

ALASKA LEGISLATURE COMMITTEE FILES 1981-1982 0012

2121 HT HB 558 - HB 648 thru HB 654 (TRANSP. PACKAGE) 3121

Fill material for the land will be provided from the dredging operation. Any deficit of fill materials will require a supply to be transported from an on-land source.

Plans call for the dredge and fill operations to utilize bucket dredgers or cutter suction dredgers. The type of equipment used will depend on the type of material encountered.

In order to maintain normal turbidity conditions in the Bay, a protective curtain consisting of a plastic sheet, weighted at the bottom, will be suspended from a floating boom so as to surround the area where dredging is taking place. Fill will be placed partly in the tidal zone and partly on uplands in a diked area or behind steel sheet pile bulkheads. Openings, overflows, and flap valves will be provided in the enclosing dikes to serve as inlets and outlets for tidal water.

## Relocation of Fourth of July Creek

In recent Geologic time the Fourth of July Creek has migrated back and forth across the floor of the valley created by Godwin Glacier. The stream made a major shift in the mid-1960's, relocating the mouth from the north end of the valley approximately 4,000-feet south to its present location.

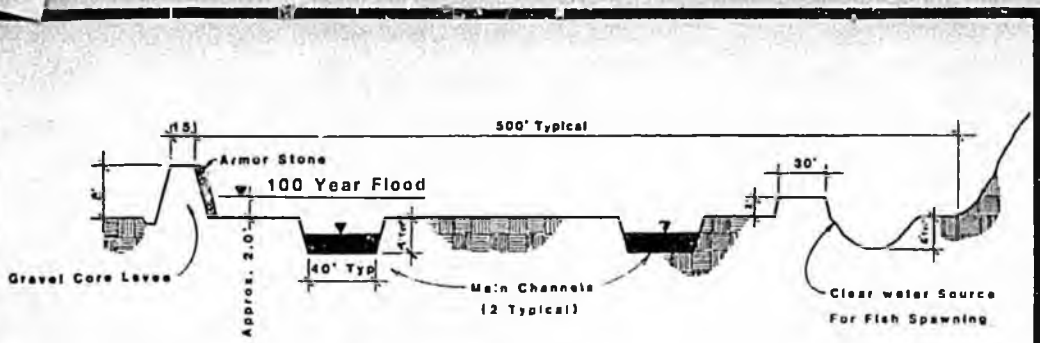
If permanent, man-made structures are to be located in the Fourth of July Creek Valley, they will need to be protected both from flooding and from the eventuality of a natural, major stream relocation. Thus, a commitment to develop in the valley also carries with it a commitment to train and control the Fourth of July Creek.

Planning for the Fourth of July Creek area, and specifically the Industrial Marine Park, was influenced by many things including the stream location, land ownership, and future development potential. Even though the City owns two major parcels of land within the Valley, it is not totally free to locate this project anywhere in the Fourth of July Creek delta area. The principle constraint is a privately owned 120-acre parcel located squarely in the middle of the fan. To accommodate all these problems, it was concluded that the stream should be relocated to the extreme southern end of the Valley with a levee system to provide flood protection.

This approach has several distinct advantages:

- 1) All development will be located north of the creek, allowing a natural setting on the southern bank.
- 2) The need to provide access crossings via bridges, culverts, etc., is eliminated.
- 3) Only one levee will be required, thereby minimizing the extent of man-made imposition on the stream.
- 4) Public contact with the creek is reduced, minimizing the potential for pollution and personal injury.

The final configuration of the relocated stream is shown on Figure 6. This includes a cut off levee between a large rock outcrop in the center of the Valley and the North Valley wall, to protect against the possibility of the stream seeking its last major course; a main levee approximately 4,400-feet long; and a shorter levee to protect a wetlands area on the extreme southern end of the Valley.



SECTION A-A Typical Section of New Channel



MOUNTAINS

MOUNTAINS

RESURRECTION BAY

PROPOSED

STREAM

BED

SPAWNING POND (Typical)

TRAINING DIKE (Typical)

PROJECT SITE  
For Details See Figure 3

EXISTING

STREAM

BED

LEGEND

- Proposed Stream Bed
- Existing Stream Bed

Scale in Feet



Figure 6

CENTURY QUADRA

Fourth of July Creek Realignment

December 1980

The construction sequence for implementing the creek relocation is as follows: The entire length of the new channel way will be cleared of all timber and shrubs which would interfere with both the floodway and the stream's initial effort to seek a natural course. After clearing, the streamway will be graded to a profile similar to that of the existing stream. Excavation of two 40 x 4-foot meandering channels will be constructed to resemble the existing stream pattern. Ongoing concurrently with the grading and channel excavation will be construction of the gravel core levees using material from the excavations. Finally, the diversion will be effected during late fall when stream flow is low. It is envisioned that the initial pilot channels will approximate the natural stream course, and the final course will be established by the stream itself.

Included in the earthwork will be construction of clearwater spawning areas similar to those occurring naturally. The spawning areas will be created by excavating into the clearwater underflow, thereby allowing a small stream to flow into the main channel. A wide, low berm between the clearwater pond and the main stream will be constructed to protect the system from minor flooding and encroachment by the main stream channels. Establishment of these clearwater spawning areas is considered to be very essential for maintenance of the habitat which currently exists, as well as mitigation for the possible disruption of other small spawning streams.

Section AA on Figure 6 shows a typical cross section through the stream. Based on a 500-foot wide floodway, the hydrologic height calculated for a 100-year flood of 7,400 CFS is 2-feet. The levee height was set at 8-feet to allow for backwater and for buildup in the stream course created by bed load deposition. The stream channels are designed to be 40-feet wide by 4- feet deep. The 500-foot floodway was planned to accommodate the meander character of the stream, currently having a do amplitude ranging from 300 to 500-feet, and to allow sufficient room for the spawning channels. The interior face of the levee will be rip-rapped with armor stone to protect against erosion. The top of the levee will be 15-feet wide to allow access for maintenance equipment.

A major factor in relocation of the Fourth of July Creek is the requirement for a continuous monitoring and maintenance program. Calculations predict that up to 0.25 feet per year of bed load deposition may occur in the relocated portion of the stream. If this remained unchecked, the enclosed portion

of the floodway would eventually fill, allowing a flood event to breach the levee and cause the stream to seek a new channel. Clearly, periodic removal of deposition will be required to ensure that sufficient capacity exists within the enclosed section. Based on the estimate of 0.25 feet per year, a major excavation program every eight to ten years will be required.

## Infra-Structure Improvements

This section addresses the basic utilities, access, storm water management, and other facilities necessary to support the Industrial Park. Generally, the services described will be provided and operated by the City of Seward. Some specialty infra-structure components such as storm water treatment, bilge water treatment, and waste oil handling and disposal will be the responsibility of individual tenants. The basic infra-structure plan is presented on Figure 7. Shown on the plan are the locations and general arrangements of the water supply and distribution systems, and the storm drainage and treatment system. The following paragraphs outline the conceptual plan for each of the major components of the infra-structure systems.

### Water Supply

Domestic potable and industrial water will be supplied by a community water system owned and operated by the City of Seward. The source of supply will be groundwater taken from wells, at depths of 75 to 100-feet below ground surface. Based on field work done at the site and previous experience with wells in Seward, it is anticipated that supply wells with sustained yields of 200 to 400 GPM can be installed with little difficulty.

The estimated average daily demand for the completed complex is 100,000 gallons per day including the shipyard's washdown requirements. The estimated peak flow is 500 GPM. Thus, storage will be required to meet peak demands. Storage is also required to accommodate the anticipated fire flow of 1,500 GPM for a duration of two hours. A 200,000-gallon aboveground storage tank will provide sufficient capacity for all storage requirements.

### Waste Water Disposal

Wastewater generated on the site will come from two sources: 1) domestic sewage from cafeteria and sanitary facilities; and 2) industrial waste from the shipyard operations and potentially from other tenants. In addition, sewage and bilge waste from ships drydocked at the shipyard will require treatment and disposal.



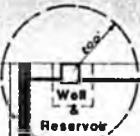
NORTH

ALL CONTOURS BASED ON LAND DATUM

VERTICAL DATUM

LAND		SEAWE	
BASED ON NATIONAL BENCH MARK VERTICAL DATUM OF 1988		BASED ON MEAN LOWER LOW WATER	
8.1	HIGHEST RECORDED TIDE (MAY 21, 1982)	16.2	
8.0	MEAN HIGHEST HIGH TIDE	16.1	
7.9	MEAN HIGH TIDE	16.0	
7.8	TIDE VELOCITY DATUM (MEAN TIDE)	15.9	
7.7	MEAN LOW TIDE	15.8	
7.6	MEAN LOWEST LOW TIDE	15.7	
7.5	LOWEST TIDE RECORDED (MAY 21, 1982)	15.6	

CENTURY



Well 2 Reservoir

Master Sub Station

Sludge Storage Treatment

Storm Water Treatment

Legend





-  Water Line
-  Sewer Line
-  Buried Drainage Structures
-  Pavement



Figure 7

Infrastructure

CENTURY-QUADRA

December 1970

A City owned and operated wastewater system will be an integral part of the project. The initial engineering concept calls for a treatment plant using a conventional biological process capable of meeting current regulatory discharge standards.

It is planned to dispose of the treated effluent in a leach field located on the site. The leach field will eliminate a point-source outfall and the requirement for dechlorination. Waste sludge will be disposed of by either incineration or landfill.

Shipboard sewage and bilge waste from drydocked vessels will be pumped to separate holding tanks for each waste type. Sanitary sewage will then be metered to the Public Treatment Plant. Bilge waste will be treated to separate oils, and then discharged through the storm water outfall to Resurrection Bay. There will be no provisions to receive waste from floating vessels, and discharge from these vessels will be prohibited unless Coast Guard and EPA requirements are met.

The estimated waste water treatment capacity is 50,000 gallons per day. It is anticipated that some industrial waste from the non-shipyard users will be handled through the City's plant. Pretreatment at the source will be required by the City prior to entrance into the public system. The level and type of treatment will be different for each case, but will be such that waste treated by the City's plant will meet State and Federal water quality standards.

#### Storm Water Management:

The Seward area receives an average of 66-inches of precipitation per year. This amount of rain and snowfall places some special significance on storm water management, particularly in the berthing area of the shipyard. Unlike the Prince William Sound Communities, Seward does not typically accumulate a large amount of snow pack during the winter months. As a result, storm water flow is a yearround consideration.

Generally, activities within the industrial park are not anticipated to generate any special conditions causing concern about storm flow affecting water quality. Most of the

site will be open area for general cargo and boat storage, assembly of large steel fabrications, parking, etc. Most activities, like painting and engine repairs, which could introduce pollutants to the storm water drainage will be confined within shops and buildings. The dry berthing area of the shipyard, by necessity, provides the exception.

The basic approach to storm flow management requires that the site be divided into two drainage systems. The final site grading will establish a crown line running east-west across the full length of the development just north of the dry berthing area, creating a southern drainage cell and a northern drainage cell. In the northern cell, all drainage will be surface flow and will either percolate into the soils or flow into Resurrection Bay as non-point discharge. The southern cell will be graded to allow water to flow into a drainage channel network leading through a treatment system before entering Resurrection Bay as a point source.

As indicated on Figure 7, the dry berthing areas will be paved, with a drainage channel between each berth. These channels will be constructed in rectilinear sections and graded flat to act as grit chambers. The entire length of each channel will be covered at the top with a continuous inlet grate. Runoff from each collection chamber will flow through the drainage system to the treatment structure. The open area south of the shipyard, anticipated for use in large component fabrication, will also drain into the drainage channel system to provide control and treatment of this runoff.

The proposed treatment for storm water from the southern cell consists of settlement throughout the drainage channels with frequent removal and disposal of the solids. Treatment will take place in a settling basin equipped with a grease trap to contain grit, oils, and grease entering the system. Investigations with shipyard waste has indicated that dissolved metals are absorbed by the spend grit and are removed when these particulates are cleaned up. However, should future monitoring indicate that heavy metals are above acceptable levels, additional treatment can be added between the proposed settling structure and the outfall.

Sizing of the drainage system is based on the five-year storm of 1-hour duration. Calculations indicate that the total flow from the southern cell will be 15.5 CFS, which will require a 24-inch diameter outfall. For events greater than the five-year storm, ponding and on-site storage will occur as well as non-point discharge for major storms.

## Solid Waste & Hydrocarbon Waste

Disposal of all solid waste and hydrocarbon waste will be the responsibility of the individual users. Refuse collection service is presently offered in the City by a private contractor, and this service will be extended to the Fourth of July Creek site. Disposal of solid waste will be accomplished at the Seward Sanitary Land Fill operated by the Kenai Peninsula Borough.

The total solid waste for the industrial marine facilities is estimated to be 450 tons, or approximately 400-500 cubic yards per year.

