

ALASKA LEGISLATURE COMMITTEE FILES 1983-1984 86/2

3158

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HB

169

2158

*needs answer*

# TWIN HILLS VILLAGE COUNCIL

GENERAL DELIVERY  
TWIN HILLS, ALASKA 99576-2  
(907) 972-8001

December 7, 1982

Adelheid Herrmann  
P.O. Box 63  
Naknek, AK 99633

Dear Adelheid:

On behalf of the Village Council and Community of Twin Hills, I would like to congratulate you to represent our district. With all our prayers and best wishes to your success at work.

I would like to know whether or not the legislator is planning on dissolving the DOT programs for villages that need state assistance in building their roads? I was told that these road construction firm companies are pushing to end state appropriation monies be contracted out to DCT.

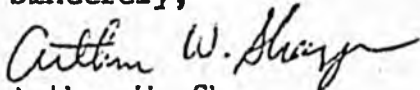
We the Village Council of Twin Hills oppose the idea of having another private owned companies bringing in their own workers and build our roads. I think the program that DOT provides should not be dissolved. Because they hire local residents and at the same time the people who work, get experience in operating heavy equipments.

We also have two(2) new council members and all the council members terms will end October 1984. They are as follow:

Arthur W. Sharp.....President  
Roger Wassillie.....Vice President  
John W. Sharp.....Sec./Treasure  
John C. Mark.....Member  
Christopher Sharp, Sr....Member

Thank you and congratulations again.

Sincerely,



Arthur W. Sharp  
President

cc: Twin Hills Village Council

City of Akutan

### Coastal Resource Service Area

There has been some thought given to forming a Coastal Resource Service Area in the Aleutians west of Unimak Pass. I am enclosing a copy of a letter I recently received from Murray Walsh to Mayor Bill Fisher of Unalaska. In the letter, Mr. Walsh refers to a meeting that was held in Anchorage on November 16, 1982. In addition to the representatives from the Aleutians there were also people there from St. Paul and St. George. A resolution was passed by the participants at that meeting that the ~~Alaska Coastal Management Act~~ needs to be amended ~~to provide for participation by all the communities of the region. We would appreciate it if you could look at the issue and work on the drafting of such legislation or taking other steps necessary.~~ As things stand now, if a district were to be formed in the western Aleutians, at least five of the six seats would go to Unalaska, with the villages having one seat among the three communities, if we were lucky. The present law does not allow for the inclusion of the Pribilofs in an Aleutian district because of the link between the CRSA boundaries and the REAA boundaries. We are not sure if the Pribilofs would even be interested in being included in an Aleutian district, but one of the attractive features of that configuration would be the dispersal of power among more than one large community. It is a relatively complex issue and one that looks as if it will come to a head in the coming months. We would appreciate any help you can give us.

### Local Service Roads and Trails

~~A second issue is that of the elimination of the Local Service Roads and Trails program by the Alaska Department of Transportation.~~ This program is relatively small, but it does good things for rural communities. DOT/PF thinks that it will be able to meet the diverse needs of rural communities through its regular program. We in Akutan have dealt with both parts of DOT and truly feel that the LSR & T program more adequately meets the rural need. Our LSR & T project is almost completed so it wouldn't really make that much difference to Akutan, but it is a program that has done good things for us. We would like to see other communities have the same opportunity.

### Service Delivery in Rural Alaska

I am also enclosing a copy of a plan I have for coordination of service delivery by state agencies in rural Alaska. I mentioned it to you when we met. I have also sent a copy to Representative Jack McBride but he and I have not discussed it

**KOLIGANEK VILLAGE COUNCIL**  
KOLIGANEK, ALASKA 99576 - VILLAGE TELEPHONE (907) 596-8001

December 28, 1982

Senator Nels Anderson, Jr.  
Dillingham, Alaska 99576

Dear Nels:

I am now in receipt of your letter dated December 7th, requesting our list of five capitol project priorities. Before I list them, let me say that it would be appreciated if you would request that Rep. Herman, and Sen Mulcahy, have their offices insure that mail addressed to the village council is addressed as follows, in order to facilitate prompt responses on our part.

Koliganek Village Council  
attn: C.T. Seidl, Admin.  
Koliganek, Alaska 99576

As to our priorities we held a meeting this afternoon, and developed the following list:

- 1) It is imperative that we have the airport moved away from the village. This is far and above any other priority. You may recall the problem we have been having in the orderly expansion and growth of Koliganek, due to the Airport cutting us off. Representative Herman should also be aware of this situation as I went over it in detail during her campaign. Jack Moore's of BBWA, and Tom Hawkins are both very knowledgable in the mechanics of such a land trade off and indicate that there are precedents for such action; we have already discussed it.
- 2) Additional funding for our LSR&T project. The equipment is here in Koliganek, and we are awaiting spring for the continuation of our project, but could really use more funding to increase the length of our local roads.
- 3) The upgrading of water and sewer. Realizing that funding may not be available for such a large project as the excavating of ground and laying of pipe mains, it might be that two wells could be dug, with insulated pump houses that are equipped with self-draining, freeze proof water outlets. One each placed on either end of the village, so that we can pump cleaner water that is in the river, and the chore would be safer, than treading out on the ice, particularly for the younger children.

# LSR & T... this is a road?

## Some Facts About The LSR & T Program

**L**ocal Service Roads and Trails, as enacted by the legislature of the State of Alaska, is for the purpose of providing for the construction of roads and trails which are not included in the approved federal aid primary or secondary systems which are eligible for federal-state matching funds.

The system is 100% state funded through bond issues approved by the people of Alaska. The State is divided into five allocation districts, by a formula which is based on area and population. The funds are then further allocated to the boroughs and home rule cities. Any funds not allocated to a local government are allocated to the unorganized borough and administered by the Department of Highways.

The program first went into effect in July of 1971 with total funding in the amount of \$5,000,000.00 of which \$629,000.00 was allocated to southeastern. A subsequent bond issue provided an additional \$838,000.00 for southeastern.

Boroughs and home-rule Cities with the capability of engineering and supervising roadway and/or trail construction enter into agreement with the Department of Highways regarding the scope of a project. The Department approves design plans, authorizes advertising and award of contracts, and approves the completed project.

Within the unorganized borough the projects are handled in a variety of ways to realize the most out of the funds and to serve the best public interest. This could be by preparation of plans and advertising by the Department, by use of the local labor force, through a reimbursable agreement with another agency or a combination of the above.

Since this program was initiated in 1971, 42 projects have been completed, 11 projects are under construction, and 7 additional projects are in the planning stages, for southeastern Alaska.

Active projects include a boardwalk between the inner and outer harbors at Port Alexander, clearing of Anchorage Street in Klawock, a complete year around trail facility in Haines, reconstruction of the boardwalk in Elfin Cove, street surfacing in Yakutat and construction of 4th Street in Craig.

A few of the major projects completed within the organized boroughs and home-rule Cities include the Carlanna Lake Road extension in Ketchikan, Outer Drive in Wrangell, and paving and grading of Davis Avenue in Juneau.

In the planning stages are projects in Sitka, Petersburg, Wrangell, Skagway, Angoon, Pelican and others.

In the scheme of road building things, there are roads that are Federal Aid Primary and there are roads that are Federal Aid Secondary. Both types are eligible for federal-state matching funds.

And then there are those roads that aren't funded at all, or at least they weren't until the Alaska State Legislature some years ago came up with approval for a bonding issue on a periodic basis to create wanted roads where no funding sources were available.

The result was LSR&T, otherwise known as Local Service Roads and Trails, and it works in this manner:

—Bond funds are allocated among the five districts under an area/population formula.

—Home rule cities and organized boroughs within the districts are given their pro-rated share.

—Unorganized boroughs have funds earmarked for their use, to be administered by the Department of Highways.

—Home rule cities and organized boroughs select their own projects with Highways acting only as an approval agency.

—Unorganized borough funds are handled in several ways, but the local village has project selection power.

Planned expenditures in 1976 for the LSR&T program total slightly over \$5 million, with nearly a half a million dollars of that amount to be spent in Southeast Alaska. Fifteen projects will be undertaken in Southeast, while the statewide total is 75.

LSR&T is road building in its basic form. There is a minimum of red tape, a maximum of local involvement, and for every dollar spent there is a visible result.

On January 19, 1973, a storm with 70 mile-an-hour winds pushed logs along on an 18.5 foot high tide and destroyed the Tinkum Creek bridge at Kasaan Village. The structure was a bridge in the sense that it crossed water, but not a bridge in the sense of a span carrying cars, trucks or trains. It carried people, and perhaps bikes. But no cars. It was a boardwalk, and certainly not eligible for federal-state matching funds.

Enter LSR&T.

On March 25 three local men were signed up to work, a project supervisor was on hand and needed materials were ordered from Ketchikan to augment the salvaged bridge lumber from the old structure. As the initial stages were underway onsite, the Ketchikan materials were inadvertently sent to Klawock. The Highway-Department Maintenance Foreman there took the timbers to Hollis and placed them on the beach. The Kasaan project supervisor chartered a boat, got the lumber off the beach, and delivered it to Kasaan. On April 4,

the new Tinkum Creek Bridge was finished...and relocated some 45 feet upstream where it would be safer from big storms.

Total cost.... \$4,820.00.

In the spring of 1975, a huge log serving as a bridge across Indian River near Tenakee collapsed. It had been placed there in 1957 by Loyal Clark during a ten-day period that required the use of a raft, of an International tractor and of much musclepower. The log bridge was used by residents and outdoorsmen throughout the Indian river-Sunny Cove - Columbia Superior - Harley Creek - Coffee Cove area. It was sorely needed.

LSR&T again to the rescue.

Immediately following the Thanksgiving weekend in 1975, a

crew was hired and supplies were brought in by a Juneau flight service. Unhappily, the weather changed and snow delayed the project. It was rescheduled for March 1, 1976, but the winter's accumulation of snow forced another postponement.

But the work will be done under the terms of LSR&T, and when it is completed, Tenakee residents will have a double-log bridge, cabled together, and a planked walking surface. The trail which the bridge serves will also be improved.

Kasaan came in for another unique project that started in 1975 when an old boardwalk, connecting the village to the boat harbor and airplane float finally gave up the fight and surrendered to rot. When it came to the point that residents were falling through the rotting wood and being injured, a call for LSR&T was made.

Local labor was signed up, and lumber was to be supplied by the local sawmill. Work was started on August 5, but because the small mill kept chewing up engines...and the owner/operator was forced to scurry about Southeast in search of replacements...the project moved in fits and starts rather than leaps and bounds. When winter shut things down, about 300 feet of boardwalk remained to be completed after spring startup.

This project was unique in that Kasaan had no money available, so no reimbursable services agreement could be entered into. To solve this problem, the Department of Highways set up a bank account so the weekly payroll could be handled and materials purchased. Checks were countersigned by a village representative and by the LSR&T engineer. This arrangement has been used satisfactorily several times during the life of the LSR&T program.

Strange things do happen on LSR&T projects. One Hoonah job invoice included the cost of rifle shells...certainly no ordinary item for a highway project. But in this case, the project was the clearing of a trail and the rifle shells were needed to keep the bears at bay! And even the dogs sometimes get into the act, as was the case with that same Hoonah job. They, like the rifle shells, were used to help convince the bears that this was to be a people trail, not a bear trail.

Local labor, local material and even local dogs, all are a part of LSR&T. Money is brought into the closed loop of a village economy...jobs are created where none exist...and roads are built where they are most needed, and least affordable. LSR&T is basic people-to-people roadwork.

In defining "road", Webster says nothing about cars, trucks and trains. Those terms have been added in our minds through usage. Webster merely says that a road is "a public way for traveling upon". If your village is 1,500 feet of muck and mire away from the village boat harbor, a boardwalk is just as surely a road as is the finest stretch of eight lane superhighway in the world... and a planked log spanning a 20 foot wide stream can be just as important as is the Golden Gate Bridge.

And that's what LSR&T is all about.

