28% of the department's highway responsibilities are roads that primarily serve a local function.

For all facets of the problems related to the delivery of transportation services, adequate funding and the ongoing stability of funding are the critical issues. In this regard, the task force is unanimous in recommending that the maintenance of the transportation system should be supported to the extent practical with dedicated user fees.

The problems associated with the efficient and equitable delivery of transportation services present many complicated issues which the task force finds need addressing as a state policy matter. This report sets out a policy framework which the task force believes will assist state policy makers at this critical juncture of the development of the transportation delivery system.



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Mark S. Hickey  
Chairman

## INTRODUCTION



The main task of the Governor's Task Force on Transportation Facilities was to make recommendations on the equity and efficiency of Alaska's transportation delivery system. The task force understood the transportation delivery system to be the sum of all activities and physical facilities managed or undertaken by an Alaskan government entity that results in the provision of transportation services to the general public. (The Alaska Railroad is not part of this discussion because of its unique position in the state system by statute.)

For this report, the goal of the task force was to present a short concise synopsis of the issues relevant to achieve an efficient and equitable transportation delivery system. The task force understood the equity and efficiency of Alaska's transportation delivery system to be dependent in large part on what entity is responsible for components of the system and how the system is funded.

The report is organized so that the first section develops the context that decision-makers should be aware of with funding being the most important issue. The second and third sections of the report focus on the responsibility issues related to Alaska's transportation delivery system with the delineation of responsibility between state government and local government being the major focus.

## SUMMARY OF FINDINGS

1. The condition and efficiency of Alaska's transportation system is of vital importance to all Alaskans.
2. There is a vast inventory of transportation facilities that requires constant maintenance and periodic rehabilitation.
3. There is currently not enough funding allocated to maintain and rehabilitate the transportation system.
4. Maintenance is being increasingly deferred over portions of the transportation system.
5. Portions of the transportation system are deteriorating and as deterioration progresses become more costly to repair.
6. There is little likelihood that additional funding will be available from the general fund; therefore, other sources of funding need to be examined.
7. The DOT/PF is responsible for some transportation facilities that would ordinarily in other states be the responsibility of local government.
8. The DOT/PF's responsibility for local transportation facilities makes it difficult to give clear focus to statewide issues including performance of a statutory duty to provide statewide planning.
9. Financial considerations associated with rehabilitating local roads will need to be addressed regardless of how alignment of responsibility is resolved.
10. The frequent changes in leadership at DOT/PF cause problems that affect the efficiency of the delivery of transportation services.
11. Funding for the road service account in the Municipal Revenue Sharing Program should be stabilized.

## SUMMARY OF RECOMMENDATIONS

1. The maintenance of Alaska's transportation system should be supported, to the degree possible, through user fees.
2. User fee revenues should be dedicated.
3. The state should have an annually updated six year revenue plan for transportation.
4. There should be greater emphasis on a cost/benefit analysis of capital projects during the state planning process.
5. Responsibility for the maintenance of capital projects should be determined before they are built.
6. Responsibility for existing transportation facilities should be clarified and revisions made where cost efficiencies can be clearly indicated.
7. There should be an orderly program developed to transfer responsibility for some transportation facilities from the state to local government.
8. Statutory powers of local government for providing transportation services should be made more uniform.
9. The state and local communities should eliminate duplication of transportation services in some communities.
10. The state should aggressively attempt to influence the new federal highway program.
11. The merits of creating a board of commissioners to oversee DOT/PF should be analyzed.

## TASK FORCE RECOMMENDATIONS:

1. The task force recommends an organized approach to transferring responsibility for some transportation facilities from the state to local governments.
2. The task force recommends that the Governor and the transportation committees of the Legislature, after examining and analyzing the merits of creating a transportation commission to direct the delivery of all transportation services in the State of Alaska, report its findings to the people of Alaska by the beginning of the 16th legislative session (see Formal Recommendation # 3).
3. The task force recommends that statutes related to local powers for providing transportation services be reviewed and revised so that more uniformity can be achieved.
4. The task force recommends that the state pursue a policy of shared responsibility for transportation facilities related to economic development.
5. The task force recommends realignment of responsibility, clarification of areas of responsibility and transfer of some transportation facilities from the state to local governments to enable DOT/PF to more clearly focus on strategic statewide planning (see minimum elements in Key Elements of a Model Transfer Program).
6. The task force recommends, as part of the transfer program, that negotiation occur between DOT/PF and local communities to pursue adjustments that provide for the most efficient delivery of transportation service by reducing the duplication of services, effort, personnel and equipment.