Hydrocarbon waste includes waste oils, solvents, cleaners, oil separated from bilge water and other greases, lubricants, and distillate products. It is projected that the shipyard will generate approximately 14,000 gallons per year with the remaining facilities contributing approximately 6,000 gallons, for a total of 20,000 gallons per year. As stated earlier, the responsibility for disposal of these products will belong to the tenants. Available options include contracting with an agency handling waste oils, incineration, and reclamation.

It is reported that Seward Fisheries, the local fish processing operator, is currently burning waste oil products in their boiler system. Thus, a local source for disposal is potentially already available. Regardless of how these products are handled, the City will require, through covenants and leases, that both on and offsite handling, as well as disposal, is accomplished in accordance with current regulations.

## Electrical Power

All electrical power for the marine facility will be provided by the City of Seward as a utility service. Current plans call for a new master substation in the Fourth of July Creek area served by a new 30,000 KW, 69 KV transmission line coming to the site along Nash Road.

## Site Access

Access to the site will be by both road and water. Presently, an extension of Nash Road into the Fourth of July Creek area is under design and construction. When completed, the road will be a 55 mph paved, two lane section connecting the site to the Seward-Anchorage Highway.

Completed waterfront facilities will accommodate vessels up to 600-feet long with drafts of 35-feet. Protected finger slips and a marine basin will also be included to service smaller boats.

## Development Schedule

The proposed schedule for development of the Industrial Marine Park is shown on Figure 8, in bar graph form. The schedule identifies four phases and the major work items included in each phase.

The implementation of this schedule is highly dependent on approval of permits and the appropriation of funds to finance the Public Improvements. The permit application was filed in mid-December. Barring any unforeseen environmental objections, approval is anticipated by mid-March.

Currently, funding is in place for Phase I only. The remaining phases are expected to be funded primarily with State of Alaska appropriations as grants-in-aid. This project along with many other Statewide Capital Improvements will be considered in the 1981 Legislative Session. Thus, the completion of Phases II, III, and IV are totally dependent on the approval of State appropriation.

Each phase represents a discrete increment of work that is either seasonally sensitive or must be performed on a sequential basis. All work that could potentially impact the Salmon Fishery is scheduled to occur between September and April when the fish are not normally in Resurrection Bay. Likewise, all major onshore work and above-water offshore construction is scheduled to occur in the warm months, taking advantage of the superior working conditions.

Since the mouth of the Fourth of July Creek is presently in the middle of the site, relocation of the stream is essential before any significant site work can begin. Thus, Phase I consists of site clearing and stream relocation.

Phase II includes the construction of the bulkheads and sheet pile cells comprising the breakwater cells, and reclamation of land currently below high tides; completion of filling activities and grading of the entire site to elevation 16; and installation of riprap shore protection. When this phase is concluded, the site will be ready for installation of all the public and shipyard operation improvements.

Phases III and IV include the remaining public improvements necessary to complete the total project. As shown on the schedule, the entire project is programmed for completion and operations start-up in September, 1982.



## Estimated Project Costs

The total estimated cost for completion of all public improvements is \$60,000,000. Exhibit I is a breakdown by major components. These costs include Engineering and Design, Construction and Project Administration. Additionally, a contingency and inflation factor was applied to cover uncertainties and cost escalation.

Presently, the City has available \$6,000,000 from various sources committed to this project. These funds are being used to finalize the preliminary engineering and concept planning and Phase I improvements, plus initiate engineering and construction activities on Phase II. There are not sufficient funds to complete Phase II or to begin any of the remaining phases of the work.

A total of \$54,000,000 in additional funding is needed to complete the public portions of the project. In order to have a logical and expeditious completion of the development, the entire \$54,000,000 should be appropriated at one time. This will allow the City to proceed with the authorization of engineering and the award of contracts without concern for scheduling of funding.

Since the City has exhausted all of its financial resources improving the infra-structure of the City itself, it must look to outside sources for aid in the financing of the remaining improvement costs. Thus, appropriation for the remaining \$54,000,000 necessary to complete the project.

EXHIBIT I  
ESTIMATED PROJECT COSTS

<u>DESCRIPTION</u>	<u>ESTIMATED COSTS</u>
Preliminary Engineering and Concept Planning	\$ <u>500,000</u>
Phase I - Preliminary Site Work	
<i>Done</i> A. Site Clearing	800,000
B. Stream Relocation	<u>1,500,000</u>
Total Phase I	\$ <u>2,300,000</u>
Phase II - Site Preparation	
<del>A. Tie Back Sheet Pile Bulkheads</del>	<del>\$ 1,800,000</del>
B. Sheet Pile Cells for Breakwater	12,000,000 <i>6</i>
C. Dredging and Land Reclamation	12,300,000 <i>5</i>
D. Site Grading	700,000
E. Shore Protection	<u>1,000,000</u> <i>500,000</i>
Total Phase II	\$ <u>27,000,000</u> <i>12,200,000</i>
Phase III - Infra-Structure	
A. Utilities	
1. Water Supply and Distribution	\$ 1,300,000
2. Sanitary Sewer System	700,000
3. Storm Drainage	300,000
4. Power and Telephone	400,000
B. Access Roads	<u>1,000,000</u> <i>300,000</i>
Total Phase III	\$ <u>3,000,000</u> <i>5,000,000</i>
Phase IV - Shipyard Improvements	
<del>A. Cargo Dock Deck and North Shiplift Pier</del>	<del>\$ 18,000,000</del> <i>5.</i>
B. Shiplift Equipment	4,000,000
C. Mooring Facilities	<u>300,000</u> <i>100,000</i>
D. Transfer Pit	2,200,000
E. Public Dry Berths	500,000
<del>F. Open Storage</del>	<del>700,000</del>
Total Phase IV	\$ <u>25,700,000</u> <i>9.8 mil</i>
	<i>9.8 mil</i>
 TOTAL ESTIMATED PROJECT COSTS	 \$ 60,000,000

*TOTAL 25 mil*

H B

6 2 8



# Alaska State Legislature

## House of Representatives



Rep. Bette Cato, Chairman

Committee on Transportation

Pouch V  
State Capitol  
Juneau, Alaska 99811  
(907) 465-4858

### HOUSE TRANSPORTATION COMMITTEE LETTER OF INTENT

TO ACCOMPANY HB 628

"An Act making a special appropriation to the Department of Transportation and Public Facilities for the construction of dock and warehouse facilities in Yakutat; and providing for an effective date."

The House Transportation Committee has had HB 628 under consideration.

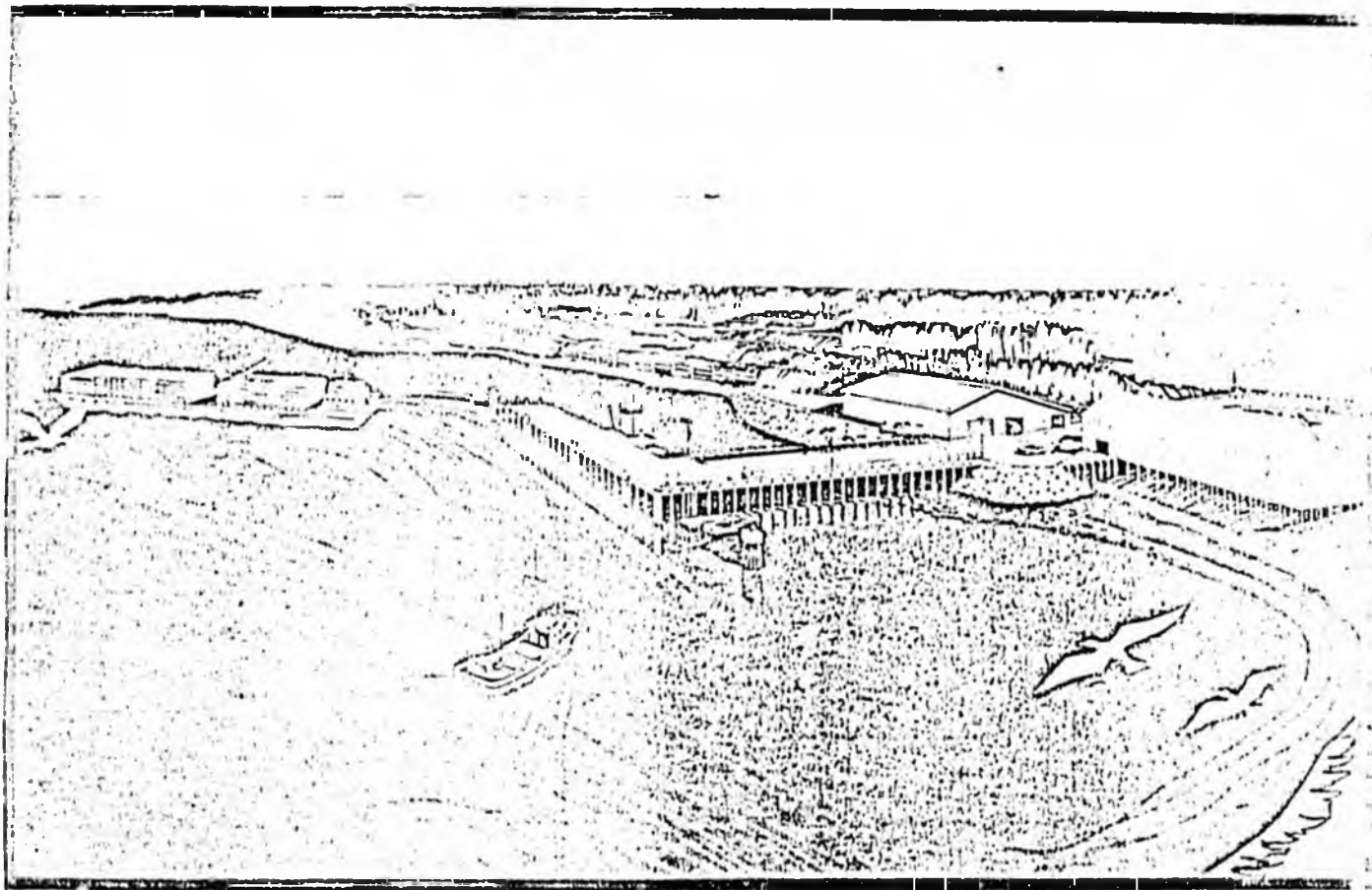
The total project cost under this special appropriation is \$4,800,000 in General Fund dollars. The committee is aware that \$2,000,000 is allocated in the Governors Capital Budget.

It is the intent of the House Transportation Committee that if \$2,000,000 remains in the Capital Budget that this special appropriation be reduced to \$2,800,000. Therefore the amount in Section 1, Line 11, would need to be reduced and the total amount from Capital Budget and Special appropriation should not exceed \$4,800,000.

**RECONSTRUCTION of the OCEAN CAPE DOCK and  
WAREHOUSE located on MONTI BAY in YAKUTAT**

Presented to the **ALASKA STATE LEGISLATURE**

by the **CITY of YAKUTAT**



February 1981

A PROPOSAL FOR THE RECONSTRUCTION  
OF THE OCEAN CAPE DOCK AND WAREHOUSE  
LOCATED ON MONTI BAY IN YAKUTAT

Presented to  
THE ALASKA STATE LEGISLATURE  
February 1981



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## PREFACE

This proposal is submitted as a revision to the January 1980 proposal to the Legislature for the reconstruction of the Ocean Cape Dock and Warehouse Facilities on Monti Bay in Yakutat. These facilities will serve to upgrade local cargo handling operations to meet immediate requirements and also provide a core facility which can be easily expanded to meet future requirements resulting from fisheries growth and/or offshore oil development and production.

The total budget requested in the January 1980 proposal was \$4.85 million; Yakutat was allocated \$4 million, \$1 million of which was an advance from HB 60, and \$3 million of which came from the 1980 State bond allocations for port projects. Since the January 1980 proposal was submitted, the City of Yakutat has completed the Ocean Cape Site Development Feasibility Study in May 1980 and preliminary and final design of a warehouse and dock facility at the Ocean Cape site in February 1981.

Primarily because of inflation and additional considerations that are required as a result of the geotechnical investigations conducted during design, the revised total project cost is \$8.2 million. The first portion of the project is scheduled for construction start in May 1981; the remaining portion of this project is anticipated to be completed in 1982 after the additional funding has been secured.

The total request for additional funding is \$4,217,500.