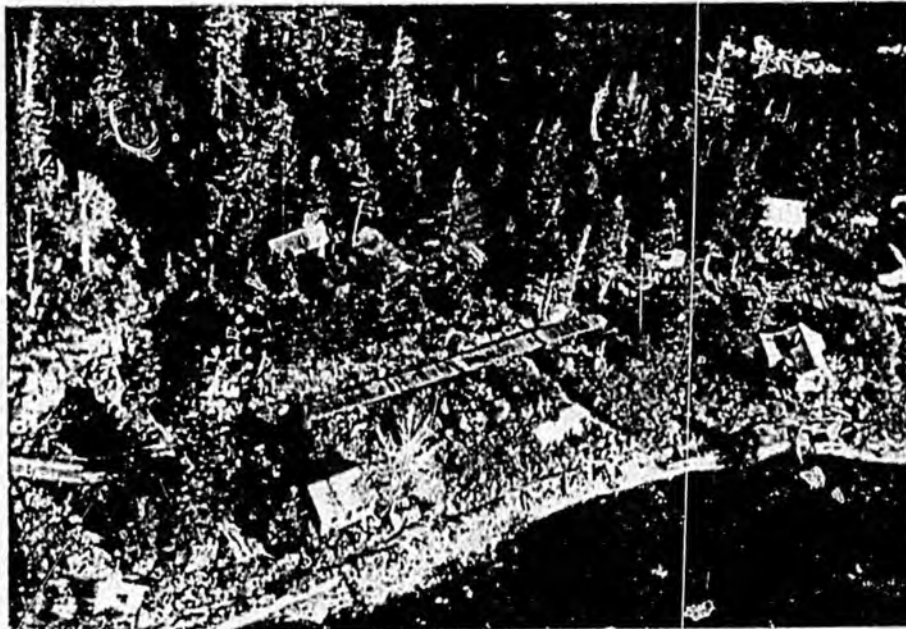
Port Alexander Boardwalk  
Project G-30399

Port Alexander is a small fishing community located on the southern tip of Baranof Island. Facilities for docking are located on what is known as the Inner Harbor and the Outer Harbor, located about 1/4 mile apart. The trail between harbors is along the edge of the inlet connecting the harbors. Due to storms, tidal action and other factors, the bulkhead along the trail, and the trail itself are almost obliterated in some areas.

It was requested that LSR & T fund a trail and/or boardwalk between harbors to provide public access. As the Division of Harbors and Waters was active in the area, and helped initiate the project, it was agreed they would supervise the project and a reimburseable agreement was prepared in November, 1973 in the amount of \$34,000.00

Work commenced in the spring of 1974 under the supervision of Richard Cleaver, a local resident. Due to unavailability of gravel, the trail portion was converted to a boardwalk and an additional \$10,000.00 authorized for the project.

Completion was in June, 1976.



# Alaska State Legislature

House of Representatives

Committee on Transportation



Rep. Bette Cato, Chairman

*Lacker*  
*2 attachments*

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

TRANSPORTATION PHONE: Phone 465-4858/4859  
Meets: Capitol 112, M-F, 8:30 a.m.

## REVISION

Wednesday, February 9, 1983

HCR 2: ...travel by senior citizens aboard vessels of  
State Marine Highway

Commissioner Casey/DOT/PF Overview

FEB 8 1983

2/14

# COMMITTEE REPORT

## HOUSE

FURTHER: FINANCE

2/7/83

Date: 2/14/83

*Return*

Mr. Speaker:

The Committee on TRANSPORTATION has had HB 169

An act making an appropriation to the Department of Transportation and Public Facilities for allocations for local service roads and trails; and providing for an effective date.

under consideration and reports it back as follows:

- do pass  do not pass
- do pass with attached amendments(s)
- replace with CS for \_\_\_\_\_  same title  new title
- and recommends \_\_\_\_\_
- AND attaches a "Letter of Intent"  New Fiscal Note
- reports it back without recommendation  Zero Fiscal Note Attached
- referred to the \_\_\_\_\_ Committee

**MEMBERS SIGNING  
DO PASS**

**MEMBERS HAVING  
OTHER RECOMMENDATIONS:**

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**CHAIRMAN**

(b) The commissioner shall, upon request of a local government, transfer funds allocated under AS 19.30.131 to any local government which has assumed local road powers for project cost amounts and contract award amounts submitted to the commissioner.

(c) Nothing in AS 19.30.111 — 19.30.241 prohibits a local government from participating financially in the acquisition and construction of a local service road or trail. (§ 2 ch 84 SLA 1971; am Executive Order No. 39, § 11 (1977); am §§ 2, 3 ch 158 SLA 1980; am § 4 ch 38 SLA 1981)

**Effect of amendments.** — The 1977 amendment substituted a reference to the Department of Transportation and Public Facilities for a reference to the Department of Highways in the first sentence of subsection (a).

The 1980 amendment deleted the former second sentence in subsection (a), which

read: "A local government which has assumed road powers before May 20, 1971, may not be required to hold an election as provided by this section", and rewrote subsection (b).

The 1981 amendment, effective July 1, 1981, added "acquisition and" preceding "construction" in subsection (c).

**Sec. 19.30.161. Design standards, rights-of-way and widths.** Design standards, rights-of-way and widths for each local service road and trail project shall have the prior approval of the commissioner, unless the project is under the supervision of a local government that has assumed local road powers. If the project is under the supervision of a local government that has assumed road powers, design standards, rights-of-way and widths shall be established by the local government. (§ 2 ch 84 SLA 1971; am § 4 ch 158 SLA 1980)

**Effect of amendments.** — The 1980 amendment inserted "rights-of-way and widths" at the beginning of the section, and added the material at the end of the

section following, "approval of the commissioner" and beginning, "unless the project is."

**Sec. 19.30.171. Acquisition and conveyance of rights-of-way.** (a) The local government shall acquire all rights-of-way required for local service road and trail construction. However, if the local government is unable to acquire the necessary right-of-way, the commissioner is authorized to acquire it in accordance with AS 19.05.080 — 19.05.120. The commissioner may convey to the local government, by appropriate instrument executed in the name of the state, any land or interest in land which has been acquired by the state for the construction of local service roads or trails.

(b) The costs incurred by the commissioner in acquiring this land or interest in land includes all costs and any fees incidental to acquisition. All costs incurred in connection with the acquisition of the land or interest in land for local governments that have assumed local road powers shall be charged to the project allocation for which the land or interest in land is acquired. Right-of-way acquisition costs incurred by the commissioner for local governments without local road powers

under AS 19.30.151(a) shall be charged to the project allocation for the local government for which the land or interest in land is acquired.

(c) When rights-of-way for local service roads are acquired over land or interest in land owned by the state, the commissioner may make such arrangements with the department having jurisdiction over the land as may be necessary to give the local government adequate rights-of-way, and any such department is directed to transfer the jurisdiction of the land to the commissioner. (§ 2 ch 84 SLA 1971; am § 17 ch 71 SLA 1972; am § 5 ch 158 SLA 1980; am § 5 ch 38 SLA 1981)

**Effect of amendments.** — The 1980 amendment deleted "including relocation assistance and payments in accordance with AS 34.60" following "to acquisition" at the end of the first sentence of subsection (b), deleted "by the commissioner" following "All costs incurred" near the beginning of the second sentence of subsection (b), inserted "for local governments

that have assumed local road powers" near the middle of the second sentence of subsection (b), and added the present third sentence of subsection (b).

The 1981 amendment, effective July 1, 1981, substituted "charged to the project allocation" for "paid by the local government" in the second sentence of subsection (b).

**Sec. 19.30.181. Project agreements.** A local government which has assumed local road powers may enter into a formal project agreement with the commissioner for the acquisition and construction of a specific project. (§ 2 ch 84 SLA 1971; am § 6 ch 158 SLA 1980; am § 6 ch 38 SLA 1981)

**Effect of amendments.** — The 1980 amendment rewrote the section. The 1981 amendment, effective July 1,

1981, added "acquisition and" preceding "construction of."

**Sec. 19.30.191. Letting of contracts.** (a) Repealed by § 15 ch 158 SLA 1980.

(b) Contracts entered into by a local government that has assumed local road powers for the construction of each project shall be awarded only on the basis of the lowest responsible bid submitted by a bidder meeting established criteria of responsibility.

(c) All contracts by a local government that has not assumed local road powers must have the prior concurrence of the commissioner. The commissioner may delegate the power to approve contracts to a local government that has assumed local road powers for the acquisition and construction of local service roads and trails.

(d) Except as provided in (b) and (c) of this section and in AS 44.33.300, construction of each project shall be administered by the department in accordance with guidelines established by the commissioner by regulation. (§ 2 ch 84 SLA 1971; am § 4 ch 277 SLA 1976; am §§ 7 — 9, 15 ch 158 SLA 1980; §§ 7, 8 ch 38 SLA 1981)

portation and Public Facilities if constructed outside local government units which have zoning ordinances. If these roads are constructed within the boundaries of local government units which have zoning ordinances, the width shall conform to subdivision control ordinances of the local government units. Contracts for the work shall be awarded to the lowest responsible bidder qualified to contract with the state. (§ 1 ch 122 SLA 1961; am § 3 ch 7 SLA 1964; am Executive Order No. 39, § 11 (1977))

Effect of amendments. — The 1977 amendment substituted the reference to the Department of Transportation and Public Facilities in the third sentence for a reference to the Department of Highways.

Article 3. Local Service Roads and Trails.

Table with 2 columns: Section and Section. Rows include 111. Purpose, 131. Allocation of funds, 141. Acquisition and construction programs, 151. Local government participation, 161. Design standards, rights-of-way and widths, 171. Acquisition and conveyance of rights-of-way, 181. Project agreements, 191. Letting of contracts, 201. Construction, 211. Maintenance, 221. Availability of allocated sums, 231. [Repealed], 233. Reports, 241. Definitions.

Sec. 19.30.111. Purpose. It is the purpose of AS 19.30.111 — 19.30.251 to provide for the acquisition and construction of local service roads and trails which are not included in the approved federal-aid primary highway systems eligible for federal-state matching funds. (§ 2 ch 84 SLA 1971; am § 1 ch 38 SLA 1981)

Effect of amendments. — The 1981 amendment, effective July 1, 1981, added "acquisition and" preceding "construction of local service roads" and deleted "or secondary" preceding "highway systems."

Sec. 19.30.131. Allocation of funds. (a) During each fiscal year the commissioner shall allocate sums appropriated or otherwise designated for expenditure upon local service roads for that fiscal year among the five allocation districts in the following manner: one-half in the ratio which the area of each allocation district bears to the total area of the state and one-half in the ratio which the population of each allocation district bears to the total population of the state as shown by the latest available federal census.

(b) The commissioner shall also further allocate the sums in each allocation district to the boroughs within each allocation district in the following manner: one-half in the ratio which the area of each organized borough (excluding salt water areas) within that district bears to the total area of the allocation district and one-half in the ratio

tract bears to the total population of the allocation district as shown by the latest available federal census.

(c) The commissioner shall also further allocate portions of the sum allocated to any borough, either organized or unorganized, and to any home rule or first class city within the borough in the following manner:

(1) one-half in the ratio which the area of each home rule or first class city bears to the total area of the borough excluding salt water areas; and

(2) one-half in the ratio which the population of each home rule or first class city bears to the total population of the borough as shown by the latest available federal census.

(d) The sums not allocated within each district to a local government under (b) and (c) of this section shall be allocated to the unorganized borough and administered by the department. (§ 2 ch 84 SLA 1971; am § 2 ch 38 SLA 1981)

Effect of amendments. — The 1981 amendment, effective July 1, 1981, added "or first class" following "home rule" in three places in subsection (c). Also in subsection (c), the amendment added the paragraph designations (1) and (2).

Sec. 19.30.141. Acquisition and construction programs. Before October 1 of each fiscal year each local government eligible for allocation of funds under AS 19.30.131 shall submit to the commissioner for approval a five-year plan for the acquisition and construction of local service roads and trails. Before December 1 of each fiscal year the commissioner shall submit to the governor a five-year plan for the acquisition and construction of local service roads and trails, including the approved local government programs. An organized borough shall include in its five-year plan local service road acquisition and construction programs for all cities other than home rule and first class cities within the boundaries of the borough. The commissioner shall include in his five-year plan local service road and trail acquisition and construction within the unorganized borough. (§ 2 ch 84 SLA 1971; am § 3 ch 38 SLA 1981)

Effect of amendments. — The 1981 amendment, effective July 1, 1981, substituted "five-year plan" for "long-range program" in four places, added "acquisition and" preceding "construction" in four places and added "and first class" preceding "cities within the boundaries" in the next to the last sentence.

Sec. 19.30.151. Local government participation. (a) Upon application by a local government, local service roads and trails constructed under the provisions of AS 19.30.111 — 19.30.241 and located within the jurisdictional boundaries of a local government, as defined in AS 19.30.241(3), may be transferred to that local government upon

# MEMORANDUM

# State of Alaska

TO: Charles Karella  
State LSR&T Engineer  
Highways Design and Construction

DATE: November 23, 1982

FILE NO: 245C-2519

TELEPHONE NO: 266-1542

FROM: Robert L. Haneline *RPH*  
Central Regional  
LSR&T Engineer

SUBJECT: LSR&T Program  
Justification &  
Impacts

In presenting an overview of the existing LSR&T program and its possible future direction the following is offered for consideration.