### III. TRANSFER OF RESPONSIBILITY

#### Key Elements of a Model Transfer Program

The task force unanimously recommends a transfer program because it finds that the assumption of local responsibility by the state distracts state attention from issues that should be attended to by the state. In addition, the task force recognizes that many issues could be better handled by local officials while at the same time providing for more control over local priorities. Moreover, the task force finds that it is poor public policy to have local projects competing directly with statewide projects for state resources and that, in the long run, transfer of responsibility for some facilities to local communities would distribute the costs for

providing transportation services more equitably. The task force also finds that equity in the delivery of transportation services is a worthwhile goal and recommends that during transfer discussions attention should be given to the various levels of service provided by the state to different communities.

While recommending that a transfer program be adopted, the task force recognizes that certain elements must be present for the program to be successful (see the recommended Model Transfer Program in the Supplemental Documents ).

#### **MINIMUM ELEMENTS OF A TRANSFER PROGRAM**

- A revenue stream must be dedicated to the program.
- The program must be voluntary.
- Prior to transfer, all facilities must be rehabilitated.
- A facility transferred eligible for federal funds must remain eligible for federal funds after transfer.
- Additional capital costs must be the responsibility of the municipality including any match for federal funds.
- Negotiated yearly maintenance costs must be guaranteed.
- Liability must transfer with the facility.
- Any transfer of personnel must provide for equitable treatment of employees.
- Primary responsibility for bridges should remain with the state.

**Taxable Motor Fuel Gallons Sold in Alaska**  
For the Fiscal Year Ended June 30, 1995

	Gasoline	Diesel	Gasoline	Jet Fuel	Gasoline	Diesel	Total
Gross Gallons Sold	200,321,751	448,108,602	21,170,357	688,012,768	10,452,832	152,818,553	1,580,889,162
Less Exemptions <sup>1</sup>	(41,033,848)	(245,259,385)	(818,358)	(436,410,250)	(256,924)	(9,777,208)	(733,555,773)
Fuel Reclassifications	(68,252)	(2,256,775)	806,875	0	68,293	1,451,859	0
<b>Total Taxable Gallons</b>	<b>219,219,851</b>	<b>200,690,642</b>	<b>21,164,874</b>	<b>2,180,516</b>	<b>10,262,301</b>	<b>144,293,204</b>	<b>647,133,989</b>
Tax Rate	0.08	0.08	***	***	0.05	0.05	Variable
<b>Gross Tax</b>	<b>\$17,537,598</b>	<b>\$16,047,251</b>	<b>\$884,577</b>	<b>\$7,142,674</b>	<b>\$513,115</b>	<b>\$7,214,650</b>	<b>49,339,766</b>
Less Off-Highway Refunds							
Gallons Used Off-Highway	1,936,382	158,531,119	0	0	222,502	2,715,788	163,405,769
Refund Rate	(0.06)	(0.06)	N/A	N/A	(0.03)	(0.03)	Variable
<b>Total Off-Highway Refunds</b>	<b>(118,182)</b>	<b>(9,511,887)</b>	<b>0</b>	<b>0</b>	<b>(8,876)</b>	<b>(81,474)</b>	<b>(9,716,198)</b>
Penalties and Interest							45,328
Timely Filing Deductions							(68,091)
<b>Total Collections</b>							<b>\$39,600,805</b>

*\*Detail of Exemptions (in Gallons)*

	Gasoline	Diesel	Gasoline	Jet Fuel	Gasoline	Diesel	Total
Exempt Gallons							
Foreign Flights	0	0	212,356	315,012,201	0	0	315,224,016
Heating Fuel	409,841	162,202,531	0	73,017	0	1,375,112	164,080,501
Exported	2,478,101	27,766,655	8,187	61,577,341	6,660	19,128	81,854,072
Federal Government	2,566,416	7,877,319	249,368	51,853,905	105,084	1,527,741	64,178,040
Gasohol	30,296,421	0	0	0	0	0	30,296,421
Public Utilities	239,022	28,128,076	0	0	0	0	28,365,098
State/Local Government	3,754,188	12,978,034	213,488	468,171	56,167	6,560,910	24,031,958
Power Plants	880,754	3,576,551	0	0	0	0	4,236,305
Oil and Gas Operations <sup>1</sup>	0	1,945,234	0	0	0	0	1,945,234
Charitable Institutions	117,288	413,731	7,891	0	12,863	108,893	658,764
Consigned to Foreign	3,501	374,254	0	0	0	0	377,755
Other	508,119	0	126,873	17,425,555	77,140	187,424	18,325,211
<b>Total Exempt Gallons</b>	<b>41,033,848</b>	<b>245,259,385</b>	<b>818,358</b>	<b>436,410,250</b>	<b>256,924</b>	<b>9,777,208</b>	<b>733,555,773</b>
Tax Rate	0.08	0.08	***	***	0.05	0.05	Variable