\*2.4 million

# OCEAN CAPE DOCK AND WAREHOUSE FACILITY

## YAKUTAT

## ALASKA

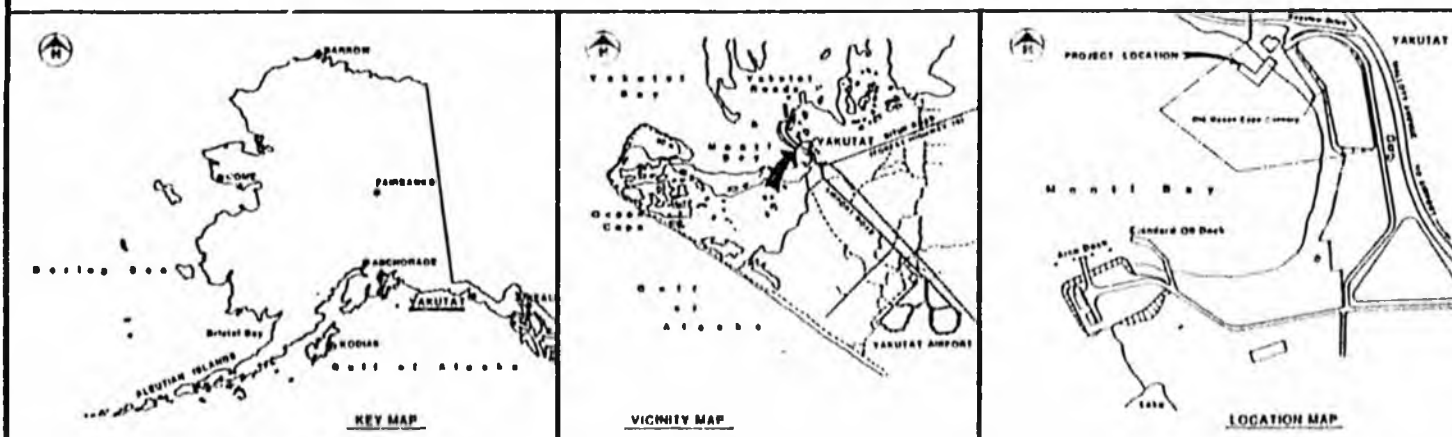
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	DES				<b>OCEAN CAPE DOCK AND WAREHOUSE FACILITY</b>	<b>CITY OF YAKUTAT</b> YAKUTAT ALASKA	SHEET
	ENR						DATE 02/20/00
APPD	BY	DATE	REVISION	BY	APPD		NO. 04001-A1

PRIMARY



## EXISTING FACILITIES

The Ocean Cape dock and fish processing plant was purchased during 1977 by the City of Yakutat from the Atlantic Richfield Company and the Shell Oil Company. The plant was originally built in 1906 as a salmon cannery. The owners of recent record, The Bellingham Canning Company, the Marine Seafoods Packing Company, and Ocean Cape Seafoods, Inc., allowed the dock and many of the buildings to fall into disrepair. Although the oil companies removed the most dilapidated structures and graded for storage, little work was done on the dock. Thus, despite the fact that this is the principal public general cargo wharf in the community, little effort was expended to ensure its future usability.

An examination of the dock in 1978 by structural engineering consultants to the City revealed extreme damage to the piling by marine borers and general deterioration of the pile caps and decking in most of the dock area. Some areas of the dock are unsafe and in danger of total collapse. Similar reports have been made to the Alaska District, U.S. Army Corps of Engineers, in an economic and transportation study prepared in May 1979, as well as others. The old cannery warehouses are also unsafe and should be demolished. The only structure with any remaining life expectancy is the cannery building which houses the present fish processing operation. The support system for this structure was completely rebuilt 21 years ago using untreated timbers. This support system requires immediate repairs and has a remaining life expectancy of no more than four years.

During fiscal year 1979 the City of Yakutat undertook a \$60,000 project to make some repairs to the dock. Although these repairs provided for an interim marginal use of the dock, this facility that provides for general cargo handling and fish processing for the community and could in the future serve the Marine Highway System is unsafe and needs to be demolished and totally rebuilt. The existing dock is so badly deteriorated that partial repair and partial replacement of selected piling is neither practical nor economical. On this basis, the City of Yakutat authorized design of a new dock and warehouse facility at the Ocean Cape site in July 1980.



## ASSESSMENT OF NEEDS

Fisheries growth and resultant cargo and product flow across the Ocean Cape dock is expected to increase dramatically in the near future. The Harbor Use Plan prepared for the City of Yakutat as a part of the Yakutat Coastal Zone Management Program yielded information that indicated that the Ocean Cape dock occupies the best siting on Monti Bay for a general cargo facility and, additionally, should be integrated with the satisfaction of the demands of the local fisheries industries as much as possible. The City is progressing with contractual agreements for leasing the Yakutat cold storage facility that is located farther north on Monti Bay to a private operator; the lease arrangement calls for principal reliance on the new Ocean Cape dock, warehouse, and staging area to serve the cold storage plant.

The May 1980 Ocean Cape Site Development Feasibility Study reports that the fishery resource of the Yakutat area is capable of supporting a processing volume of 14 million pounds per year within the next five years. This volume could either be processed in a plant at the Ocean Cape site alone or divided and processed in plants at both the Ocean Cape site and old cold storage site.

There are opportunities for transshipping frozen products at the Ocean Cape site and sufficient mutually beneficial joint operations to make the rebuilding of the plant at the old cold storage site and the construction of a future cold storage and specialty plant at the Ocean Cape site most desirable.

The proven salmon, crab, and halibut resources could be harvested more intensively by Yakutat-based fishermen if a modern, well-equipped processing facility were available. Local fishermen have the ability to enter the black cod fishery and, to a limited degree, the bottom fishery; and, while bottom-fish will probably not be harvested by the existing local fleet, jobs will be created in the processing plant.

The feasibility analysis indicated that a fish processing plant capable of processing bottomfish, black cod, and halibut, as well as crab and salmon, is a beneficial usage of property at the Ocean Cape site. It further recommended that final design of the site should include a fish processing plant building. It is anticipated that this future processing plant will be developed by private enterprise.

The scenario for oil and gas development and production is quite similar. A March 1979 report advised that the tonnage expected at Yakutat will be significantly greater during active exploration work and, further, that it is important that funding be secured to perform the necessary improvements by the time exploration activities commence. In addition to growth in the fisheries and oil-related fields, the secondary and tertiary cargo demands will also multiply.

The existing dock cannot be expected to last another four years before it will collapse. A four- to eight-fold increase in flow across the existing dock will shorten that lifespan to one to two years. Closing of the Ocean Cape dock by 1982 seems unavoidable unless a replacement can be financed immediately. Increased barge service to the community is currently envisioned, but is subject to replacement of the existing facility within the next 12 to 18 months.

Action by the 1981 legislative session is needed to provide the additional funds if Yakutat is to secure its existing economic stability, let alone meet the demands of growth that it will be experiencing during the 1980's.

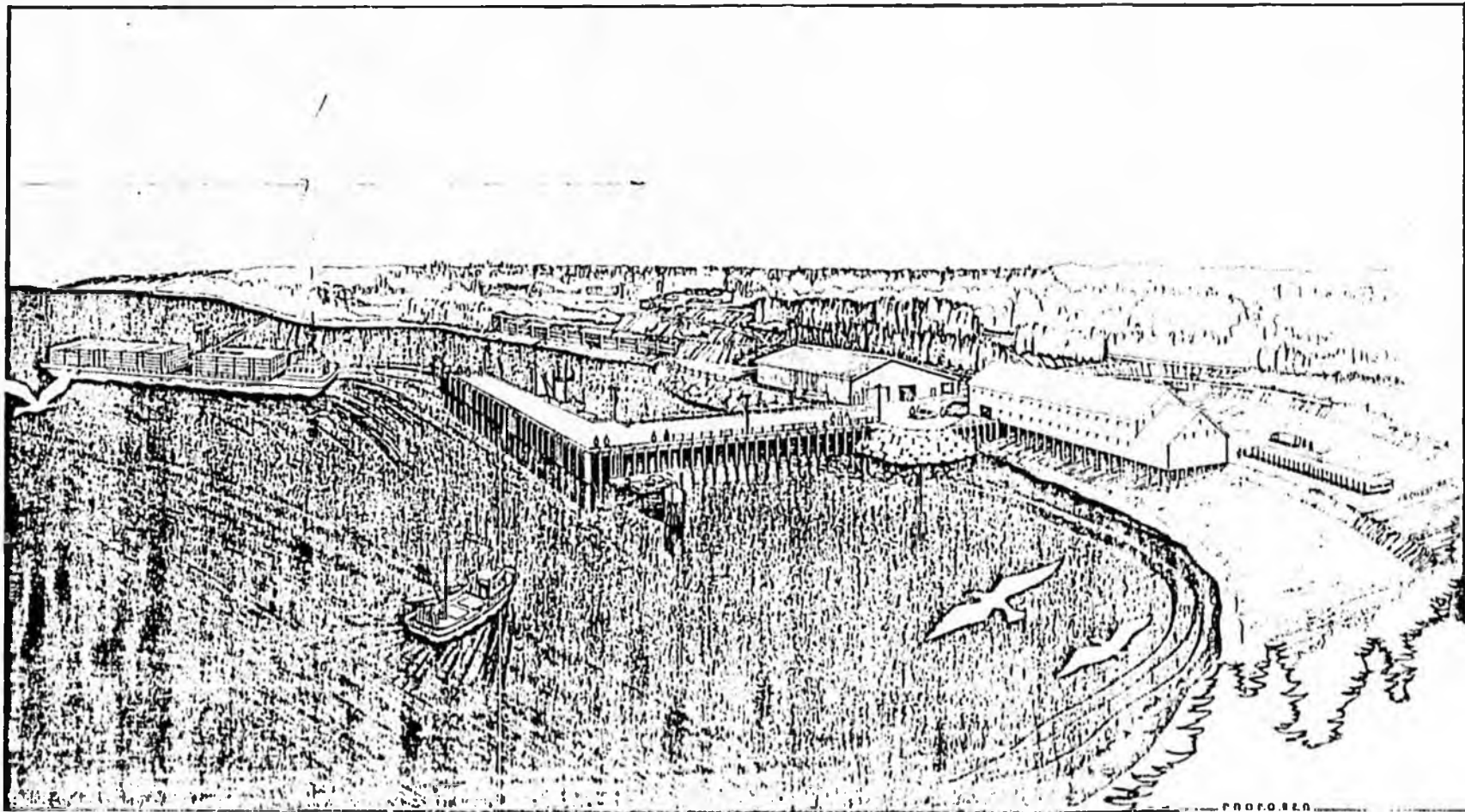


## PROPOSED FACILITIES

The City of Yakutat will complete the design of a new warehouse, dock, staging area, and road access by the end of February 1981. This effort will produce a set of contract documents for the staged development of the Ocean Cape site excluding a new fish processing plant.

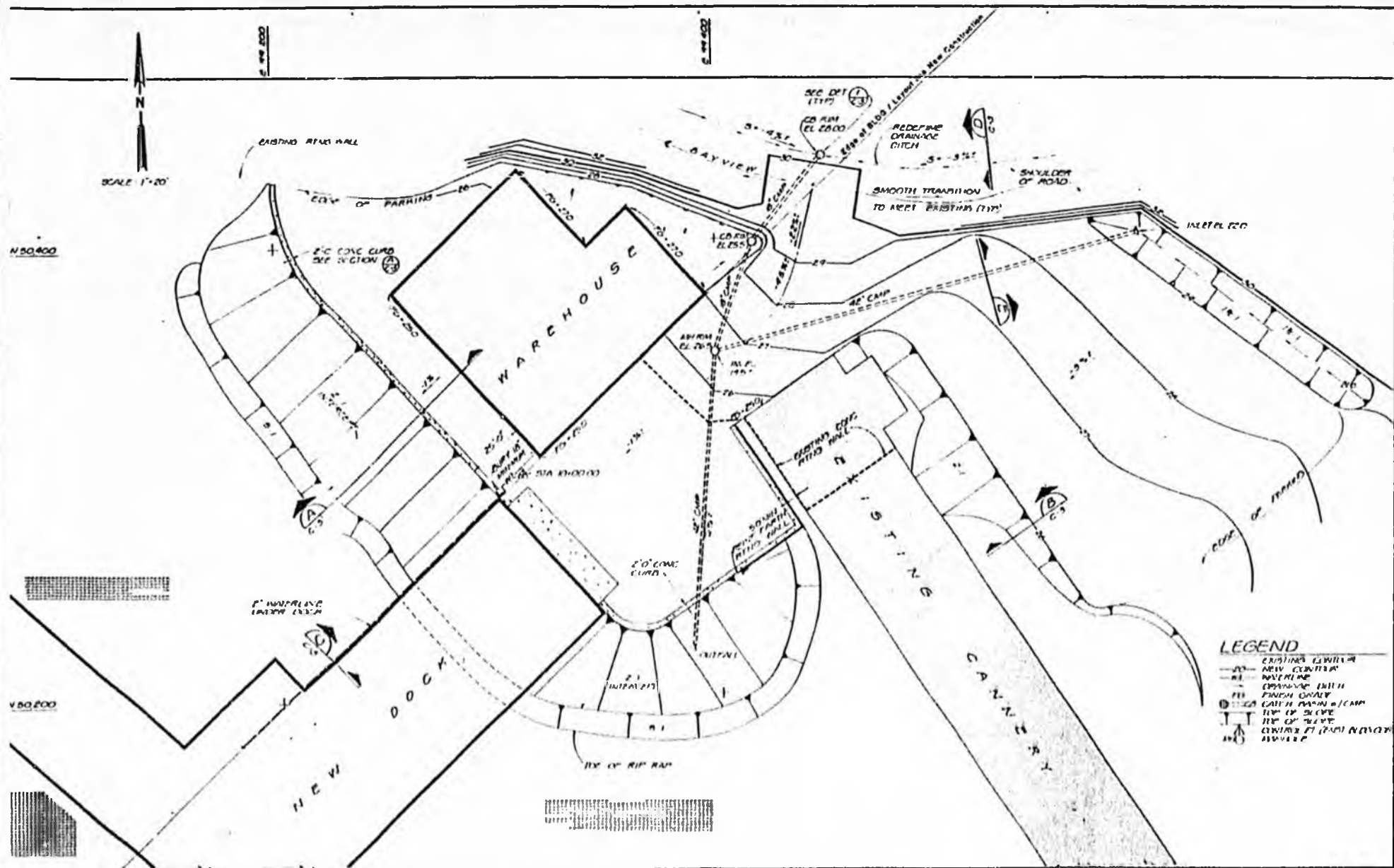
The existing wood structure will be replaced with a single-berth crane-equipped structure of steel piles supporting a deck of pre-cast, pre-stressed concrete augmented with mooring dolphins and a system of energy-absorbing fenders. The existing dock has a 207-foot face with water depths of 18 feet alongside. Given the projected use of the facility and the size of floating craft associated with these uses, the pier has been extended an additional 20 feet to achieve water depths at the face of 36 feet. The face has been extended an additional 23 feet to a total length of 230 feet.