There is a subtle but potentially significant change underway in the thinking regarding the pending phase-out of the LSR&T program. Many people are increasingly considering as realistic the possibility that the proposed phase-out of the LSR&T program might take place. This was apparent at a number of meetings just completed in Anchorage (State Planners Meeting), Fairbanks (Municipal Leagues Meeting), Kotzebue (Traditional Council Presidents Meeting) and Bethel (Traditional Council Presidents Meeting) where the attitude was one of apprehension and concern.

As the realities of the program possibly being abandoned come closer, it is apparent there is a need to address some of the significant impacts of the program not being available.

It has become increasingly apparent, and properly so, that a lot of the "bush" needs cannot be addressed by the State C.I.P. program. Smaller projects are required to compete with larger projects for available funding resources on a regional basis, severely limiting their chances for funding. The mechanisms of a lot of the smaller communities to supply the necessary expertise are limited due to isolated conditions and communication problems. Most "bush" communities do not have the internal resources to help themselves, and often lack the technical background to effectively determine if they are getting what they pay for. Even if given direct grants, use of the monies may not be maximized due to the lack of knowledge on how to best utilize existing resources to efficiently accomplish set goals. This is nourishing doubt as to the direction being taken and is evident to the obvious appeal the LSR&T Program has to a broad popular support.

As the State has a sizable responsibility to "bush" communities, it seems appropriate that the State give some attention to identifying ways in which this commitment to smaller communities will reap the highest return.

A productive example of effective channeling of State funds into "bush" communities is the LSR&T Program. There are many ways in which the State and "bush" communities, alike, have benefited from the creation of the LSR&T Program, where the attitude toward community improvements is that of participation and self-help rather than that of being subsidized at someone else's expense, something not to be considered as the primary purpose or intent of the program, but only mentioned here as it serves to reflect on another positive factor to be contemplated when evaluating the importance of the LSR&T program.

The LSR&T Program may not ~~be~~ represent the total solution to providing for the needs of the "bush" communities, but it is certainly a step that provides economics of scale where other programs cannot provide the same end results for the dollars available. Admittedly, there are some problems with the program, but no one can deny the great benefits of the program. What the LSR&T Program expresses and provides is a sensitivity to "bush" needs, an opportunity for "bush" communities to recognize and fulfill the responsibilities of their communities and to directly contribute to the construction of their transportation needs. This direct involvement instills a sense of community pride in the work accomplished, which normally results in greater care being exercised in the general treatment of the finished construction product. The LSR&T Program provides the necessary link between the State's investment in terms of monies spent and in terms of meeting "bush" transportation needs that might not otherwise be met.

It is felt the LSR&T Program, being the small State Section that it is, accomplishes positive results for the State for a minimal investment compared to larger programs with higher overhead costs.

The present portfolio of the LSR&T Section of the Department of Transportation and Public Facilities consists of hundreds of projects totaling millions of dollars. These projects vary in scope from simple boardwalk and footbridge projects to massive, multilane, arterial highway systems. This project versatility is a reflection of the flexibility developed by members of the LSR&T staff which, balanced against the "bush" needs, succeeds in effectively accomplishing set goals.

None of this is to suggest the LSR&T Program is beyond reproach. But only to say that a great deal of energy and money have been invested in the development of the LSR&T Program, resulting in the efficient workable program it is today. To abandon a program that fills needs that otherwise may not be met seems contrary to the best interest of the State. It is plain that awareness and open minds are required in the final decision making process.

RLH:jc

# MEMORANDUM

## State of Alaska Department of Transportation & Public Facilities

TO: C.D. Karella  
State LSR&T Engineer  
Juneau

DATE: November 15, 1982

FILE NO:

TELEPHONE NO:

FROM: D.S. Ronken *DR*  
LSR&T Engineer  
Fairbanks

SUBJECT: LSR&T Program

In response to our telephone conversation of 11/5/82, I have informed J. Chandler at Nome to supply you with the information you requested regarding the LSR&T Program in the bush communities.

I have been in contact with the local governments and the comments received from them regarding the LSR&T Program are as follows:

Since local roads and streets are always in need of improvement the local governments would like all the funds they can possibly obtain for roadway construction.

The local governments without road powers feel that the DOT/PF has too much control over the funds. They object to some of the conditions stated in Section "C" of the project agreement.

The local governments however, do like the flexibility of the Program, i.e.:

- 1) Various types of construction that can be funded
- 2) Project funding can be changed to cover overrun, providing funds remain in their allocations
- 3) LSR&T Construction Program submitted (priority list) can be changed, if for some reason the local needs change

Some local governments in the Fairbanks area feel that the manner in which funds are allocated based on population by the latest federal census should be changed. With the population in the Fairbanks area increasing every year and the allocation based on the latest census of 1980 which has been questioned by the local government, they feel the present system leaves much to be desired.

In summary, the local governments like the program and would like to see it refunded. The funds obtained through the LSR&T Program are not sufficient to cover the road improvement needs, but all funds that can be obtained to improve the local transportation system will be accepted by the local governments providing the conditions for its acceptance do not change.

TO: Charles D. Karella  
State LSR&T Engineer  
DOT/PF  
Headquarters/Juneau

DATE: November 24, 1982

FILE NO.

TELEPHONE NO: 443-5266

FROM: Jeffrey S. Chandler *JSC*  
Acting LSR&T Manager  
DOT/PF  
Interior Region/Nome Residency

SUBJECT: LSR&T Program In Rural Communities

In response to your enquiry regarding the involvement of the Local Service Roads and Trails Program in rural communities of Western Alaska, and the attitudes held by the rural communities towards the Program, I offer the following information.

The LSR&T Program generally has been highly regarded and supported by the bush communities. The underlying reasons for this are as follows:

#### I. LOCAL PRIORITIES

The City Council of each community sets the priorities for local service projects needed in that community.

This process insures the Program's responsiveness to local needs. Within the limits of available funding, a community may designate access roads, local streets, bridges, boardwalks, or trail repairs for inclusion under the Program. Since LSR&T is primarily a reimbursement program, the local governing body may start construction as soon as a Project Agreement is approved and materials or equipment available, and is then reimbursed periodically for expenses. For larger heavy construction projects utilizing State equipment or a private contractor, costs are generally paid directly by the State.

#### II. LOCAL INVOLVEMENT

The local community has direct input into all phases of each project, from planning through construction.

The scope of the project selected is determined by the City Council, within the limits of sound engineering principles. For locally constructed projects, flexibility is preserved through the construction phase, allowing alterations to accommodate local concerns which may not have been anticipated initially. Although LSR&T administers the project, it is basically a community enterprise in which the community shares responsibility. Through cooperative effort the State provides a helping hand rather than a hand-out. A completed project becomes a source of pride for residents of a rural community because they were integrally involved in creating the end product.

#### III. LOCAL HIRE

Locally hired crews are employed to construct most rural LSR&T projects.

With labor intensive projects such as boardwalks and trail construction, the crew is hired locally by the local governing body which also appoints a local foreman.

Day to day operations of small scale heavy construction projects involving local equipment are also handled by a local foreman. On larger heavy construction projects involving State equipment, LSR&T may provide a foreman and/or a heavy-duty mechanic, while the construction crew is hired locally. In the event the local labor pool is exhausted, workers are generally sought from neighboring villages. The primary exception to this procedure occurs when a project has been let to contract, where hiring is done by a contractor whose policies generally tend to be more restrictive than those of local managers.

#### IV. LOCAL TRAINING

Training of local residents in new skills is necessary for most remote LSR&T road projects.

It is unusual to find the required number of qualified equipment operators and truck drivers locally available for the typical local road construction project. Training is therefore provided by an LSR&T representative or designated foreman and mechanic. Emphasis is placed on proper equipment care and usage, not only for safety reasons, but also to avoid unnecessary downtime. Safety awareness is encouraged through the life of a project in order to reduce the chances for injury or accident. This policy of training employees allows a greater proportion of local residents to obtain jobs than is the case with contractors, who generally require skilled workers for available positions. It also results in an added benefit outlasting the life of the project: a pool of trained workers who may be able to later obtain jobs for which they were previously unqualified.

#### V. LOCAL EQUIPMENT

Local equipment, public or private, is utilized for heavy construction projects whenever available.

For local road projects, LSR&T encourages the use of locally available equipment: from the local governing body, from DOT/PF, or from other public or private sources, in any combination necessary to perform the work. This practice results in substantial cost savings and production increases for the project, by avoiding the extra costs of mobilizing equipment from outside the community. LSR&T also has its own construction fleet, which is generally moved from project to project on an annual basis to supplement local equipment. In the event that adequate equipment is not available either locally or from LSR&T, and when private enterprise is available, then a project is generally put to contract with a contractor who is preferably already mobilized on site. It should be noted here that due to age and the phase-out of the LSR&T Program, most of the LSR&T equipment fleet will have been exceeded by the end of the year.

#### VI. REGION WIDE PROJECTS

All local communities in the Nome Residency area are eligible for participation in LSR&T's region-wide projects.

Winter Trail Staking and Shelter Cabins are two projects in which most rural communities participate annually. Although a limited amount of funds are available, these are distributed among local communities to help defray the costs of marking trails each winter, and the costs of putting up shelter cabins on the most heavily used trails for the use of the traveling public. A limited number of permanent trail markers are installed each year during Trail Staking. Permanent trail markers could be installed on the 1,400 miles of primary overland

trails in the Nome Residency area within two years, if current funding levels were doubled.

#### VII. PROFESSIONAL SUPPORT

Technical support services are provided to each project in proportion to the demands of the project and the needs of the community.

Engineering, supervisory, mechanical expertise, and expediting services are available for each LSR&T administered project. Where sufficient local initiative, labor, and expertise is available, periodic visits of the LSR&T Engineer is all that is required, resulting in lower administrative charges to the project. For small scale heavy construction projects, LSR&T provides a highly qualified roving heavy-duty mechanic, who periodically visits each project as needed to assist the local foreman in handling complex emergency mechanical repairs. For larger scale projects, the LSR&T Engineer or designated representative may direct the project and provide experienced foreman and qualified heavy-duty mechanic for the duration of the work. The key to this approach is flexibility: the fewer the resources of a local community, and/or the more complex the nature of the project, the greater the level of direct assistance provided, and vice-versa.

#### VIII. ADMINISTRATIVE SUPPORT

Most rural communities need some administrative support to keep their projects from bogging down.

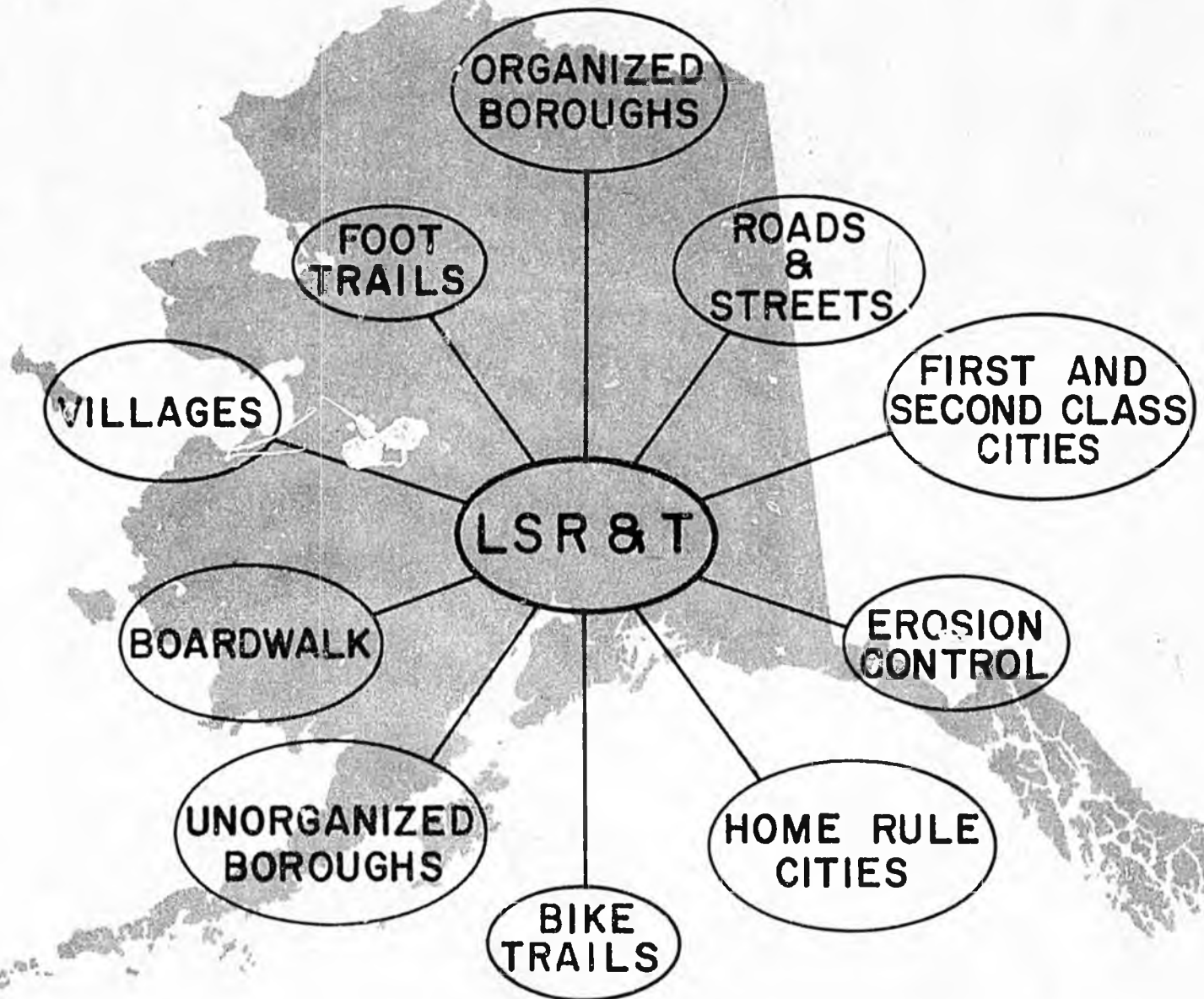
This applies to a majority of local development projects involving local administration, whether funded through LSR&T, special legislative appropriations expended through LSR&T, or direct legislative grants to the villages. This need can be met by consulting engineering firms and contractors where funds are sufficient. However, for smaller projects a little common sense advice and direction is frequently all that is required, rather than a costly and lengthy study which doesn't help the local governing body with the day to day problems associated with doing its own construction projects. Although not mandated to do so, LSR&T has been providing technical information, quantity and cost estimates, and alternative recommendations to villages seeking guidance for the application of their direct grants for new construction equipment, new equipment storage buildings, and local transportation-related construction projects. The Nome office has handled seventeen such calls from different villages in the last five months.