<sup>1</sup>Exemption granted by Department of Revenue as authorized under AS 43.40.100(K) and 15 AAC 40.020(c)(18). This exemption category is for fuel used in conjunction with oil and gas drilling operations and transportation of crude oil in the Trans-Alaska Pipeline.

\*\*\* Effective September 27, 1994, aviation motor fuel tax rates increased as follows: aviation gasoline from 4¢ to 4.7¢ and jet fuel from 2.5¢ to 3.2¢ per gallon.

1995 REVENUE COLLECTED THROUGH MOTOR FUEL TAXES

Mode	Rate/Gallon	1995 gallons	Total
Highway	8 cents	259,342,912	\$20,747,433
Off-Highway	2 cents	160,467,481	\$3,209,350
Marine	5 cents	151,617,217	\$7,580,860
Off-Highway Marine	2 cents	2,938,288	\$58,766
Avaiation Gasoline	4.7 cents	21,164,874	\$884,557
Aviation Jet Fuel	3.2 cents	251,602,516	\$7,142,574
Total motor fuel tax revenue collected in 1995			\$39,623,540
Total revenue collected from highway and mairline fuel taxes only			\$31,596,409

(7)

# HOUSE COMMITTEE REPORT

Date Referred to Committee: February 2, 1996

FURTHER REFERRALS:

Finance

Date of Committee Action: 2/21/96

The TRANSPORTATION Committee considered:

HJR 49

HOUSE JOINT RESOLUTION NO. 49

DEDICATED HIGHWAY FUND

Proposing amendments to the Constitution of the State of Alaska creating a highway fund.

recommends it be replaced with the following committee substitute CS HJR 49 (TRA)  the same title  a new title

additional referral to \_\_\_\_\_ Committee

attached amendment(s)

ADOPTS: \_\_\_\_\_ Letter of Intent

ATTACHES NEW FISCAL NOTE(S): (Dept)

APPROVES PREVIOUS: (Dept/Date)

fiscal note(s) DOT

fiscal note(s) DOT 2/2/96

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

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

SIGNING WITH RECOMMENDATIONS	DP	DNP	NR	AM
<i>W.K. Williams</i>	X			
<i>Tom Bruce</i>			✓	
<i>John Long</i>			✓	
<i>Arnette James</i>				✓
<i>Henry L. ...</i>	✓			

CHAIR'S SIGNATURE *Larry L. ...*

D

HOUSE COMMITTEE REPORT

2/2/96

(7)

Date Referred: May 16, 1995

FURTHER REFERRALS:

Transportation  
Finance

Date of Committee Action: 2-1-96

The STATE AFFAIRS Committee considered:

HJR 49

HOUSE JOINT RESOLUTION NO. 49

DEDICATED HIGHWAY MAINTENANCE FUND

Proposing amendments to the Constitution of the State of Alaska creating a highway fund.

recommends it be replaced with the following committee substitute

CS HJR 49 (Sta)

[ ] the same title  
[x] a new title

[ ] additional referral to \_\_\_\_\_ Committee  
[ ] attached amendment(s)

ADOPTS: \_\_\_\_\_ Letter of Intent

ATTACHES NEW FISCAL NOTE(S): (Dept)

APPROVES PREVIOUS: (Dept/Date)

[x] fiscal note(s) DOT

[ ] fiscal note(s)

[ ] zero fiscal note(s)

[ ] zero fiscal note(s)

SIGNING WITH RECOMMENDATIONS		DP	DNP	NR	AM
Brian C. Porter	Porter	✓			
Scott Ogan	Ogan			✓	
Jane Green	Green	✓			
Monnette James	James	✓			
Ivan	Ivan			✓	

CHAIR'S SIGNATURE Monnette James