Construction during 1981 will consist of demolition of the existing buildings, with the exception of the cannery, placement of fill and riprap for a pad for the new warehouse, construction of a new warehouse on this pad, and preparation of a staging area behind the Ocean Cape cannery. Additionally, with the remainder of the \$4 million that have not already been allocated, the City will prepurchase the necessary materials for dock construction in 1982. These materials will consist of piling for the dock and dolphins and fender system, timber, fenders, deck panels and miscellaneous bolts, chains, and accessories. Construction of the dock is scheduled for completion in 1982, provided sufficient funding is made available to the City by the end of the 1981 legislative session.



PROPOSED

YAKUTAT OCEAN CAPE  
DOCK FACILITY  
YAKUTAT ALASKA



	DATE				
	BY				
	CHKD				
	APPD				
	REVISED				

**OCEAN CAPE DOCK AND WAREHOUSE FACILITY**

**CITY OF YAKUTAT**  
YAKUTAT ALASKA

SHEET 02  
**BITE GRADING AND LAYOUT PLAN**  
DATE REVISION  
BY: K400041



## FUNDING

The Ocean Cape development project is envisioned as a multi-phased program as follows:

Phase 1: Site Feasibility Study

Phase 2: Preliminary and Final Design of the entire project

Phase 3: Construction of dock, warehouse, open storage, staging area, and road access

Phase 4: Site modifications to processing facility to permit renovation or reconstruction of a modernized plant

Phase 5: Renovation or reconstruction of processing plant utilizing private industry investment.

Phase 1 was completed in May 1980. Phase 2 will be completed by the end in February 1981. Phase 3 was proposed for funding by the State of Alaska during the 1980 session of the legislature. Because of rising costs due to inflation and additional considerations made necessary because of the geotechnical investigation, the funds that were requested in January 1980 will not be sufficient to complete the project. Therefore, the remaining unfunded portion of Phase 3 (\$4.2 million) is proposed for funding by the State of Alaska during the 1981 session.

With favorable action by the legislature on this proposal construction of the dock could be advertised for bids in summer or early fall of 1981 with construction started in late 1981 or early 1982 and be scheduled for completion in 1982.

Phases 4 and 5 have been favorably reviewed by the Farmers Home Administration; it is anticipated that Phase 5 will attract private industry investment. Such an approach ensures the community and other area processors that fisheries expansion is directly tied to the fisheries economy and the development of new processing facilities will be directly tied to the industry's estimates that the market in general will support such an expansion. This final phase is projected for FY 1982 and 1983.

The cost estimates in the January 1980 proposal were based on assumptions that were made before any geotechnical investigations had started and before the Ocean Cape site development feasibility study was completed. Some of the major differences between the January 1980 proposal and the February 1981 proposal include the additional staging area fill pad, riprap, approximately 60 additional vertical 16-inch piles at 60 feet average depth instead of 12-inch piles at 55 feet average depth, and deck topping. Because of unstable site conditions during the design

seismic event, additional batter piles were required, increasing the cost of the project substantially. With the exception of approximately 12 percent increase in construction costs in 1981 instead of start of construction in 1980, the primary source of the cost increase is the additional support structure that is required because of the geotechnical investigations.

Costs incurred or committed to date and anticipated construction costs for the 1981 portion of the project are summarized in the following table:

<u>Task</u>	<u>Cost</u>
<u>Engineering Services</u>	
Topographic/bathymetric surveys	\$ 15,000
Geotechnical services	55,000
Preliminary and final design services, contract document preparation, cost estimates, services during bid advertisement	330,292
On-site inspection and services during construction	<u>164,008</u>
Subtotal	\$ 564,300
<u>1981 Construction</u>	
Demolition of existing buildings	\$135,000
Temporary railing	2,000
Earthwork and rip-rap	380,000
Warehouse (9,200 sq. ft.)	700,000
Piling (first bent)	96,000
Mobilization	<u>110,400</u>
Subtotal	\$1,423,400
<u>Materials Prepurchase</u>	
Pipe piling for dock and dolphins with corrosion protection (23,247 LF)	\$1,026,000
Fender piles (7,093 LF)	86,000
Treated timber (21,444 FBM)	22,500
Bolts, chains, and accessories	13,000
Rubber fenders	40,500
Deck Panels	<u>458,000</u>
Subtotal	\$1,646,000
Plus contingency (10%)	<u>164,600</u>
Materials Prepurchase Subtotal	<u>1,810,600</u>
Total Project Costs Through 1981	<u><u>\$ 3,798,300</u></u>

The remaining costs for construction anticipated in 1982 are summarized as follows:

<u>Task</u>	<u>Cost</u>
<u>Engineering Services</u>	
On-site inspection and services during construction	\$ 164,100
Subtotal	\$ 164,100
<u>1982 Construction</u>	
Pile driving	1,649,000
Pile caps	476,000
Girders and facings	313,000
Deck topping	127,100
Deck fittings	62,000
Mooring float	5,500
Dolphin installation (2)	165,000
Load testing	200,000
Cathodic protection	88,000
Mobilization	166,000
25-Ton forklift	88,500
65-Ton crane	360,000
Contingency and inflation (15%)	<u>555,000</u>
Construction Subtotal	<u>4,255,100</u>
Total 1982 Project Costs	<u><u>\$4,419,200</u></u>

H B

629

# STATE OF ALASKA

MAR 12 1982

JAY S. HAMMOND, GOVERNOR

DEPARTMENT OF TRANSPORTATION AND PUBLIC FACILITIES

DEPUTY COMMISSIONER - DESIGN AND CONSTRUCTION

POUCH Z  
JUNEAU, ALASKA 99811

December 16, 1981

RE: Starrigavian Bay to Katlian River

Alaska State Legislature - House  
Honorable Representative Ben Grussendorf  
Pouch  
Juneau, Alaska 99811

Dear Mr. Grussendorf:

As per your request for information concerning the \$51,000,000.00 estimate for the proposed project, Starrigavian Bay to Katlian River, the following is how the Department of Transportation and Public Facilities developed this cost.

During the early 1960's the State conducted a fairly detailed Reconnaissance study for a roadway between Starrigavian Bay and Rodman Bay. Within this report the sections of the subject roadway were described in detail, and preliminary estimates were developed. (See attached portions of report). At that time the estimated construction cost for the portion in question was approximately \$7,000,000.00 (1964). In 1980, the 1964 Reconnaissance estimates were updated to 1980 monies by the DOT/PF Southeast Region Design section. The method in which these estimates were updated was by applying standard inflation factors (See attached calculations) This brought the estimated construction costs to approximately \$24,000,000.00 (1980).

In May of 1981, Senator Richard I. Eliason, requested estimates for the subject project. The 1980 estimate was updated to \$26,000,000.00 (1981 base cost). In addition preliminary engineering, construction engineering and contingencies were calculated. This resulted in a total project cost in 1981 dollars of \$42,233,800.00.

A letter was sent to Senator Eliason transmitting total project cost estimates for program years 1981, 1982 and 1983. (See attached letter Deputy Commissioner Shumway to Senator Eliason)

These cost estimates are as follows:

<u>Program Year</u>	<u>Estimated Cost</u>
1981	\$42,233,800.00
1982	\$46,457,200.00
1983	\$51,102,900.00

If you should have any further questions concerning these costs, please feel free to contact me at your earliest convenience.

Sincerely,

  
R.D. Shumway  
Deputy Commissioner

cc: Charles Matlock

Attachments as Stated

is the largest single structure on the entire project. The bridge will span a gully 80 feet deep and 270 feet across. Costs for grading will be approximately \$1,140,000.00. Drainage including structures will cost approximately \$500,000.00 for a total cost of \$1,640,000.00.

Mile 39.6 to Mile 41.1

This section ties into logging roads which extend to the proposed end of the project. The terrain traversed by this section is hillside mountainous. Foundation materials are sedimentary graywacke bedrock overlain with unconsolidated materials of blue clayey silt and boulders. Volcanic ash is also present, overlaying the silt material. Clearing here will also be heavy, costing about \$7,000.00 per acre including grubbing. Costs for constructing this section are estimated at \$405,000.00.

Mile 41.1 to Mile 46.1 End of Project

As mentioned previously, logging roads comprise this section entirely. Although a present network of over 27 miles of road exists, these five miles of road are the only segment that is utilized on this project. Costs for widening, straightening, topping and replacing drainage structures will cost an average of \$125,000.00 per mile; for a total of \$625,000.00. The end of this project lies at the most desirable location for a ferry terminal.

SUMMARY:

A summary of costs are listed below:

1968

<u>STATION</u>		<u>COST</u>
Mile	0.0 - 1.0	\$ 305,000.00
Mile	1.0 - 2.5	1,455,000.00
Mile	2.5 - 3.75	510,000.00
Mile	3.75 - 7.0	5,055,000.00
Mile	7.0 - 11.0	2,270,000.00
Mile	11.0 - 20.0	2,700,000.00
Mile	20.0 - 30.0	5,200,000.00
Mile	30.0 - 36.0	2,210,000.00
Mile	36.0 - 39.6	1,640,000.00
Mile	39.6 - 41.1	405,000.00
Mile	41.1 - 46.1	625,000.00

Subtotal \$22,315,000.00

10% Contingencies \$ 2,237,500.00

TOTAL \$24,612,500.00

## RECONNAISSANCE STUDY REPORT

## OLD SITKA TO RODMAN BAY

JANUARY 1964

STATION BY STATION DISCUSSION:

The following paragraphs are a station by station discussion of the project:

Mile 0 to Mile 1.0

Mile 0 is approximately 500 feet before reaching the present end of the North Sitka Highway. It is necessary to start at this point to achieve the grade requirements at station mile 1.9.

A bridge costing approximately \$110,000.00 will be necessary to cross Starrigavan Creek. This bridge will be approximately 110 feet long and will handle a watershed area of 6.48 square miles. In addition to this runoff, there will be

approximately 8,000 square feet of tidal area in back of the proposed bridge site. The bridge will rest above a stream bed elevation of 8.5 feet.

The first one mile has moderate terrain with grades not exceeding six percent. Clearing and grubbing will cost approximately \$6,000.00 per acre for eight acres. Grading and drainage will cost approximately \$300,000.00 with an additional estimated \$5,000.00 for right of way acquisition.

It is pertinent to note that it will not be possible to utilize the Starrigavan Bridge and extension of the North Sitka Highway as proposed for construction in 1964 by the Bureau of Public Roads, the reason being that it is necessary to move the alignment as far west up the Starrigavan Valley as geometrically possible to achieve the 200 foot elevation at station mile 1.9 on maximum allowable grades.

#### Mile 1 to Mile 2.5

Mile 0.75 to mile 1.0 is on a plus grade of seven percent. From mile 1.0 to mile 1.9 is a plus grade of 10 percent. Terrain throughout this section is very severe. From mile 1.0 to mile 1.8 it will be necessary to cut partial rock benches into the hillside and make hillside fills as high as 75 feet. These high hillside fills will require abutment fills to retain them. Bedrock through mile 0.75 to mile 1.8 is sedimentary of a tough graywacke type. Rock benches are possible, however, the rock planes run parallel to the hillside and care in blasting would, of course, have to be utilized not to overbreak on the downhill side. Consideration would also have to be given not to construct fills that would deteriorate beneath their weight.