#### IX. SUMMARY

Given the limits of available funding for rural areas, the LSR&T Program has made some substantial contributions in helping local communities to meet their own transportation needs. By and large, remote communities have not requested advanced development projects. Basic projects have been the rule, providing boardwalks, access roads, or streets for the community, frequently for the first time. Additionally, the Program has received strong support from the Bering Straits and NANA Regional Native Corporations, in the form of streamlined permit procedures, free use materials, and expedited right-of-way reconveyance agreements. Finally, the LSR&T Program has retained the flexibility to fund those projects requested by villages which have not been addressed through the legislative process under line-item appropriations or specific grants. Hopefully this information will assist in the evaluation of the LSR&T Program as it has functioned in the Nome Residency, and contribute to the formation of a policy or program through which rural communities may continue to receive State support in alleviating their transportation problems.

# THREE YEAR LOCAL SERVICE ROADS AND TRAILS PROGRAM

1981      1982      1983



STATE OF ALASKA  
DEPARTMENT OF TRANSPORTATION  
AND PUBLIC FACILITIES

JAY S. HAMMOND  
GOVERNOR



STATE OF ALASKA  
OFFICE OF THE GOVERNOR  
JUNEAU

January 1, 1981

Fellow Alaskans:

This document outlines the 1981, 1982 and 1983 Local Service Roads and Trails Program. Included are project locations, descriptions and estimated costs.

It should be noted this is a planning document of the Department of Transportation and Public Facilities and as with all plans, changing conditions may require modification of the plans in the later years.

All of these projects are in conformance with requests by local governments. Nearly all projects in last year's program for 1980 are complete.

Your extraordinary support of local service roads and trails gives me great pleasure as I submit this, your Three Year Local Service Roads and Trails Program.

Sincerely,

A handwritten signature in black ink, appearing to read "Jay S. Hammond".

Jay S. Hammond  
Governor

## NARRATIVE

### LOCAL SERVICE ROADS & TRAILS PROGRAM

The Local Service Roads and Trails Program provides for construction of local roads and trails which are not included in the federal-aid highway system.

Under the Local Service Roads & Trails Act, funds for home rule cities, municipalities and organized boroughs are allocated by strict formula. These local governments then establish their own project scheduling; therefore, this publication is merely a listing of their individual programs as submitted. Project priorities and scheduling in the unorganized boroughs are based primarily on requests and recommendations of village councils and residents. Personal contact with the villages is established by LSR&T representatives from the Department's regional offices. Village needs are thus determined first-hand, along with approximate costs. Since the cost of requested projects usually exceeds the funds available, the priorities must be established based on need. Local governments often participate in projects costs with their own funds.

Local residents and equipment are utilized wherever practical in the construction of these projects. Not only is this beneficial to the economy of the villages, but it normally reduces the overall cost of the project. A side benefit is the training of local residents who will, in many cases, be maintaining the completed project.

This three years LSR&T Program is based on remaining funds from previous allocations and the 1980 Transportation Facilities bond issue of \$10,000,000 for fiscal years 1981 and 1982.

Funding shown in this program anticipates using all of these funds by the end of calendar year 1982. Therefore, projects shown for calendar year 1983 only can proceed if additional funds are made available.

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STATE OF ALASKA  
DEPARTMENT OF TRANSPORTATION  
AND PUBLIC FACILITIES  
LOCAL SERVICE ROADS AND TRAILS

Allocation District 1

PROJECT LOCATION	PROJECT DESCRIPTION	PROJECT NUMBER	LSR&T FUNDS (DOLLARS)
Calendar Year 1981			
MUNICIPALITY OF ANCHORAGE	Commercial Drive-3rd Ave., to Mt. View Dr.	1.	323,800
	Arctic Blvd. 44th to International	2.	291,400
	Hillside & Girdwood Community Improvements	3.	101,400
	Eagle River - Chugiak Improvements	4.	252,400
	Bike Trails - Anchorage	5.	68,400
	Bike Trails - Girdwood/Hillside	6.	30,300
	Bike Trails - Eagle River/Chugiak	7.	22,400
KENAI-PENINSULA BOROUGH	Longmere Lake Access Road	8.	150,000
	Murwood Drive	9.	50,000
	Bear Creek Road	10.	200,000
	Base Road	11.	75,000
MATANUSKA-SUSITNA BOROUGH	Lucille St. - Phase I	12.	55,000
	Welch Road	13.	29,500
	King Arthur Drive (Houston)	14.	112,000
	Smith Drive	15.	102,000
KODIAK-ISLAND BOROUGH	Lilly Drive	16.	91,300
CITY OF KENAI	Main Street Loop - Phase I	17.	60,200
CITY OF KODIAK	Mill Bay Road	18.	24,100
CITY OF PALMER	Funds Reserved for Calendar Year 1982 & 1983		
CITY OF SEWARD	City Streets	19.	16,900
UNORGANIZED BOROUGH 1			
Chenega	Village Streets	20.	117,500

STATE OF ALASKA  
DEPARTMENT OF TRANSPORTATION  
AND PUBLIC FACILITIES  
LOCAL SERVICE ROADS AND TRAILS

Allocation District 1

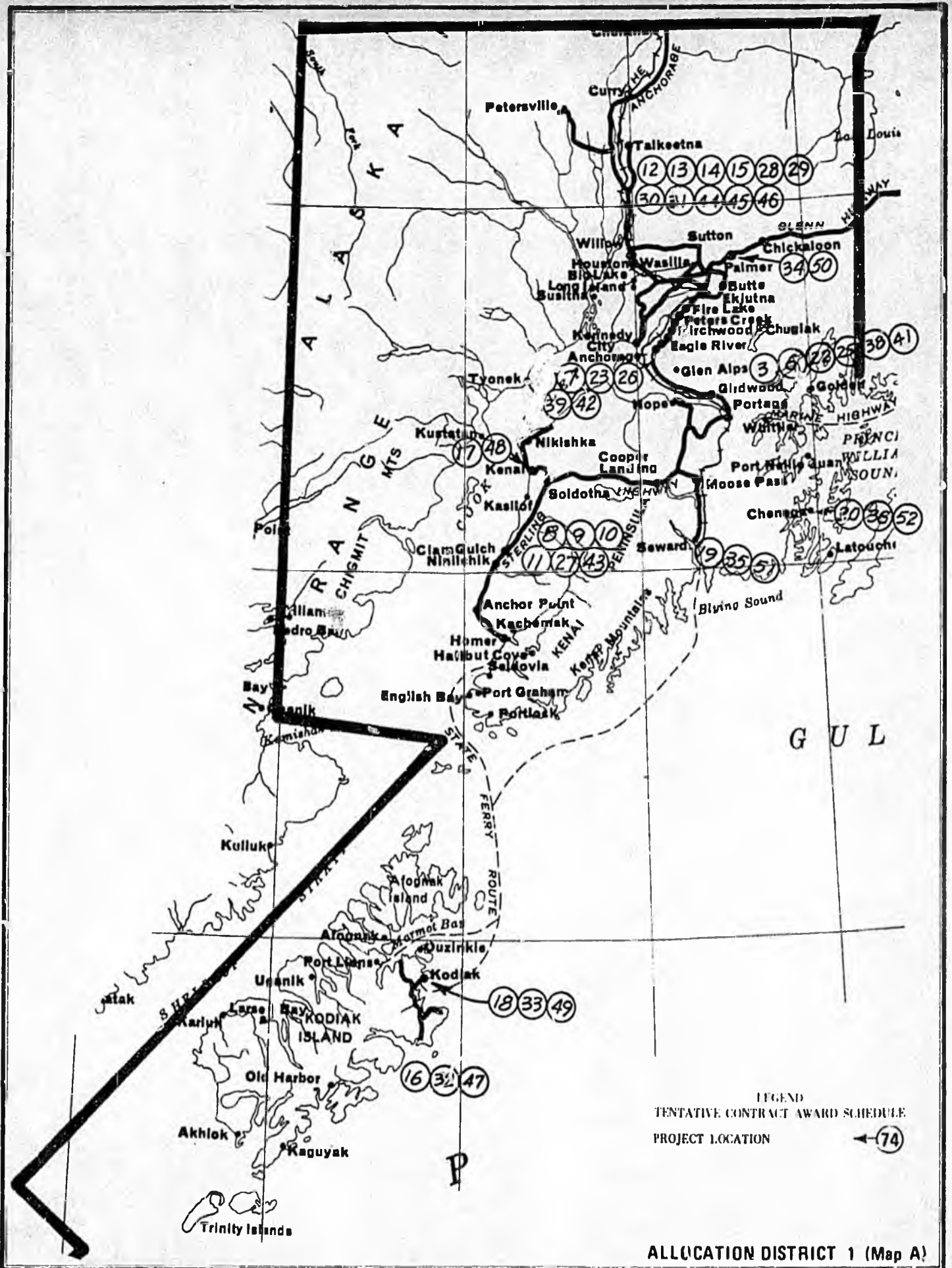
PROJECT LOCATION	PROJECT DESCRIPTION	PROJECT NUMBER	LSR&T FUNDS (DOLLARS)
Calendar Year 1982			
MUNICIPALITY OF ANCHORAGE	36th Avenue-Arctic to Spenard	21.	291,500
	Hillside/Girdwood Community Improvements	22.	129,200
	Eagle River/Chugiak Community Improvements	23.	95,500
	Bike Trails/Anchorage	24.	32,400
	Bike Trails/Girdwood & Hillside	25.	14,400
	Bike Trails/Eagle River & Chugiak	26.	10,600
KENAI-PENINSULA BOROUGH	Feuding Lane	27.	36,000
MATANUSKA-SUSITNA	Palmer West	28.	75,000
	Jupiter Street	29.	20,000
	Bridge-Wilderness East Subdivision	30.	30,000
	Jim Creek Trail	31.	135,400
KODIAK-ISLAND BOROUGH	Womans Bay Drive	32.	91,300
CITY OF KENAI	Funds Utilized in 1981		
CITY OF KODIAK	Ersleine, Wilson & Carolyn Road Improvements	33.	23,100
CITY OF PALMER	North Alaska Street Paving	34.	66,700
CITY OF SEWARD	City Streets	35.	13,500
UNORGANIZED BOROUGH 1			
Chenega	Village Streets	36.	117,500

STATE OF ALASKA  
DEPARTMENT OF TRANSPORTATION  
AND PUBLIC FACILITIES  
LOCAL SERVICE ROADS AND TRAILS

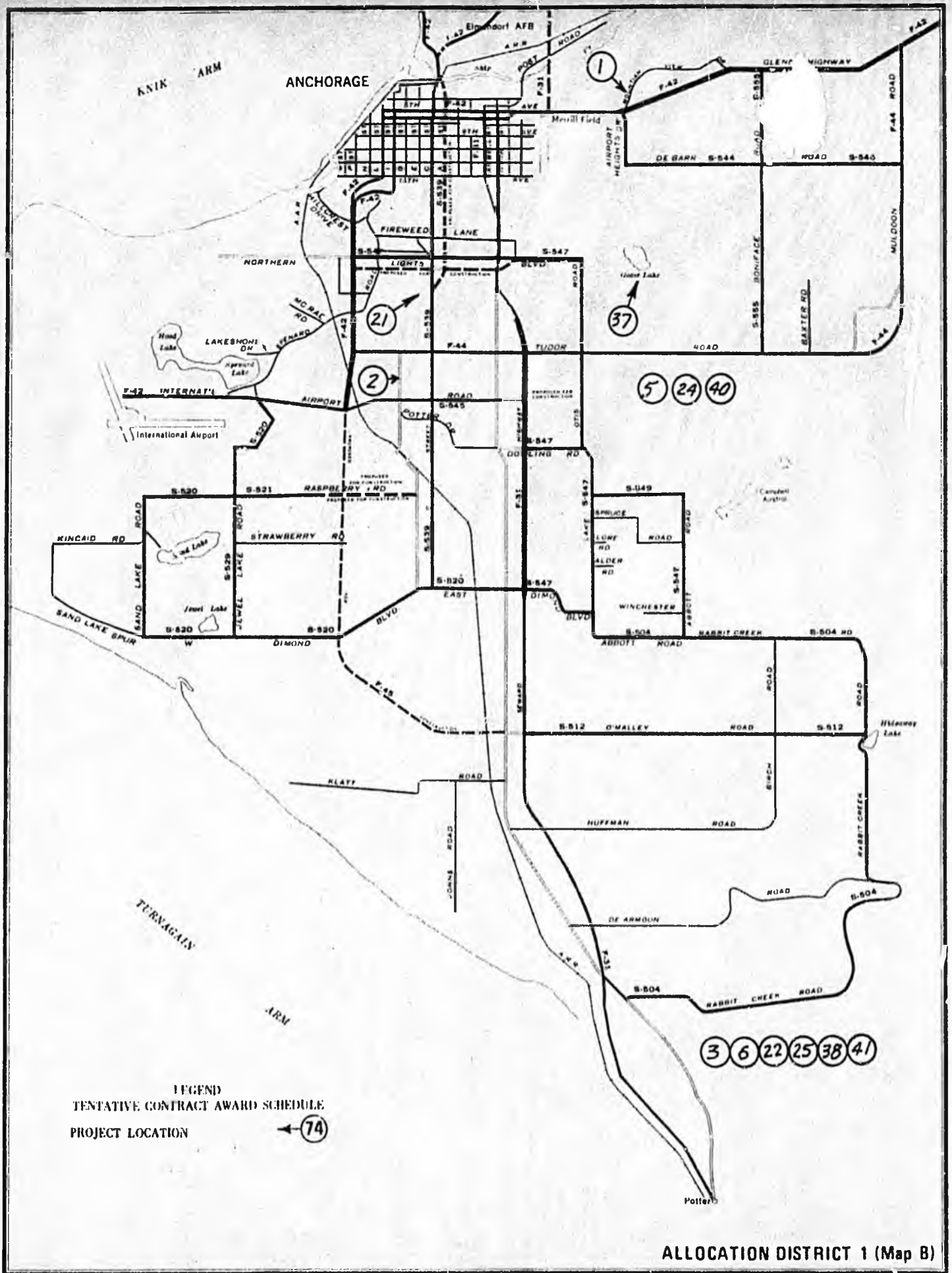
Allocation District 1

PROJECT LOCATION	PROJECT DESCRIPTION	PROJECT NUMBER	LSR&T FUNDS (DOLLARS)
Calendar Year 1983*			
MUNICIPALITY OF ANCHORAGE	Providence Drive - University to Northern Lights	37.	291,500
	Hillside/Girdwood Community Improvements	38.	129,200
	Eagle River/Chugiak Community Improvements	39.	95,500
	Bike Trails - Anchorage	40.	32,400
	Bike Trails - Girdwood & Hillside	41.	14,400
	Bike Trails - Eagle River & Chugiak	42.	10,600
KENAI-PENINSULA BOROUGH	Lewis Lane	43.	224,000
MATANUSKA-SUSITNA BOROUGH	Lucille St. - Phase II	44.	220,000
	Phile Spees	45.	23,500
	Various Locations Access Roads & Streets	46.	35,900
KODIAK-ISLAND BOROUGH	Bayview Drive	47.	91,300
CITY OF KENAI	Main Street Loop Phase I	48.	30,100
CITY OF KODIAK	Baranof Avenue - 6th to 10th	49.	23,100
CITY OF PALMER	North Gulkana Street - Paving	50.	105,100
CITY OF SEWARD	City Streets	51.	13,500
UNORGANIZED BOROUGH 1			
Chenega	Village Streets	52.	117,500

\* Calendar Year 1983 is unfunded with present allocations.



ALLOCATION DISTRICT 1 (Map A)



STATE OF ALASKA  
DEPARTMENT OF TRANSPORTATION  
AND PUBLIC FACILITIES  
LOCAL SERVICE ROADS AND TRAILS

Allocation District 2

PROJECT LOCATION	PROJECT DESCRIPTION	PROJECT NUMBER	LSR&T FUNDS (DOLLARS)
Calendar Year 1981			
FAIRBANKS NORTH STAR BOROUGH	Service Area Roads	1 ]	650,000
	Badger-Dennis Intersection	2 ]	
	Badger Road Bike Path	3 ]	
	Chena Hot Springs Road Trail	4 ]	
	Hagelbarger Avenue Extension	5 ]	
	Holmes Road - Dennis to Badger	6 ]	
NORTH SLOPE	Point Lay - Community Roads	**7	310,000
CITY OF FAIRBANKS	No Program Submitted		464,400
CITY OF NORTH POLE	no Program Submitted		1,500
UNORGANIZED BOROUGH II			
HEALY/ANDERSON/NENANA	Local Service Roads	8 ]	1,370,000
EUREKA	Vehicle Bridge @ Boston Cr.	9 ]	
BEAVER	Village Streets	10 ]	
EVANSVILLE	Village Streets	11 ]	
EAGLE	Access Road	12 ]	
TETLIN	Access Road	13 ]	

\*\* Refer to Map A Allocation District 4

STATE OF ALASKA  
DEPARTMENT OF TRANSPORTATION  
AND PUBLIC FACILITIES  
LOCAL SERVICE ROADS AND TRAILS

Allocation District 2

PROJECT LOCATION	PROJECT DESCRIPTION	PROJECT NUMBER	LSR&T FUNDS (DOLLARS)
Calendar Year 1982			
FAIRBANKS NORTH STAR BOROUGH	Arterial Streets Service Area Roads	14. ] 15. ]	351,000
NORTH SLOPE	Atkasook - Road to Airport	** 16.	290,000
CITY OF FAIRBANKS	No Program Submitted		125,000
CITY OF NORTH POLE	No Program Submitted		1,400
UNORGANIZED BOROUGH II			
CENTRAL NORTHWAY RAMPART STEVENS VILLAGE	Vehicle Bridge @ Miller Creek Village Streets Mining Access Road Village Streets	17. ] 18. ] 19. ] 20. ]	488,600

\*\* Refer to Map A Allocation District 4

STATE OF ALASKA  
DEPARTMENT OF TRANSPORTATION  
AND PUBLIC FACILITIES  
LOCAL SERVICE ROADS AND TRAILS

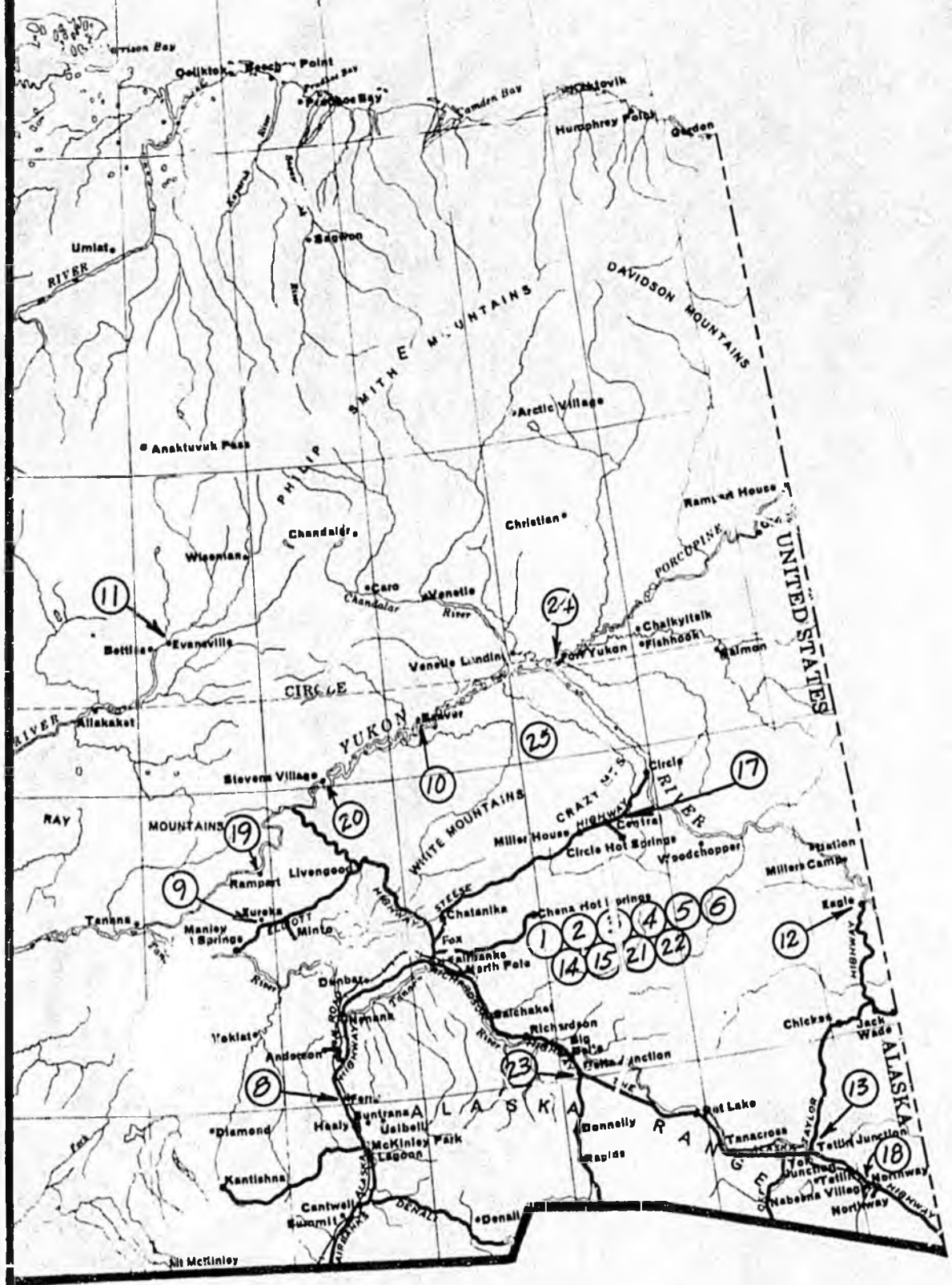
Allocation District 2

PROJECT LOCATION	PROJECT DESCRIPTION	PROJECT NUMBER	LSR&T FUNDS (DOLLARS)
Calendar Year 1983 *			
FAIRBANKS NORTH STAR BOROUGH	Arterial Streets	21. ]	351,000
	Service Area Roads	22. ]	
NORTH SLOPE	No Program Submitted		289,300
CITY OF FAIRBANKS	No Program Submitted		125,400
CITY OF NORTH POLE	No Program Submitted		1,500
UNORGANIZED BOROUGH II			
DELTA AREA	Community Roads	23. ]	502,000
FORT YUKON	City Streets	24. ]	
VARIOUS LOCATIONS	Trails & Access Roads	25. ]	

\* Calendar Year 1983 is unfunded with present allocations.