Three bridges will be required at mile 1.9 to cross active landslide areas. These bridges will be 210 feet, 150 feet, and 85 feet long. The slide areas are fault zones in the greenstone bedrock. The exposed rock, having a cross sectional shear face of  $\frac{1}{2}$  to 1, in addition to being faulted is weathered and broken. The point of crossing these slide areas is at an elevation of 200 feet. Mile 1.9 is the approximate middle ordinate of the vertical curve for the grades leading up

to and from this point. From this point partial rock benches on a minus grade of 10 percent will be necessary to station mile 2.3. Stable rock benches will be difficult here due to the lack of structural soundness of the greenstone rock that prevails throughout the Katlian Bay area. Mile 2.3 to mile 2.5 is of comparatively moderate terrain and would be of normal fill type construction. Earthwork on this section to mile 2.5 will cost approximately \$1,050,000.00, drainage will cost approximately \$15,000.00 and structures are collectively estimated at \$390,000.00. The earthwork includes the costs for clearing and grubbing.

Thorough studies of alternate routes were conducted in the field before arriving at the previously mentioned course. Two alternate routes were eliminated due to higher costs and lower standards. A shoreline route is not possible due to the extreme depths of water that would be necessary to cross. Depths in excess of 100 feet were encountered immediately off shore throughout the Katlian Bay area with the exception, of course, of Katlian River and South Fork River deltas. It is proposed that this section along with the previous section be let as a single contract to obtain the most economical bid.

#### Mile 2.5 to 3.75

This section of road would traverse across moderately mountainous type terrain. With the exception of 1,000 feet of standing timber, the entire section crosses an area that was logged off during 1961.

Alignment here would be to maximum allowable standards entailing reverse and broken back curves to maintain grades and balance quantities, thereby lowering costs. Grades would be, at best, defined as rolling with maximum grades reaching as high as eight percent. Drainage would best be handled using small bridges, as the debris left by past logging operations is enormous. These bridges would be single span averaging 45 feet in length and high enough to allow a small dozer to clean out the debris that would collect beneath them. There are seven of these bridges costing approximately \$20,000.00 each.

Topping material for this section, as with the previous sections, would come from the Starrigavan Creek area located at mile 0.5. This section is proposed as a single contract due to the enormity of the following section.

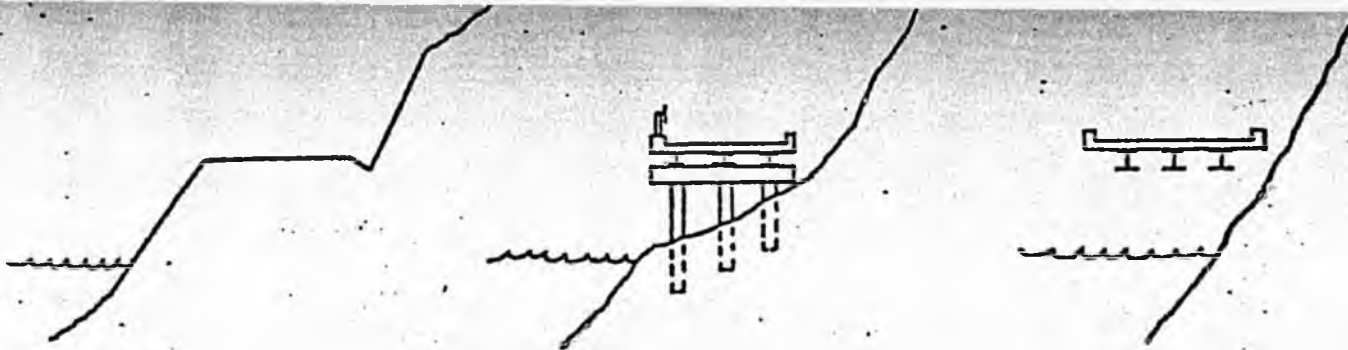
This section will cost approximately \$510,000.00 to construct.. This figure allows \$320,000.00 for grading, \$150,000.00 for drainage, and \$40,000.00 for clearing and grubbing. Miscellaneous items such as guardrail, turnouts, etc., are included in the grading estimate.

Mile 3.75 to Mile 7.0

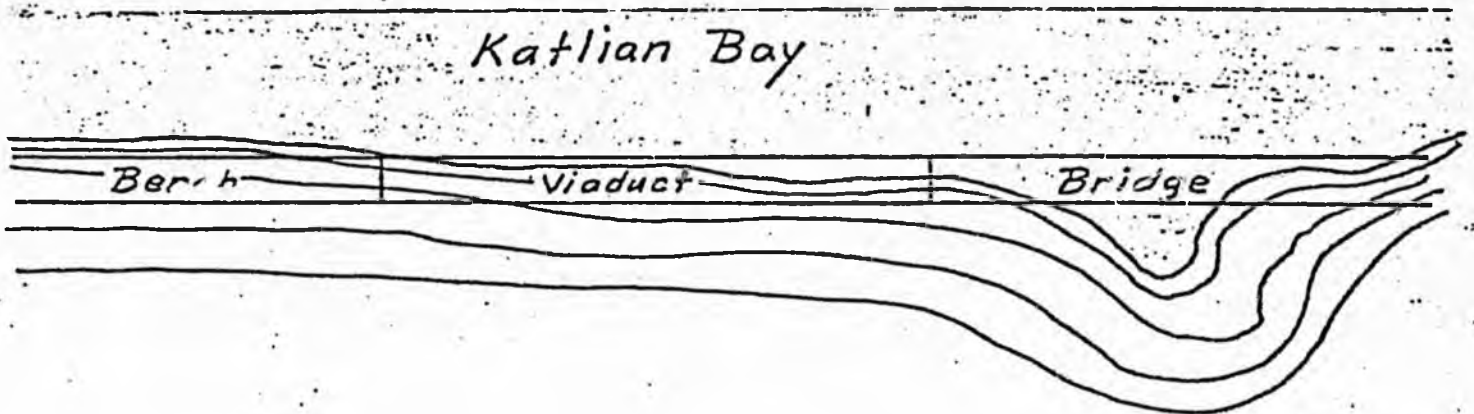
This section is discussed as a unit because it is necessary to extend this section of the project to the South Fork River basin or Katlian River basin areas to obtain the required amounts of select topping materials and concrete aggregate.

Terrain throughout all but the last 4,000 feet is extremely severe. The first 5,000 feet is a sheer rock face rising from the water on a 70-80 degree slope to an average elevation of 425 feet. This rock face is a faulted, weathered, and broken greenstone. The major fault zone extends south into Baranof Island over one mile. Large broken pieces of rock hang and balance on the face of these cliffs and, in some cases, these rock pieces reach the size of a lot size three story building. For reasons of safety, it would be necessary to remove the broken rock prior to the start of grading operations. Immediately offshore the depth of water reaches over 100 feet and rapidly gets deeper. In some places the rock face appears to overhang beneath the water. The next 8,000 feet has an abruptly changing profile with an average elevation of 45 feet. The last 3,000 feet is moderate rolling to flat terrain having foundation materials comprised of glacier gravel of the highest quality.

The first 5,000 feet will require cutting full rock benches where possible and concrete viaduct structure to full single span concrete bridges where only partial foundations are possible. These types of construction are illustrated on page six.



The sketch below illustrates where the different methods of construction would occur:



The above conditions exist for 5,000 feet. The actual construction would entail 950,000 cubic yards of unclassified excavation (rock) and 1,700 feet of concrete viaduct/bridge structure. The rock is priced at \$2.00 per yard and the concrete structures \$1,000.00 per lineal foot. 7,500 cubic yards of type I borrow and 2,500 cubic yards of type II borrow would be required. Both the type I and II borrow would cost about \$1.40 per yard including overhaul. 2,300 feet of guard rail is estimated at \$8.00 per foot. Miscellaneous items such as clearing would cost about \$3,000.00. These items collectively total \$3,635,000.00.

The next 8,000 feet will cost approximately \$760,000.00 including two bridges at mile 4.5 and mile 4.9, which are 100 and 210 feet long respectively. The last portion will cost \$660,000.00. This cost includes a major bridge 235 feet long at South Fork River.

#### Mile 7.0 to Mile 11.0

The terrain on this portion varies from flat to severe mountainous, as experienced at mile 3.8. The first 10,000 feet includes a major bridge at mile 6.8, the Katlian River. This bridge would be 260 feet long, costing approximately

# Sifters to Rodman Bay

①

## Proposed Construction Phases

- 1) Old Sifter to Katchewan River - 16 miles  
Approximate length = 16 miles
- 2) Katchewan River to Makwasina Passage  
Approximate length = 12 miles
- 3) Makwasina Passage to Fish Bay  
Approximate length = 10 miles
- 4) Fish Bay to Rodman Bay (EOP)  
Approximate length = 17 miles

Note: All cost are based on the 1964 Reconnaissance Report "Old Sifter to Rodman Bay" and inflated by a factor of 2.75 to reflect 1974 dollars and then by a factor of 1.59 to get into 1980 monies.

# Old Sitka to Kattian River

(2)

Proposed project length (approx) = 6 miles

Section No 1 - End of existing to Mile 1.50

$$\begin{aligned} \text{Est. cost (1964)} &= \$1,455,000^{00} \\ \times \text{Inflation factor} &= \underline{2.16} \end{aligned}$$

$$\begin{aligned} \text{Est. cost (1974)} &= \$3,142,800^{00} \\ \times \text{Inflation factor} &= \underline{1.59} \end{aligned}$$

$$\text{Est. Cost (1980)} = \underline{\$4,997,052^{00}}$$

Section No 2 - Mile 1.50 to Mile 2.75

$$\begin{aligned} \text{Est cost (1964)} &= \$510,000^{00} \\ \times \text{Inflation factor} &= \underline{2.16} \end{aligned}$$

$$\begin{aligned} \text{Est. cost (1974)} &= \$1,101,600^{00} \\ \times \text{Inflation factor} &= \underline{1.59} \end{aligned}$$

$$\text{Est. cost (1980)} = \underline{\$1,751,544^{00}}$$

Section No 3 - Mile 2.75 to Mile 6.00

$$\begin{aligned} \text{Est. cost (1964)} &= \$5,055,000^{00} \\ \text{Inflation factor} &= \underline{2.16} \end{aligned}$$

(3)

$$\frac{\text{Est cost (1974)} = \$10,918,800^{00}}{\text{Inflation factor} \quad 1.59}$$

$$\text{Est cost (1980)} = \underline{\underline{\$17,360,892^{00}}}$$

Summary

$$\text{Section No 1 est cost} = \$4,997,052$$

$$\text{Section No 2 est. cost} = \$1,751,544$$

$$\text{Section No 3 est. cost} = \underline{\underline{\$17,360,892}}$$

$$\text{Total estimated cost (1980)} = \underline{\underline{\$24,109,488^{00}}}$$

$$\text{Cost per mile} = 24,109,488 \div 6 = \underline{\underline{\$4,018,248^{00}}}$$

$$\text{SML} / 5 = 2-80$$

$$\text{Est cost (1980)} = \underline{\underline{\$24,109,488^{00}}}$$

$$\text{Inflation} \quad \underline{\underline{1.10}}$$

$$\text{Est. cost (1981)} = \underline{\underline{\$26,520,437^{00}}}$$

By: SML

PRELIMINARY COST ESTIMATE

Date: 5/20/81

Project Number                     

Title Old Sitka to Ketchikan River

Location Sitka - Length = 6 miles

Sitka - Length = 6 miles

\* Scope of Work New construction - construct a 23' (min) roadway between Stannish Bay and Ketchikan River - Program Yr. 1983

	1981 Base Cost	Percent* Contingency	Total 1981 Cost	Program Year	Estimated** Cost in Program Year
PRELIMINARY ENGINEERING	1,939.01	.30	2,585.7	1983	3,128.7
RIGHT-OF-WAY					
a. Incidentals	—	—	—	—	—
b. Land Acquisition	—	—	—	—	—
UTILITIES	—	—	—	—	—
CONSTRUCTION	26,520.4	.30	34,476.5	1983	41,716.6
CONSTRUCTION ENGINEERING (@ 15% of Construction)	3,918.1	.30	5,171.5	1983	6,257.5
TOTALS	32,437.5		42,233.8		51,102.9

\*Contingency factors (See attached)

\*\*Increases for inflation, by phase, in the program year after 1981:

<u>Program Year</u>	<u>Add for Inflation @ 10% Compounded</u>
1 1982	10%
2 1983	21%
3 1984	33%
4 1985	46%
5 1986	61%
6 1987	77%

\* Note: Earthwork includes heavy rock work. Extensive causeway structures.

# STATE OF ALASKA

DEPARTMENT OF TRANSPORTATION AND PUBLIC FACILITIES

JAY S. HAMMOND, GOVERNOR

Phone: 789-0841

May 21, 1981

Re: Starrigavan Bay and  
Katlian River

Alaska State Legislature - Senate  
Honorable Senator Richard I. Eliason  
Pouch V  
Juneau, Alaska 98111

Dear Mr. Eliason:

As per your request of May 13, 1981, the following are the estimated costs for a proposed roadway northeast of Sitka between Starrigavan Bay and Katlian River.

Base Year Cost 1981: \$42,233,800.00.

Base Year Cost 1982: \$46,457,200.00.

Base Year Cost 1983: \$51,102,900.00.

These estimated costs not only include the construction costs, but preliminary engineering, and construction engineering also.

If you should have any questions concerning these estimates, please feel free to contract me, at your earliest convenience.