LEGEND  
 TENTATIVE CONTRACT AWARD SCHEDULE  
 PROJECT LOCATION

← 74



ALLOCATION DISTRICT 2 (Map A)

STATE OF ALASKA  
DEPARTMENT OF TRANSPORTATION  
AND PUBLIC FACILITIES  
LOCAL SERVICE ROADS AND TRAILS

Allocation District 3

PROJECT LOCATION	PROJECT DESCRIPTION	PROJECT NUMBER	LSR&T FUNDS (DOLLARS)
Calendar Year 1981			
CITY & BOROUGH OF SITKA	Price Street Sidewalks	1 } 2 }	100,000
KETCHIKAN GATEWAY BOROUGH	Animal Shelter Access	3	20,000
CITY OF KETCHIKAN	Shoenbar Trail Lighting	4	12,500
	Cook Street Drainage	5	6,000
	4 1/2 Alley Drainage	6	13,100
	Tower Road Drainage	7	12,300
CITY OF WRANGELL	Link Road	8	10,000
	Case Avenue	9	20,000
	Cemetary Access Road	10	2,500
CITY OF PETERSBURG	City Streets or downtown parking	11	22,000
HAINES BOROUGH	Paving local streets	12	22,800
CITY & BOROUGH OF JUNEAU	Davis Avenue	13	40,000
HOONAH	Drainage on Lumbago Street	14 }	
KAKE	Cemetary Access Road	15 }	
PELICAN	Mussel Street - Phase II	16 }	
KLAWOCK	Roadway Drainage	17 }	240,000
MEYERS CHUCK	Service Trails	18 }	
SKAGWAY	Sidewalk	19 }	
ELFIN COVE	Boardwalk	20 }	
VARIOUS LOCATIONS	Road & Trails	21 }	

STATE OF ALASKA  
DEPARTMENT OF TRANSPORTATION  
AND PUBLIC FACILITIES  
LOCAL SERVICE ROADS AND TRAILS

Allocation District 3

PROJECT LOCATION	PROJECT DESCRIPTION	PROJECT NUMBER	LSR&T FUNDS (DOLLARS)
Calendar Year 1982			
CITY & BOROUGH OF SITKA	Upgrade Dodge Circle Sidewalks	22 ] 23 ]	100,000
KETCHIKAN GATEWAY BOROUGH	Access to subdivisions	24	86,700
CITY OF KETCHIKAN	Funds utilized in Calendar Year 1981		
CITY OF WRANGELL	McKinnon Street	25	22,000
CITY OF PETERSBURG	City Streets or parking	26	22,000
HAINES BOROUGH	Front Street	27	22,800
CITY & BOROUGH OF JUNEAU	Tongass Avenue and Nancy Drive	28	146,000
KUPREANOF	Petersburg Creek to Petersburg Lake Trail	29 ]	
KAKE	Second Street Bulkhead	30 ]	
TENAKEE	Service Trail	31 ]	
CRAIG	Beach Road	32 ]	240,000
YAKUTAT	Bulkheads on Bayview Drive	33 ]	
KASAAN	Drainage on Main Road, Phase I	34 ]	
HYDABURG	Drainage & Surfacing	35 ]	
VARIOUS LOCATIONS	Roads & Trails	36 ]	

STATE OF ALASKA  
DEPARTMENT OF TRANSPORTATION  
AND PUBLIC FACILITIES  
LOCAL SERVICE ROADS AND TRAILS

Allocation District 3

PROJECT LOCATION	PROJECT DESCRIPTION	PROJECT NUMBER	LSR&T FUNDS (DOLLARS)
Calendar Year 1983*			
CITY & BOROUGH OF SITKA	Sidewalks	37	65,900
KETCHIKAN GATEWAY BOROUGH	No Program Submitted		41,000
CITY OF KETCHIKAN	Denali Avenue Drainage	38	8,900
	Alaska Avenue Drainage	39	13,100
CITY OF WRANGELL	Church St. from Zimovz to Case Avenue	40	42,800
CITY OF PETERSBURG	City Streets or parking	41	21,800
HAINES BOROUGH	Fort Wm. H. Seward Boardwalk	42	22,800
CITY & BOROUGH OF JUNEAU	Radcliff Road	43	93,700
KAKE	Roadway Drainage	44 ]	
YAKUTAT	Access Road to Monit Bay Heights	45 ]	
CRAIG	6th Street, Main to Beach	46 ]	240,000
KASAAN	Drainage on Main Road, Ph. I	47 ]	
VARIOUS LOCATIONS	Roads & Trails	48 ]	

\* Calendar Year 1983 is unfunded with present allocations.



ALLOCATION DISTRICT 3

STATE OF ALASKA  
DEPARTMENT OF TRANSPORTATION  
AND PUBLIC FACILITIES  
LOCAL SERVICE ROADS AND TRAILS

Allocation District 4

PROJECT LOCATION	PROJECT DESCRIPTION	PROJECT NUMBER	LSR&T FUNDS (DOLLARS)
Calendar Year 1981			
BRISTOL BAY BOROUGH	Savonoski Road - Phase III	1	110,200
UNORGANIZED BOROUGH IV			
CENTRAL REGION			
AKOLMUIT	Boardwalk	2 ]	
ANIAC	Access Road	3 ]	
ATKA	Streets & Vehicle Bridge	4 ]	
ATMAUTHLUAK	Boardwalk	5 ]	
IVANOFF BAY	Boardwalk	6 ]	
KOLIGANIK	Streets & Vehicle Bridge	7 ]	695,000
PERRYVILLE	Vehicle Bridge	8 ]	
SCAMMON BAY	Access Road	9 ]	
TULUKSAK	Boardwalk	10 ]	
TUNTU-TULIAK	Boardwalk	11 ]	
INTERIOR REGION			
KALTAG	Streets	12 ]	
RUBY	Streets	13 ]	240,000
WESTERN REGION			
ANVIK	Streets	14 ]	
EMMONAK	Vehicle Bridge	15 ]	
GRAYLING	Streets	16 ]	660,000
HOLY CROSS	Streets	17 ]	
LITTLE DIOMEDE	Foot Trail	18 ]	
NOORVIK	Streets	19 ]	
NULATO-KOYUKUK	Winter Trail Staking	20 ]	
GALENA			

STATE OF ALASKA  
 DEPARTMENT OF TRANSPORTATION  
 AND PUBLIC FACILITIES  
 LOCAL SERVICE ROADS AND TRAILS

Allocation District 4

PROJECT LOCATION	PROJECT DESCRIPTION	PROJECT NUMBER	LSR&T FUNDS (DOLLARS)
Calendar Year 1982			
BRISTOL BAY BOROUGH	Funds Utilized in Calendar Year 1981		
CENTRAL REGION			
NAPAKIAK	Boardwalk	21 ]	
NEW STUYAHOK	City Streets	22 ]	203,000
QUINHAGAK	Boardwalk	23 ]	
INTERIOR REGION			
GALENA	Community Roads	24	62,000
WESTERN REGION			
SAVOONGA	Access Road	25 ]	
NULATO-KOYUK GALENA	Winter Trail Staking	26 ]	120,000

STATE OF ALASKA  
DEPARTMENT OF TRANSPORTATION  
AND PUBLIC FACILITIES  
LOCAL SERVICE ROADS AND TRAILS

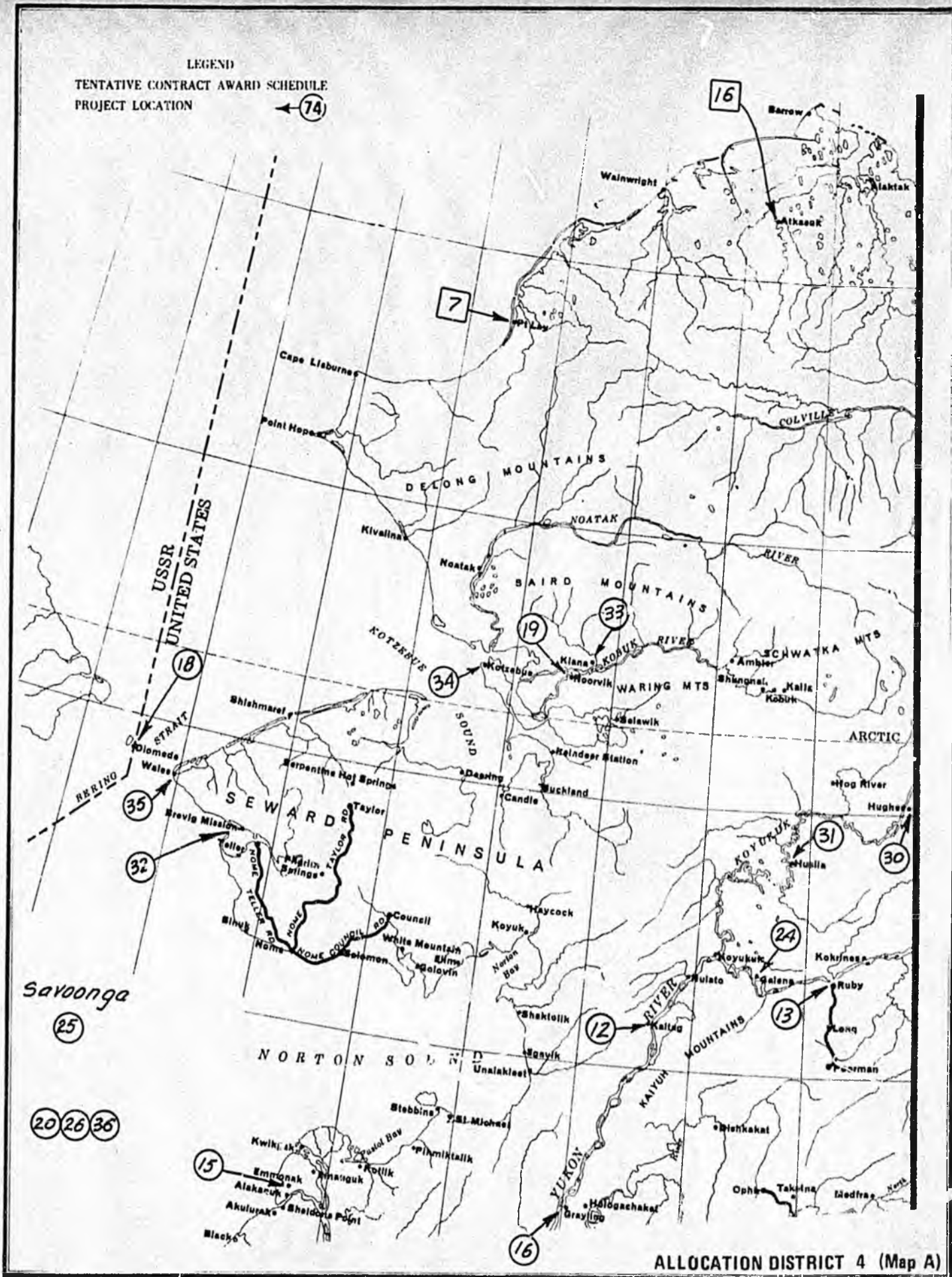
Allocation District 4

PROJECT LOCATION	PROJECT DESCRIPTION	PROJECT NUMBER	LSR&T FUNDS (DOLLARS)
Calendar Year 1983*			
BRISTOL BAY BOROUGH	No Program Submitted		22,400
UNORGANIZED BOROUGH IV			
CENTRAL REGION			
NIKOLSKI	Access Road	27 ]	
TOGIAK	City Streets	28 ]	420,000
USASHIK	Village Streets	29 ]	
INTERIOR REGION			
HUGHES	City Streets	30 ]	111,800
HUSLIA	City Streets	31 ]	
WESTERN REGION			
BREVIG MISSION	Boardwalk	32 ]	
KIANA	Access Road	33 ]	
KOTZEBUE	Access Road	34 ]	395,000
WALES	Access Road	35 ]	
YUKON-KOBUK	Winter Trail Staking	36 ]	

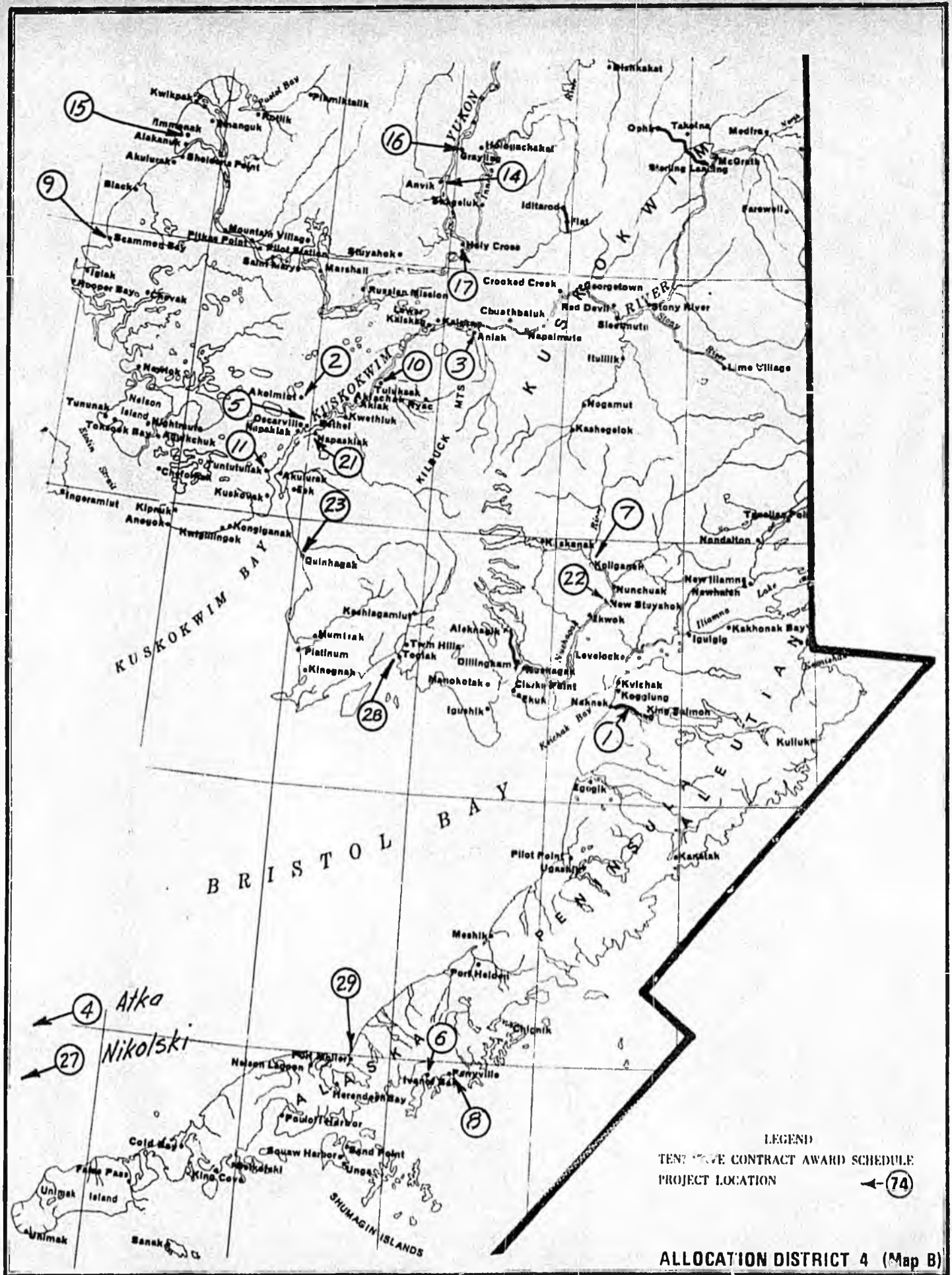
\* Calendar Year 1983 is unfunded with present allocation.

LEGEND  
 TENTATIVE CONTRACT AWARD SCHEDULE  
 PROJECT LOCATION

← (74)



ALLOCATION DISTRICT 4 (Map A)



STATE OF ALASKA  
DEPARTMENT OF TRANSPORTATION  
AND PUBLIC FACILITIES  
LOCAL SERVICE ROADS AND TRAILS

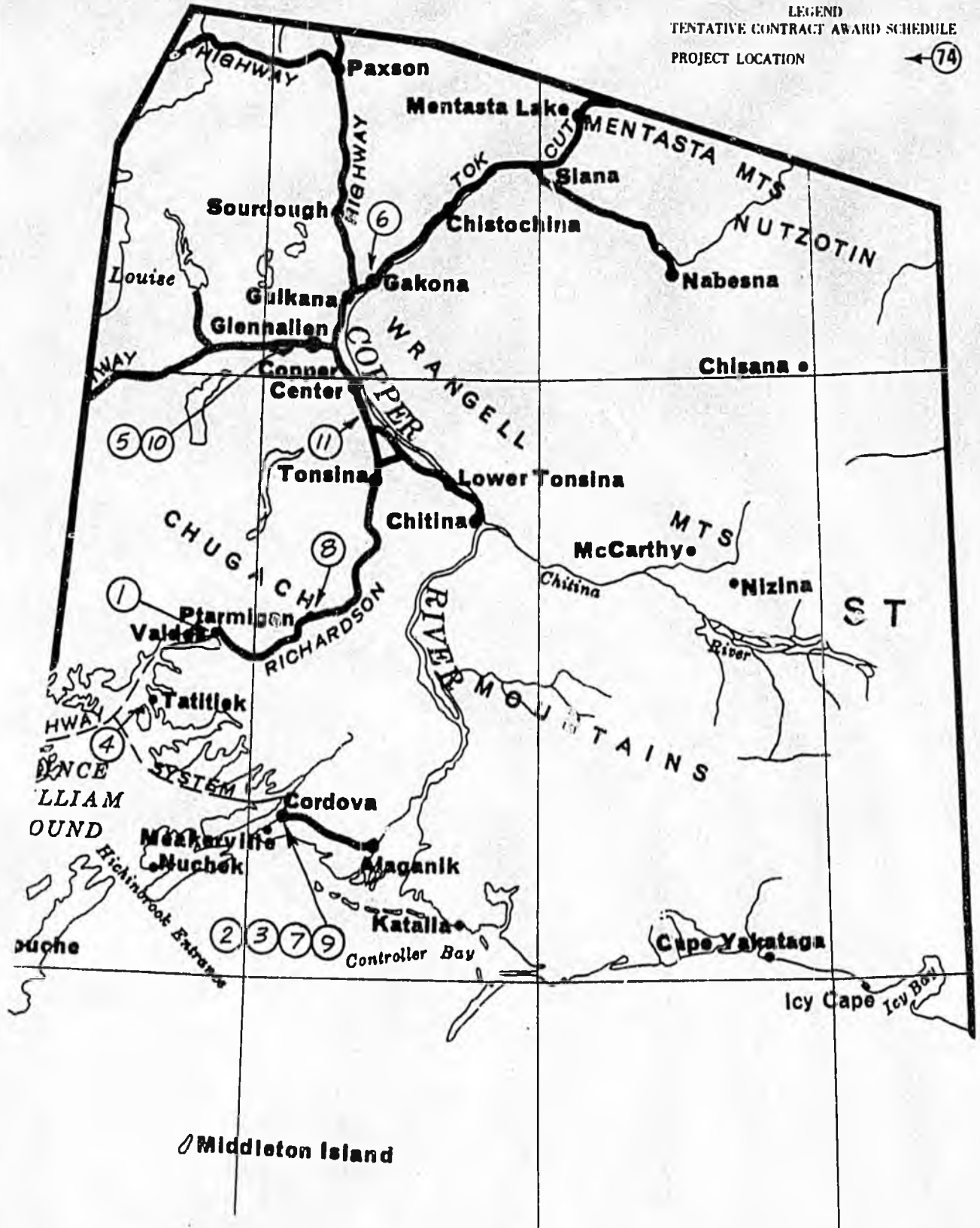
Allocation District 5

PROJECT LOCATION	PROJECT DESCRIPTION	PROJECT NUMBER	LSR&T FUNDS (DOLLARS)
Calendar Year 1981			
CITY OF VALDEZ	West Egan Drive	1.	120,800
CITY OF CORDOVA	First Street Trestle	2.	69,500
	Railroad Avenue	3.	30,500
UNORGANIZED BOROUGH V			
TATITLEK	Airport Access Road	4. ]	285,000
GLENNALLEN	School Access Road	5. ]	
GAKONA	Foot Bridge	6. ]	
Calendar Year 1982			
CITY OF VALDEZ	Fund Utilized in Calendar Year 1981		
CITY OF CORDOVA	Second Avenue Paving, Phase I	7.	30,400
UNORGANIZED BOROUGH V			
Tzaina (Lost Lake)	Lake Access Road	8.	59,800
Calendar Year 1983*			
CITY OF VALDEZ	No Program Submitted		20,900
CITY OF CORDOVA	Second Avenue Paving, Phase II	9.	30,400
UNORGANIZED BOROUGH V			
GLENNALLEN	Village Street - Paving	10 ]	142,900
TAZLINA	Copperville Subdivision Street Paving	11 ]	

\* Calendar Year 1983 is unfunded with present allocations.

LEGEND  
 TENTATIVE CONTRACT AWARD SCHEDULE  
 PROJECT LOCATION

74



ALLOCATION DISTRICT 5



TO: Barbara

FROM: Staff

Subject: HB 169

DOTPF is "supposedly" phasing out the LSR & T program because there is a large share of the monies in this program going directly to grants to communities (see their CIP brown book) and they indicate that they do not need the program for this.

This bill essentially puts \$10 million more into the L S R & T pool and it appears that it is the intent to continue the program.

( Steve (committee staff) suggests that the Legislature should draft a letter of intent or somewhere state their intent with regard to this program; either it should keep going and be funded and not in bits and pieces but wholly or phased out. )

1. planning

2. 10 mil. Zoo Excessed

3. Accountability

B.O.A.

1. Capital Budget

2. Program ?

3. Mithos

4. Bonding

STATE OF ALASKA  
PRELIMINARY STATEMENT OF FISCAL IMPACT

Bill No: SB7 Date on Bill: 1/18/83  
 Title: An Act making an appropriation to DOTPF for local service roads and trails  
 Sponsor: Ferguson, Kerttula, and Moss  
 Requestor: \_\_\_\_\_

1. Estimated fiscal impacts on:

a. Expenditures:

(Thousands of Dollars)

			FY 83	FY 84	FY 85	FY 86		
Capital			10,000.0					
Operating				209.0	218.0			
Total			10,000.0	209.0	218.0			

b. Revenues:

Revenue								
---------	--	--	--	--	--	--	--	--

2. Source of funds to offset fiscal impact of bill:

Not identified by sponsors of bill.

3. Assumptions:

4. Disclaimer:

This statement has not been reviewed by the OMB in the Office of the Governor. It does not represent the policy of the Sheffield Administration or the final estimate of fiscal impact.

Prepared by: Wayne Weeks Phone: 465-4070  
 Division: Planning and Programming Date: 2/10/83  
 Approved by Commissioner: *W. Weeks* Date: 2/10/83  
 Department: Transportation and Public Facilities

Distribution:

- Original to Legislative Finance
- Copy to OMB
- Copy to Sponsor
- Copy to Requestor

2/8/83

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# HANDBOOK

STATE OF ALASKA  
DEPARTMENT OF TRANSPORTATION AND PUBLIC FACILITIES  
LOCAL SERVICE ROADS AND TRAILS

**ENGINEER'S HANDBOOK**

**LOCAL SERVICE ROADS**

**AND TRAILS PROGRAM**

**DEPARTMENT OF TRANSPORTATION**

**AND PUBLIC FACILITIES**

**STATE OF ALASKA**

**POUCH Z**

**JUNEAU, ALASKA**

**JUNE 1978**

**NO. \_\_\_\_\_**

## INTRODUCTION

This manual became a necessity since the Local Service Roads and Trails program is no longer a pilot program but an integral part of the Alaska Department of Transportation and Public Facilities. This self-sustaining program is designed to accomplish the most with the least amount of State dollars under the rules and regulations of the Alaska State Statutes. Therefore, these guidelines must remain flexible in order that the program can be properly administered.

This manual should be considered a guide for LSR&T Engineers and their subordinates. This guide is not intended to take the place of good engineering judgement nor is it an answer to all situations.

All necessary revisions will be made to this handbook to guarantee the efficiency of the LSR&T Program.