Sincerely;

R. D. Shumway  
Deputy Commissioner  
Design and Construction  
DOT/PF

cc: Charles Matlock

Mort Cook

THE FOLLOWING DOCUMENT(S) MAY NOT FILM  
LEGIBLY BECAUSE OF POOR QUALITY OF THE  
ORIGINAL.

KATY TEST  
465-3824

PRELIMINARY COST ESTIMATE

By: SM  
Date: 5/20/81

Project Number

Title: Old Sifts to Katy River

Location: Sifts - Length - Curves

\* Scope of Work: New Construction - Construct a 28' (min) wide roadway between Jammer River and Katy River - Program Yr. 1983

	1981 Base Cost	Percent Contingency	Total 1981 Cost	Program Year	Estimated** Cost in Program Year
PRELIMINARY ENGINEERING	1,939.0	.30	2,585.7	1983	3,128.7
RIGHT-OF-WAY					
a. Incidentals	—	—	—	—	—
b. Land Acquisition	—	—	—	—	—
UTILITIES	—	—	—	—	—
CONSTRUCTION	26,510.4	.30	34,472.5	1983	41,714.6
CONSTRUCTION ENGINEERING (@ 15% of Construction)	3,978.1	.30	5,171.5	1983	6,257.5
TOTALS	32,437.5		42,338		51,102.9

\*Contingency factors (See attached)  
\*\*Increases for inflation, by phase, in the program year after 1981:

Program Year	Add for Inflation @ 10% Compounded
1 - 1982	10%
2 - 1983	21%
3 - 1984	33%
4 - 1985	46%
5 - 1986	61%
6 - 1987	77%

\* Note: Earthwork includes heavy rock work including causeway structures.

Rep. Grossman

Special Appro. of \$1,102,900  
for the preliminary engineering  
construction engineering and construction  
costs for a Roadway NE of Sitka  
between Starvigwan Bay and Kallum  
River

(Base year cost 1983)

THE PRECEDING DOCUMENT(S) MAY NOT FILM  
LEGIBLY BECAUSE OF POOR QUALITY OF THE  
ORIGINAL.

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This bill provides funding for the expansion of the Dillingham Dock and expansion of the Dillingham Harbor, 3 million for the Dock, and 9 million for the Harbor.

The City of Dillingham Public Dock Facility serves three major barge lines and is the distribution point for some 28 area villages.

This cargo arrives via container ships and containers are left for periods of time between sailings. In order to accommodate the number of vans and flats they were stacked three high. This required a great deal of shuffling for distribution to customers and during certain periods cargo had to be left behind because of being completely inaccessible at time of loading literage scows. The Winter of 1979 many school construction materials were stockpiled along with Nanek Electric materials all winter due to missing sailings. The fall of 1981 we had three heavily loaded barge lines arrive within the same 1½ week. One alone had 60 vans for Dillingham. Until you have seen our postage stamp staging area its hard to visualize this operation.

The existing dock facility consists of wood piling and wood plank construction. It was never designed to carry the weights currently hauled across it. The original 25% was constructed in 1972 as a part of the EDA Cold Storage project. There has been 2 additional widths added by various fundings.

#### BENEFITS

1. Reduction in operating costs of the facility due to less maintenance. Current dock requires extensive yearly repairs.
2. Greater safety factor due to less congestion in area, and adequate strength.
3. Enough additional space to allow fish boats hoisted for repairs without danger of the boat being hit by a container.
4. Enable literage barges to have containerized cargo loaded intact, because of large crane being able to be utilized on new dock.
5. Provision of adequate area for the Dillingham Cold Storage plant.

Boat Harbor is all yours.

This bill provides funding for the expansion of the Dillingham Dock and expansion of the Dillingham Harbor, 3 million for the Dock, and 9 million for the Harbor.

The City of Dillingham Public Dock Facility serves three major barge lines and is the distribution point for some 28 area villages.

This cargo arrives via container ships and containers are left for periods of time between sailings. In order to accommodate the number of vans and flats they were stacked three high. This required a great deal of shuffling for distribution to customers and during certain periods cargo had to be left behind because of being completely inaccessible at time of loading literage scows. The Winter of 1979 many school construction materials were stockpiled along with Nanek Electric materials all winter due to missing sailings. The fall of 1981 we had three heavily loaded barge lines arrive within the same 1½ week. One alone had 60 vans for Dillingham. Until you have seen our postage stamp staging area its hard to visualize this operation.

The existing dock facility consists of wood piling and wood plank construction. It was never designed to carry the weights currently hauled across it. The original 25% was constructed in 1972 as a part of the EDA Cold Storage project. There has been 2 additional widths added by various fundings.

#### BENEFITS

1. Reduction in operating costs of the facility due to less maintenance. Current dock requires extensive yearly repairs.
2. Greater safety factor due to less congestion in area, and adequate strength.
3. Enough additional space to allow fish boats hoisted for repairs without danger of the boat being hit by a container.
4. Enable literage barges to have containerized cargo loaded intact, because of large crane being able to be utilized on new dock.
5. Provision of adequate area for the Dillingham Cold Storage plant.

Boat Harbor is all yours.

H B

635

1 IN THE HOUSE

BY FANNING,

2 HOUSE BILL NO. 635

3 IN THE LEGISLATURE OF THE STATE OF ALASKA

4 TWELFTH LEGISLATURE - SECOND SESSION

5 A BILL

6 For an Act entitled: "An Act relating to the operation of implements of  
7 husbandry upon the highway."

8 BE IT ENACTED BY THE LEGISLATURE OF THE STATE OF ALASKA:

9 \* Section 1. AS 28.10.011(1) is amended to read:

10 (1) driven or moved on a highway only for the purpose of  
11 crossing the highway from one private property to another [, INCLUDING  
12 AN IMPLEMENT OF HUSBANDRY AS DEFINED BY REGULATION];

13 \* Sec. 2. AS 28.10.011 is amended by adding a new paragraph to read:

14 (12) an implement of husbandry.

15 \* Sec. 3. AS 28.35 is amended by adding a new section to read:

16 Sec. 28.35.246. OPERATION OF OVERSIZED IMPLEMENTS OF HUSBANDRY.

17 (a) The department may require a special permit to drive or move an  
18 implement of husbandry upon a highway more than ~~20~~<sup>30</sup> miles in a single  
19 movement if the implement exceeds the size limitation for vehicles  
20 established by the Department of Transportation and Public Facilities .

21 (b) The owner or operator of an implement of husbandry that  
22 exceeds the size limitation for vehicles established by the Department  
23 of Transportation and Public Facilities ~~may not~~<sup>shall</sup> be required to display  
24 flags, signs or other warning devices on the implement, ~~or have~~ The  
25 implement ~~preceded~~<sup>preceded</sup> or followed by a pilot vehicle ~~when the implement is~~  
26 driven or moved upon a highway, ~~not more than one mile,~~

27 \* Sec. 4. AS 28.35.260 is amended by adding a new paragraph to read:

28 (19) "implement of husbandry" means a vehicle designed or  
29 adapted and used primarily for agricultural, horticultural or

1 livestock-raising operations and only incidentally moved upon the  
2 highway.

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FEB 20 1982

REQUESTED AMENDMENT ON

HOUSE BILL NO. 635

Sec. 26.35.246. OPERATION OF OVERSIZED IMPLEMENTS OF HUSBANDRY.

(a) should be changed to read:

The department shall not require a special permit to drive on or move an implement of husbandry upon a highway for less than 30 miles in a single movement, if the implement exceeds size limitations established by the Department of Transportation and Public Facilities.

*Jessie L. Wenegeant*  
Chairman Interim Housing Assoc.  
Legislative Comm.

SR Box 51034

Fbks. AK. 99701.

488-9269.

1 IN THE HOUSE

BY FANNING,

2 HOUSE BILL NO. 635

3 IN THE LEGISLATURE OF THE STATE OF ALASKA

4 TWELFTH LEGISLATURE - SECOND SESSION

5 A BILL

6 For an Act entitled: "An Act relating to the operation of implements of  
7 husbandry upon the highway."

8 BE IT ENACTED BY THE LEGISLATURE OF THE STATE OF ALASKA:

9 \* Section 1. AS 28.10.011(1) is amended to read:

10 (1) driven or moved on a highway only for the purpose of  
11 crossing the highway from one private property to another [, INCLUDING  
12 AN IMPLEMENT OF HUSBANDRY AS DEFINED BY REGULATION];

13 \* Sec. 2. AS 28.10.011 is amended by adding a new paragraph to read:

14 (12) an implement of husbandry.

15 \* Sec. 3. AS 28.35 is amended by adding a new section to read:

16 Sec. 28.35.246. OPERATION OF OVERSIZED IMPLEMENTS OF HUSBANDRY.

17 (a) The department <sup>shall</sup> ~~may~~ require a special permit to drive or move an  
18 implement of husbandry upon a highway <sup>for</sup> more than 30 miles in a single  
19 movement if the implement exceeds the size limitation for vehicles  
20 established by the Department of Transportation and Public Facilities .

21 (b) The owner or operator of an implement of husbandry that  
22 exceeds the size limitation for vehicles established by the Department  
23 of Transportation and Public Facilities <sup>shall</sup> ~~may not~~ be required to display  
24 flags, signs or other warning devices on the implement or have the  
25 implement preceded or followed by a pilot vehicle when the implement is  
26 driven or moved upon a highway, ~~not more than one mile.~~

27 \* Sec. 4. AS 28.35.260 is amended by adding a new paragraph to read:

28 (19) "implement of husbandry" means a vehicle designed or  
29 adapted and used primarily for agricultural, horticultural or

1 livestock-raising operations and only incidentally moved upon the  
2 highway.  
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ALASKA STATE LEGISLATURE  
HOUSE OF REPRESENTATIVES  
RESEARCH AGENCY

Pouch Y, State Capitol  
Juneau, Alaska 99811  
(907) 465-3991

March 23, 1982

MEMORANDUM

TO: Representative Ken Fanning

FROM: Jonathan Sherwood  
Research Staff

RE: Research Request 82-88  
HB 635 Farm Implement Bill

One of the provisions of the Transportation Committee Substitute for House Bill 635 would permit the operation of implements of husbandry that exceed the State's restriction of vehicle size to travel on the highway for distances of less than thirty miles without obtaining a permit. Gail Thibodeau of your staff requested that we determine what policies other states have regarding the operation of farm implements on highways, and she also requested that we provide information concerning any liability that states might incur as a result of allowing farm implements to travel on the highways. We have contacted highway officials in Idaho, Iowa, Minnesota, North Dakota, and Oregon and obtained information on these states' policies regarding this matter.

All of the states we contacted allow implements of husbandry to travel on the highway without permits in some or most instances. None of the states requires a pilot car for oversized vehicles, and no state posts signs along the highway warning of the possible use of the highway by oversized implements of husbandry. In addition, none of the officials contacted in the five states were aware of any instances where the state had been held liable for accidents resulting from the use of highways by oversized farm implements.

In Idaho, implements of husbandry are allowed to travel on the highway in daylight hours without a permit, provided that a red flag is displayed on the left front of the implement and the orange warning triangle indicating a slow moving vehicle on the back of the implement. Implements of husbandry are not permitted to operate on the highways at speeds greater than 30 miles per hour. Ray Lawer, of the Idaho Highway Permit Section of the Idaho Department of Transportation, was not aware of any instances where Idaho was held liable for accidents involving implements of husbandry on the highway.

Iowa does not require a permit for implements of husbandry to travel on the highway. Implements may not travel at speeds above 30 miles

Representative Fanning  
March 23, 1982  
Page Two

per hour and must display an orange slow-moving vehicle triangle. Only daylight operation is permitted on state highways.

In Minnesota, implements of husbandry can travel on the highway for distances of up to 50 miles without a permit, provided they display an orange slow-moving vehicle triangle. Implements are also permitted to operate at night if they have proper lights for night operation. According to Gene Ofstead, legislative liason for the Department of Transportation in Minnesota, the state has never had any problems with liability as a result of accidents involving farm implements on the highway, although such accidents are fairly common.

In North Dakota, farm implements may travel on the highway during daylight hours and must display the orange slow-moving vehicle triangle. No permit or pilot vehicle is required. In North Dakota, the state has sovereign immunity, and therefore cannot be held liable for accidents involving farm implements.

Oregon is the only state we contacted that has separate regulations for the movement of farm implements on the Interstate. In Oregon, a permit is required for an implement of husbandry to travel on the Interstate, but permits are not required for other highways unless the implement exceeds the State's vehicle weight limits. Implements of husbandry are required to display the slow-moving vehicle triangle. Farm implements are not required to have pilot vehicles; however, according to Carla Owens, Asst. Permit Supervisor with the Oregon Department of Transportation, many farmers use pilot vehicles anyway.

---

If you have any questions, or if we can be of further assistance, please do not hesitate to contact us.

JS

FISCAL NOTE

I. REQUEST  
 Bill/Resolution No. CSHB 635 Re operation of implements of husbandry  
 Title upon the highway.  
 Requested by House Transportation Date 3/17/82

II. FISCAL DETAIL  
 Agency Affected Department of Transportation & Public Facilities  
 Program Category Affected \_\_\_\_\_  
 BRU, Program, Or Subprogram(s) Affected \_\_\_\_\_  
 (Note: If more than one budget component is affected, separate line-item amounts and funding for each component in the analysis section.)

EXPENDITURES (Thousands of Dollars)

	FY 82	FY 83	FY 84	FY 85	FY 86	FY 87
100 PERSONAL SERVICES						
200 TRAVEL						
300 CONTRACTUAL						
400 COMMODITIES						
500 EQUIPMENT						
600 LAND & STRUCTURES						
700 GRANTS, CLAIMS, ETC.						
<b>TOTAL</b>		35.0				

FUNDING (Thousands of Dollars)

GENERAL FUND		35.0				
FEDERAL FUNDS						
OTHER (Specify Source)						

POSITIONS

FULL TIME						
PART TIME						
TEMPORARY						

III. ANALYSIS (See Fiscal Note Preparation Instruction, Section III)  
 An estimate of 500 miles of roadway requiring signing was used, with a sign being required each 10 miles, one each side of the road.

$$500 \text{ miles} \div 10 \times 2 = 100 \text{ signs} - \text{estimated cost installed per sign} = \$350$$

$$\text{Total cost} = \$35,000$$

The desire to remove the need for a separate permit for each move, especially when they are in same area each time is understood. Removing the requirement for pilot cars on any move of less than 30 miles would in some cases cause a serious hazard to the traveling public and subject the state to liabilities. Under this bill, an operator of an implement of husbandry could, without pilot cars, move a vehicle down the road which entirely blocked the traveling surface as well as the shoulders. A vehicle traveling in the opposite direction could round a corner and find the entire roadway blocked.

This fiscal note does not attempt to estimate any costs involved with these risks.

IV. DATE 3/19/87 PREPARED BY RON LIND  
 AGENCY DOTPE

Original: Legislative Finance PHONE 465-3900

cc: Budget and Management  
 Prime Sponsor (First Legislator Named)

H B

6488-

HB 654

(Tran Backup)

FEB 22 1982

February 18, 1982

Tony Oney  
2631 West 100th  
Anchorage, Ak. 99502

Betty Cato  
Chairman, House Transportation Comm.  
Pouch V  
Juneau, Alaska 99811

Dear Rep. Cato:

I am a strong supporter of your house bills 648 thru 654. The abusive way the Dept. of Transportation has switched funds appropriated and bonded from one project to another must be stopped.

I especially feel H.B. 654 will go a long way in bringing fiscal responsibility to these projects. The Kennicott and Lakina bridges were one casualty of D.O.T.'s gamesmanship.

I would personally like to see the money be returned and these bridges built as promised when the bonding was voted and passed by the people.

Keep up the good work.

Sincerely,

Tony Oney

TO/jp



Jim Harrower  
SRA BOX 809  
ANCHORAGE, AK 99502  
(907) 344-5697

FEB 22 1982

Feb 19, 1982

Betty Cato  
Chairman, House Transportation Comm.  
Pouch V  
Juneau, Ak 99811

Dear Rep Cato,

Several years ago there were public hearings re bridges across the Kennicott and Lishina Rivers. The public testimony was overwhelmingly in favor of immediate construction. The funds were appropriated and through some mystery ended up to complete a project near Juneau.

I understand that your house bills 649 thru 654 will go a long way toward putting an end to this type of irresponsible activity on the part of D.O.T. I therefore am in full support of them.

I would like to see the above bridges completed in 1982 as they are already two yrs past due.

Sincerely

Jim Harrower

# Report attacks transportation bureaucracy

by Bill White  
Times Journal Bureau

Juneau — The state Department of Transportation is described as plodding, inefficient and unresponsive to the needs of the state in a just-released legislative report.

The department should be decentralized and stripped of some of its authority so that projects that often take years to begin after they are funded can get moving, said the report by the House Transportation Committee, which conducted a year-long examination of the agency.

Since fiscal year 1975, "the Legislature has appropriated approximately \$3.8 billion for capital improvement projects. However, capital expenditures average less than \$300 million" a year from that year through fiscal 1980, the report said. "At June 30, 1980, approximately \$825 million remained unexpended. Status reports list allocations for capital improvement projects that date to 1972. Many projects funded in 1974-75 are still in the design state."

Committee Chairwoman Bette Cato, D-Valdez, has proposed a seven-bill package to revamp the department so it will begin projects faster. Hearings on several of the bills, which are priority legislation for the House ruling coalition, are set for next week.

"The department has become so large that it is inefficient. The new plan would make (it) more responsive in getting projects to the construction phase," Cato has said.

The report recommended removing responsibility for state buildings from the department and giving it to the Department of Administration. It also suggested creating five districts in the state each with authority over its region.

The decentralization proposal has been around for some time. Several years ago the department set up offices of its design and construction unit in Anchorage, Fairbanks and Juneau. And a year ago, Lt. Gov. Terry

Miller recommended in a memo to the governor that the regional manager system be revived.

"Without regional authority and responsibility, the lines of responsibility are unclear," the report said.

"It is often not possible to determine who in the department is responsible for a (construction) project or any portion of a project either by individual or even by region. Further, often there is no one person who has overall authority and responsibility for (the construction programs)," according to the report.

Delays have become a matter of routine, it suggested. In one case, an audit revealed the department took 19 months to notify the Health and Social Services Department that it didn't have enough money to install sprinklers at the Alaska Psychiatric Institute.

The report also questioned the massive size to which the Transportation Department has grown. It's "the largest department in the state with over 3,300 authorized operating and (construction program) employees. Considering that the department is to contract for all professional services over \$5,000, this is an extremely high number of employees."

Other recommendations of the report are:

- Letting local governments run projects within their boundaries.

- Setting up a transportation board to insure public participation. The board would appoint a commissioner to be approved by the governor.

- Changing the fiscal year to start in October, when the federal fiscal year begins. This would let the department get its funding from both the state and federal governments at the same time.

- Severing the planning and construction functions.

- Establishing a Alaska Marine Highway Authority.

INTRODUCTION OF BILLS (House)

Legislators  
(per diem)

HOUSE BILL NO. 647, by Rep. Fanning. Relates to the payment of legislative per diem--prohibits payment of per diem past the 100th day of a regular session. Also prohibits payment of per diem after the seventh day of the session to a member of a house for which a permanent presiding officer has not been chosen--payment to resume after selection of presiding officer. Provides Act takes effect January 1, 1983.

Introduced January 11 and referred to State Affairs, then to Finance.

Department of  
Transportation  
(changes in  
responsibil-  
ities)

HOUSE BILL NO. 648, by the Transportation Committee. Transfers functions of the Public Facilities section of The Department of Transportation and Public Facilities (DOTPF) to the Department of Administration (DOA), and makes "clean-up" changes in statutory references to DOTPF. Creates the Department of Transportation, making the Dept. of Administration responsible for the planning of all public facilities, with the exception of transportation facilities. DOA would also be responsible for acquiring federal funding and for energy conservation measures in public buildings.

Repeals AS 44.42.020(a)(13) - (15), powers and duties of DOTPF relating to public building inventory, energy performance standards, and planning assistance. AS 44.42.055, the State public facilities plan (new section added in bill, giving responsibility for annual submission and revision by Commissioner of Administration). AS 44.-42.065, relating to conservation of energy in public buildings-- (transferred to DOA in bill). AS 44.42.080(a), relating to capital project funds (also transferred to DOA in bill).

Provides Act takes effect July 1, 1982.

Introduced January 11 and referred to Transportation, then to Finance.

Department of  
Transportation  
(regional  
directors)

HOUSE BILL NO. 649, by the Transportation Committee. Establishes five Dept. of Transportation & Public Facilities regions within the state (currently there are established regions, but no certain number is indicated), each with its own director. Outlines qualifications and duties of regional transportation and public facilities director, which include:

Qualifications--six years experience in transportation construction or engineering.

Duties--responsible for planning, design and construction within region; proposal of program plans, budget requests, and performance reports.

Provides Act takes effect July 1, 1982.

Introduced January 11 and referred to Transportation, then to Finance.

INTRODUCTION OF BILLS (House)

Capital  
Improvement  
Projects  
(by the  
legislature)

HOUSE BILL NO. 650, by the Transportation Committee. Relates to capital improvement projects proposed by the Legislature (additions to those proposed by the Governor), providing legislative projects will be funded in two phases: ". . .(1) the first phase is a two-year budget cycle to provide funding to determine the feasibility of the project, prepare accurate cost estimates, identify potential legal problems, and conduct surveys and other necessary planning and pre-design work; (2) the second phase is the project construction funding phase and shall be based on the results of the estimates produced by the first phase." Emergency appropriations do not require detailed planning. Outlines procedures for legislative appropriations by region, and forms to be used. Does not provide for an effective date.

Introduced January 11 and referred to Transportation, then to Finance.

AK Marine  
Highway  
Authority  
(establishing)

HOUSE BILL NO. 651, by the Transportation Committee. Establishes Alaska Marine Highway Authority for the operation, management, and planning and construction of facilities for the Marine Highway System. The Authority is a public corporation of the state within the Dept. of Transportation & Public Facilities. The Authority shall consist of eight directors, appointed by the Governor for a four-year term. Provides for the preparation of a long-range plan for the development and improvement of the Marine Highway System, and under the duties outlined for the Authority the bill states: ". . . the authority may. . .(9) operate, maintain, improve, and extend a system of ferries connecting with the public roads and highways of the state and including the boats, vessels, wharves, docks, approaches, landings and appurtenances the authority determines to be necessary or desirable for safe and efficient operation of the ferry system so as to best serve the public;. . .". Authorizes the Authority to issue revenue bonds to pay the cost of part or all of any capital improvements to the Marine Highway System. Also gives the Authority the power of eminent domain and purchasing for the acquisition of land, rights-of-way, and materials necessary to improve the ferry system. Further sections of the bill relate to the transfer of responsibilities from DOTPF to the Authority. Does not provide for an effective date.

Introduced January 11 and referred to Transportation, then to Finance.

Municipal  
Highway  
Maintenance

HOUSE BILL NO. 652, by the Transportation Committee. Provides for local control of state highway maintenance by a unified municipality or home rule or first class city with a population of more than 1,000. Municipality may request the transfer of responsibility by a resolution of its governing body. Terms and conditions of transfer of responsibility to be determined by negotiations between the Commissioner of Transportation & Public Facilities and municipal officials. If they enter into an agreement, the Commissioner shall pay an annual amount to the municipality which is adjusted annually for inflation. Provides Act takes effect July 1, 1982.

INTRODUCTION OF BILLS (House)

HB 652 (cont'd)

Introduced January 11 and referred to Transportation, then to Finance.

DOTPF Fiscal  
Year Change

HOUSE BILL NO. 653, by the Transportation Committee. Changes the fiscal year of the Dept. of Transportation and Public Facilities to October 1 of each year, ending on the following September 30. Adds new section which provides that unexpended balances of one-year appropriations lapse on September 30, with the exception of valid obligations (encumbrances), which are automatically reappropriated for the FY beginning on the succeeding October 1 if it is recorded with the Dept. of Administration by Nov. 30 of the succeeding FY. Provides the unexpended balance of an appropriation for a capital project to DOTPF does not lapse into the General Fund and shall be carried over to the subsequent FY. Provides Act takes effect June 30, 1982.

Introduced January 11 and referred to Transportation, then to Finance.

Board of  
Transportation  
(establishing)

HOUSE BILL NO. 654, by the Transportation Committee. Establishes the Board of Transportation at the head of the Department of Transportation, and provides it with decision-making functions presently held by the Commissioner of DOTPF. Provides the Board shall appoint the Commissioner, subject to the approval of the Governor, with the Commissioner being the principal executive officer of the Department. The Board is to consist of seven members, appointed by the Governor, and subject to legislative confirmation. Five members are to be appointed from the districts described in HB 649 (page 36), and the other two are to be appointed from the state at large. Outlines qualifications necessary for members. The Board is also given power to adopt regulations, establish regional offices, develop the State transportation plan and the facility procurement plan, and apply for federal funds.

Repeals AS 44.42.010 (DOTPF, Commissioner of Transportation and Public Facilities), and AS 44.42.020 (DOTPF, Powers & Duties). Provides Act takes effect July 1, 1982.

Introduced January 11 and referred to Transportation, then to Finance.

Hydro  
Financing  
Plan

HOUSE BILL NO. 655, by the Rules Committee by Request of the Governor. (See Senate Bill No. 646, page 11, identical).

Introduced January 12 and referred to Resources, then to Finance.

Parental  
Rights  
(relinquish-  
ment)

HOUSE BILL NO. 656, by the Rules Committee by Request of the Governor. Relates to adoption and the relinquishment of parental rights, and was drafted as a result of a State Supreme Court decision (see Governor's letter). Provides Act does not affect the validity of rights executed before the effective date of the Act. Does not provide for an effective date.

JAN 27 1982

# STATE OF ALASKA

THE LEGISLATURE

BUDGET AND AUDIT COMMITTEE

AUDIT DIVISION  
POUCH W—ALASKA OFFICE BUILDING

JUNEAU, ALASKA 99811

January 26, 1982

The Honorable Bette M. Cato  
Chairman  
House Transportation Committee  
State Capitol  
Pouch V  
Juneau, Alaska 99811

Dear Ms. Cato:

We have reviewed proposed legislation introduced by your committee making certain changes to the Department of Transportation and Public Facilities.

Our review was made in consideration of recommendations contained in our performance review of the Department's Capital Improvement Program. The following comments are provided on only those bills that relate to issues raised in our series of five reports.

## House Bill No. 650

HB 650 proposes amending Title 37 to require a two-year budget cycle for legislative additions to capital improvements proposed by the Governor and, in addition, requires the use of allocations within appropriations and the use of the capital project budget form.

This bill exactly addresses the recommendations we made for expediting the expenditure of capital project appropriations.

## House Bill No. 649

Sections one and two of HB 649 require the establishment of five specific regions of the Department's organization. Section three details the duties of the five regional transportation and public facilities directors.

The Honorable Bette M. Cato  
January 26, 1982  
Page 2

As you know, we recommended the Department increase regional authority and responsibility to provide for more efficient and effective operations of the capital project program. One area we did not review was the number of regions the Department needed. Therefore, we are not sure if there is a need for five regions for all functions of the Department.

One aspect of this bill that causes us some concern is the degree of authority given to the regional directors, or more specifically, the reduced authority of the Commissioner prescribed in AS 44.42.045(b).

We agree that increased regional planning and program authority is desirable, however, there is also a need for a central office function to provide a coordinated statewide program. We feel the Commissioner should be vested with all necessary authority to ensure regional consistency and coordination.

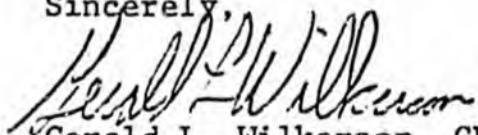
House Bill No. 653

HB 653 proposes changing the Department's fiscal year end to September 30. Although we did not address this issue in our reports, we did closely review the Department's accounting and control of their project system.

The Department could benefit from such a change primarily due to the construction season and the federal fiscal year. However, significant accounting problems would result in the Department of Administration relating to the State's accounting system. Administration's Division of Finance would be in the best position to describe the difficulties of accounting for only one State Department on a different fiscal year.

If you have any questions or would like to discuss the contents of this letter, please feel free to contact me at 465-3830.

Sincerely,



Gerald L. Wilkerson, CPA  
Legislative Auditor  
Division of Legislative Audit

# STATE OF ALASKA

AUDIT DIVISION  
POUCH W—ALASKA OFFICE BUILDING

## THE LEGISLATURE

FINANCE DIVISION  
POUCH WF—STATE CAPITOL

BUDGET AND AUDIT COMMITTEE

JUNEAU, ALASKA 99811

January 16, 1981

SUMMARY OF: Phase V, A Performance Review of the Department of Transportation and Public Facilities, Capital Improvement Program, December 30, 1980.

### PURPOSE OF THE REVIEW

In accordance with the provisions of Title 24 of the Alaska Statutes and a special request of the Legislative Budget and Audit Committee, we have conducted a multiphase review of the Department of Transportation and Public Facilities' Capital Improvement Program (CIP).

This report, Phase V, summarizes the most crucial recommendations that should be implemented to improve the program and makes further recommendations for improvements to the capital budgeting and appropriation process Statewide.

### FINDINGS AND RECOMMENDATIONS

1. The Department should provide for long-range planning of capital projects.
2. The Department should budget all planning and overhead costs and should prohibit these budgeted units from obtaining additional funding through the reallocation of capital project appropriations.
3. The Department should develop a regional organization structure to improve the efficiency of administering the CIP within each region.
4. The Department should develop an overhead accounting system to equitably allocate costs to CIP projects.
5. The Department should improve project accounting and fiscal controls of their capital project accounting system.
6. DOTPF should develop accurate and timely financial information for use by project managers.

PHASE V  
A PERFORMANCE REVIEW OF  
THE DEPARTMENT OF TRANSPORTATION  
AND PUBLIC FACILITIES  
CAPITAL IMPROVEMENT PROGRAM

December 30, 1980

Audit Control Number  
25-21-1002-R

Commissioner, Department of Transportation  
and Public Facilities

Robert W. Ward

Deputy Commissioners, Department of  
Transportation and Public Facilities:

Administration and Marine Operations  
Planning and Programming  
Maintenance and Operations  
Design and Construction

Ron B. Lind  
John Bates  
Patrick Ryan  
Ray Shumway

# STATE OF ALASKA

AUDIT DIVISION  
POUCH W—ALASKA OFFICE BUILDING

## THE LEGISLATURE

FINANCE DIVISION  
POUCH WF—STATE CAPITOL

BUDGET AND AUDIT COMMITTEE

JUNEAU, ALASKA 99811

January 12, 1981

Members of the  
Legislative Budget and Audit Committee:

In accordance with the provisions of Title 24 of the Alaska Statutes, the attached report is submitted for your review.

PHASE V  
A PERFORMANCE REVIEW OF  
THE DEPARTMENT OF TRANSPORTATION  
AND PUBLIC FACILITIES  
CAPITAL IMPROVEMENT PROGRAM

December 30, 1980



Gerald L. Wilkerson, CPA  
Legislative Auditor  
Division of Legislative Audit

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## PURPOSE OF THE REVIEW

In accordance with the provisions of Title 24 of the Alaska Statutes and a special request of the Legislative Budget and Audit Committee, we have conducted a multiphase review of the Department of Transportation and Public Facilities' Capital Improvement Program (CIP).

Phase I was conducted to obtain a working knowledge of the various facets of the program and to identify potential problem areas for further detailed review.

Based on the findings of that review, Phase II was then conducted to examine various appropriation compliance and control weaknesses and made recommendations for improvement.

Phase III addressed problems identified in the Department's overhead accounting and recommended an equitable overhead costing system.

Phase IV was conducted to review the Department's project control system and made recommendations to improve project control and provide greater working continuity within the Department's structure.

This report, Phase V, summarizes the most crucial recommendations that should be implemented to improve the Capital Improvement Program and makes further recommendations for improvements to the capital budgeting and appropriation process Statewide.

## ORGANIZATION AND FUNCTION

The Department of Transportation and Public Facilities (DOTPF) was created by Executive Order No. 39, effective July 1, 1977. The new department resulted from the consolidation of the Department of Highways and the Department of Public Works. The reasoning behind the consolidation was that "the state would best be served by the creation of a single department for the planning, study, development, management and operation of integrated, intermodal transportation systems".

The purpose of DOTPF is to evaluate, plan, design, construct, manage, operate, and maintain all State transportation modes, transportation facilities, and buildings. To accomplish this purpose, the Department is organized under the Commissioner into four branches of management responsibility as follows:

Planning and Programming Branch (P&P) is responsible for planning future capital development, preparing a Statewide transportation and facilities plan, and the capital budget. They have also assumed administrative, financial, and management responsibilities paralleling the other branches. P&P has three divisions by region located in Fairbanks, Anchorage, and Juneau.

Design and Construction Branch (D&C) is responsible for designing and constructing the projects. They also assist P&P by providing construction cost estimates, suggestions for future capital projects, and in pre-design work. D&C's divisions are organized by project mode with a Highways director and a Waters and Harbors director located in Juneau, and an Aviation director and Public Facilities director located in Anchorage.

Maintenance and Operations Branch (M&O) is the operating arm of DOTPF but also has CIP responsibility. M&O repairs and constructs small projects, maintains completed projects, and provides P&P with cost estimates and suggestions for future capital projects.

The Administrative Branch is responsible for the Divisions of Support Services, Financial Management, and the State Equipment Fleet. Included with these divisions are the Offices of External Civil Rights and Equal Employment Opportunity for the Department. They provide accounting, personnel, and administrative support for P&P, D&C, and M&O.

## RECENT HISTORY

DOTPF is the largest department in the State with in excess of 3,300 authorized operating and CIP employees with Fiscal Year 1981 operating appropriations in excess of \$175 million.

The increased emphasis on capital appropriations in recent years has greatly impacted DOTPF. Since Fiscal Year 1975, the Legislature has appropriated in excess of \$3.8 billion for capital improvements Statewide, of which approximately 70% was appropriated directly to DOTPF. Much of the remaining 30% ultimately becomes the responsibility of DOTPF through Reimbursable Services Agreements with other State agencies (see Appendix A for a graph of CIP appropriations and expenditures).

In addition to the increased demands placed on the Department through capital appropriations, other problems continue to hinder the Department's progress. Increasing federal requirements and ongoing conflicts with federal agencies frequently delay federal approvals and funding. Personnel problems exist primarily due to strong ties to the old departments and "the way things used to be". This has created conflicts within the relatively new department which have hindered management's efforts towards progress.

The leadership and management of DOTPF are dedicated to resolving these issues and others in order to achieve the Department's goals. In the last year, we have observed significant progress by DOTPF's leadership in addressing these issues, and we believe substantial improvements have been made. We encourage the Department to continue these efforts and offer our assistance if needed.

CAPITAL IMPROVEMENT PROGRAM SUMMARY

The Capital Improvement Program (CIP) for the State of Alaska is a complex system affecting virtually every person in the State. The system involves a logical sequence of events that ultimately results in a finished product, a permanent capital improvement. The following is a summarized illustration of the recommended progression of the CIP which closely resembles the current system. The referenced recommendations are summaries of improvements we feel should be implemented to the CIP system.

Pre-funded Planning	{	See Recommendations No. 1 and 8.
Executive Budget	{	See Recommendation No. 2
Legislative Action	{	See Recommendations No. 8, 9, and 10.
Final Budget Enacted and Approved by Governor		
Project Execution	{	See Recommendation No. 3.
Project Accounting and Fiscal Control	{	See Recommendations No. 4, 5, and 10.
Interim and Final Reporting	{	See Recommendations No. 6, 7, and 10.
Finished Project		

## SUMMARY OF PRIOR FINDINGS AND RECOMMENDATIONS

### Recommendation No. 1

The Department should provide for long-range planning of capital projects.

The intent behind the creation of DOTPF was to create efficiencies in the use of State resources by coordinating services of all modes of transportation and public facilities on a Statewide basis. To accomplish this objective, the organizational structure of the Department's CIP process is centered around the Planning and Programming (P&P) branch.

Presently, P&P is involved in virtually all phases of the CIP process, which has limited the long-range planning efforts intended by AS 44.42.959. P&P has assumed administrative and management responsibilities that do not relate to their planning responsibilities, causing inefficiencies in the working continuity of the Department.

AS 37.07.06) requires the preparation of a six-year plan containing executive recommendations for the CIP. Implementation of this plan would greatly improve the long-range planning for the State. Planning would be further enhanced with the following improvements:

- A. P&P should become a staff support section and relinquish their day-to-day administrative and management roles. Once a project has been assigned to the Design and Construction branch, P&P should only become reinvolved when major changes in project scopes or budgets are required (Phase IV, Recommendation No. 2C).
- B. P&P should develop a system within each region to obtain input from both the public and private sectors. This regional information should then be used to form the underlying foundation from which a Statewide capital improvement plan is prepared. P&P should also increase assistance to client agencies in planning their capital project needs. This assistance would improve the accuracy of other State agencies' capital budgets and reduce delays in their projects' construction (Phase IV, Recommendation No. 2A).

- C. Total P&P costs should be budgeted, and corresponding goals and objectives should be established which can be quantified and monitored. Goals and objectives should be established at the individual planner level, then actual performance should periodically be compared to predetermined standards to monitor the efficiency of the planning activity (Phase IV, Recommendation No. 3).
- D. Planning should become a prefunded activity. Presently, the majority of P&P's costs are funded by existing capital project appropriations. Future planning should not be funded out of current projects. Instead, separate appropriations should be made for long-range planning efforts. To the extent feasible, the accounting should be on a project basis to enable reimbursement of the planning costs in the event that the planning results in future capital project appropriations. An acceptable overhead accounting method should be used to equitably distribute general planning costs not associated with a specific project.

Recommendation No. 2

The Department should budget all planning and overhead costs and should prohibit these budgeted units from obtaining additional funding through the reallocation of capital project appropriations.

Presently, there is no executive or legislative oversight as to how much CIP funds are to be spent for planning and overhead. For the past several years, the Department has reallocated certain CIP project appropriations to provide funding for planning and overhead cost incurred in excess of the original appropriations for various planning and overhead units of the Department. It is not possible to determine the total cost of the operation of the CIP (Phase III, Recommendation No. 2).

To provide for the proper oversight of the planning and overhead activities, total expected costs should be budgeted for these units, and they should be limited to the budgeted amounts either by executive direction or legislative action.

Implementation of Recommendation No. 1, specifically eliminating P&P's involvement in the day-to-day management of projects in the control of Design and Construction and prefunding the