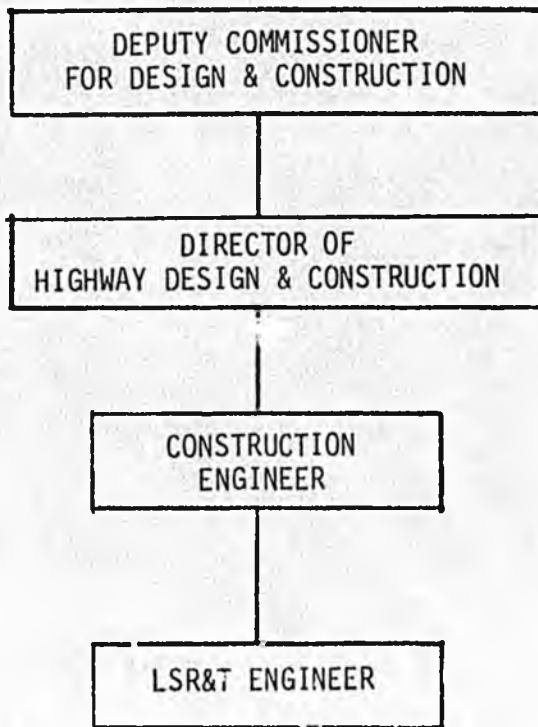
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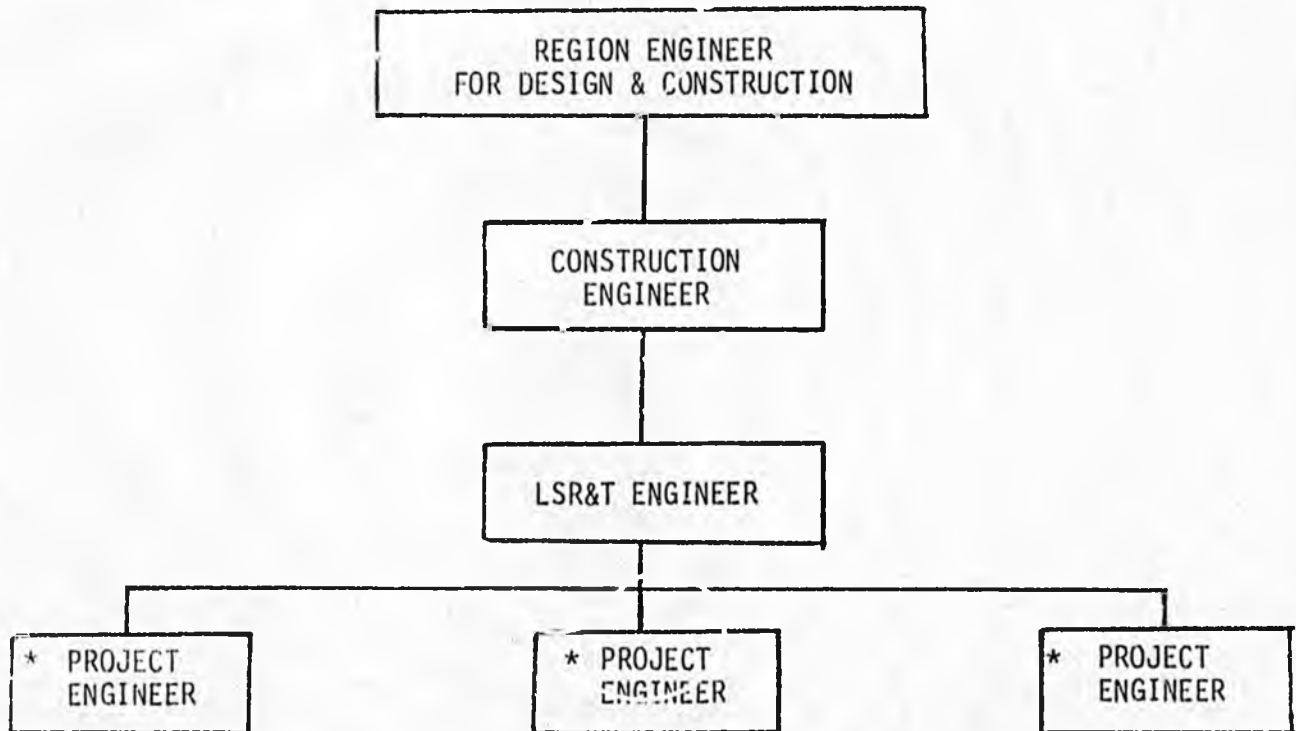
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HEADQUARTERS ORGANIZATION CHART



REGION ORGANIZATION CHART



\* Also Roaming Foreman or Appointed Villager

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## LOCAL SERVICE ROADS AND TRAILS PROGRAM

### Primary Functions:

The Local Service Roads and Trails (LSR&T) program was established by the State Legislature in 1971 to provide for special needs to "bush" communities, rural communities and communities both within and outside of organized boroughs.

Local Service Roads and Trails was designed to aid communities in accomplishing projects that do not have the financial means nor the technical expertise to achieve alone. These projects were to be in the nature of roads, trails, bridges and boardwalks specifically. Special exceptions are considered and granted if justification is sufficient.

The LSR&T Program is wholly State funded. Wherever costs are not prohibitive, generally within organized boroughs, projects are awarded by bid contract. In the remote areas where, because of location and size of the project bid contracts cost are prohibitive, LSR&T maintains its own small fleets of equipment or rents equipment, if available, and directs the operation of the projects.

The scope of LSR&T is basically three-fold. This is particularly true for "bush" projects. It provides:

1. Needed projects to communities that have not the capabilities of accomplishing alone.
2. A source of training for construction work by employing local residents as laborers and equipment operators.
3. Provides supplemental income to communities that are single-income or subsistence oriented.

### Project Limitation

Local Service projects are confined to roads which are not part of the federal-aid system and are not, the responsibility of corporate units, or private individuals but are dedicated to public use. These projects cover wide ranging road needs. They include State recreation routes, connections between outlying villages and airports, villages and canneries, villages and port facilities, short routes needed to better integrate subdivision roads and State highways, and improvements to existing roads.

### Article 3. Local Service Roads and Trails.

Section	Section
111. Purpose	181. Project agreements
121. Regulations	191. Letting of contracts
127. Allocation districts	201. Construction
131. Allocation of funds	211. Maintenance
141. Construction programs	221. Availability of allocated sums
151. Local government participation	231. Payment for construction
161. Design standards	241. Definitions
171. Acquisition and conveyance of rights-of-way	251. Local government powers

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Repeal of former article.—Section Roads." The former article consisted of §§ 19.30.110--19.30.170 and derived from § 5, ch. 129, SLA 1968.

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**Sec. 19.30.111. Purpose.** It is the purpose of §§ 111—251 of this chapter to provide for the construction of local service roads and trails which are not included in the approved federal-aid primary or secondary highway systems eligible for federal-state matching funds. (§ 2 ch 84 SLA 1971)

**Sec. 19.30.121. Regulations.** The commissioner may make regulations necessary to carry out §§ 111—241 of this chapter. (§ 2 ch 84 SLA 1971)

**Sec. 19.30.127. Allocation districts.** The state is divided into five allocation districts as follows:

(1) The boundary of allocation district one begins in Kamishak Bay at 59°15' N, 154°00'W; and travels north along longitude line 154°00'W to latitude 63°00'N; thence east along latitude line 63°00'N to a point common with the boundaries of allocations districts two and five; southerly of the Denali Highway at Corkscrew Creek (Milepost 59.1); thence southerly to Prince William Sound at Fairmount Point 60°53'45"N, 147°27'W and inclusive of Kodiak, Afognak, Barren, Trinity and Chirjkof Islands.

(2) The boundary of allocation district two begins at and includes the point at which the Alaska Highway intersects the Alaska-Yukon border; travels northwesterly to the west abutment of the Little Tok River Bridge on Tok Cutoff Highway (Milepost 91.2); thence west to the northerly abutment of the McCallum Creek Bridge on the Richardson Highway (Milestone 202.4); thence west to a point directly north of the Denali Highway at Corkscrew Creek (Milepost 59.1); thence southwesterly to the Glenn Highway at Summit (Milepost 118) and continuing along that line to latitude  $63^{\circ}00'N$ ; thence west along latitude  $63^{\circ}00'N$  to longitude  $154^{\circ}00'W$ ; thence north along longitude  $154^{\circ}00'W$  to the Arctic Ocean.

(3) The boundary of allocation district three begins in the Gulf of Alaska on longitude line  $141^{\circ}00'W$ ; thence north along longitude  $141^{\circ}00'W$  to Boundary Point 137; thence southeasterly along the Canadian-United States border bounding Southeastern Alaska in its entirety.

(4) The boundary of allocation district four begins in the Arctic Ocean at Smith Bay  $70^{\circ}54'N$ ,  $154^{\circ}19'W$ ; on longitude line  $154^{\circ}00'W$ ; travels south along longitude  $154^{\circ}00'W$  to latitude  $59^{\circ}15'N$  in Karnishak Bay; thence east along latitude  $59^{\circ}15'N$  to longitude  $152^{\circ}15'W$ ; thence southwesterly through Shelikof Strait and bounds of the entire Aleutian Chain.

(5) The boundary of allocation district five begins at the Gulf of Alaska on longitude line  $141^{\circ}00'W$  and travels northerly along that line to the point (but not including the point) at which Alaska Highway intersects the Alaska-Yukon border; thence northwesterly to the west abutment of the Little Tok River Bridge on the Tok Cutoff Highway (Milepost 91.2); thence west to the northerly abutment of McCallum Creek Bridge on the Richardson Highway (Milepost 202.4); thence west to the point directly north of Denali Highway at Corkscrew Creek (Milepost 59.1); thence southwesterly to the Glenn Highway at Summit (Milepost 118); thence southerly to Prince William Sound at Fairmount Point  $60^{\circ}53'45'N$ ,  $141^{\circ}07'W$ . (§ 2 ch 84 SLA 1971)

Sec. 19.30.132. Allocation of funds. (a) During each fiscal year the commissioner shall allocate sums appropriated or otherwise designated for expenditure upon local service roads for that fiscal year among the five allocation districts in the following manner: one-half in the ratio which the area of each allocation district bears to the total area of the state and one-half in the ratio which the population of each allocation district bears to the total population of the state as shown by the latest available federal census.

(b) The commissioner shall also further allocate the sums in each allocation district to the boroughs within each allocation dis-

tract in the following manner: one-half in the ratio which the area of each organized borough (excluding salt water areas) within that district bears to the total area of the allocation district and one-half in the ratio which the population of each organized borough area within that district bears to the total population of the allocation district as shown by the latest available federal census.

(c) The commissioner shall also further allocate portions of the sum allocated to any borough, either organized or unorganized, and to any home rule city within the borough in the following manner: one-half in the ratio which the area of each home rule city bears to the total area of the borough (excluding salt water areas) and one-half in the ratio which the population of each home rule city bears to the total population of the borough as shown by the latest available federal census.

(d) The sums not allocated within each district to a local government under (b) and (c) of this section shall be allocated to the unorganized borough and administered by the department. (§ 2 ch 84 SLA 1971)

**Sec. 19.30.141. Construction programs.** Before October 1 of each fiscal year each local government eligible for allocation of funds under § 131 of this chapter shall submit to the commissioner for approval a long-range program for the construction of local service roads and trails. Before December 1 of each fiscal year the commissioner shall submit to the governor a long-range program for the construction of local service roads and trails, including the approved local government programs. An organized borough shall include in its long-range program local service road construction programs for all cities other than home rule cities within the boundaries of the borough. The commissioner shall include in his long-range program local service road and trail construction within the unorganized borough. (§ 2 ch 84 SLA 1971)

**Sec. 19.30.151. Local government participation.** (a) Upon application by a local government, local service roads and trails constructed under the provisions of §§ 111—241 of this chapter and located within the jurisdictional boundaries of a local government, as defined in § 241(3) of this chapter, may be transferred to that local government upon approval by the Department of Highways and after a vote of the people in the area. A local government which has assumed road powers before May 20, 1971 may not be required to hold an election as provided by this section.

(b) The commissioner is authorized to transfer funds to any local government which he determines to be qualified to construct local service roads or trails.

(c) Nothing in §§ 111—241 of this chapter prohibits a local government from participating financially in the construction of a local service road or trail. (§ 2 ch 84 SLA 1971)

**Sec. 19.30.161. Design standards.** Design standards for each local service road and trail project shall have the prior approval of the commissioner. (§ 2 ch 84 SLA 1971)

**Sec. 19.30.171. Acquisition and conveyance of rights-of-way.**  
 (a) The local government shall acquire all rights-of-way required for local service road and trail construction. However, if the local government is unable to acquire the necessary right-of-way, the commissioner is authorized to acquire it in accordance with AS 19.05.080—19.05.120. The commissioner may convey to the local government, by appropriate instrument executed in the name of the state, any land or interest in land which has been acquired by the state for the construction of local service roads or trails.

(b) The costs incurred by the commissioner in acquiring this land or interest in land includes all costs and any fees incidental to acquisition, including relocation assistance and payments in accordance with AS 34.60. All costs incurred by the commissioner in connection with the acquisition of the land or interest in land shall be paid by the local government for which the land or interest in land is acquired.

(c) When rights-of-way for local service roads are acquired over land or interest in land owned by the state, the commissioner may make such arrangements with the department having jurisdiction over the land as may be necessary to give the local government adequate rights-of-way, and any such department is directed to transfer the jurisdiction of the land to the commissioner. (§ 2 ch 84 SLA 1971; am § 17 ch 71 SLA 1972)

**Effect of amendment.** — The 1972 amendment substituted "AS 34.60" for "ch. 35 of this title" at the end of the first sentence in subsection (b). **Legislative committee report.**—For report on ch. 71, SLA 1972 (HCSSB 383 am H), see 1972 House Journal, p. 898.

**Sec. 19.30.181. Project agreements.** As soon as practicable after a specific project has been approved by the commissioner, the commissioner shall enter into a formal project agreement with a qualified local government concerning the construction of the project. (§ 2 ch 84 SLA 1971)

**Sec. 19.30.191. Letting of contracts.** (a) If the construction is to be performed by the local government, or under its supervision, a request for submission of bids shall be made by advertisement unless some other method is approved by the commissioner. The commissioner shall require plans and specifications and methods of bidding which will be effective in securing competition.

(b) Construction of each project subject to the provisions of this section shall be performed by contract awarded by competitive bidding, unless the commissioner finds that, under the circumstances relating to the project, some other method is in the public interest. Contracts for the construction of each project shall be awarded only on the basis of the lowest responsible bid submitted by a bidder meeting established criteria of responsibility. No requirement or obligation may be imposed upon a bidder as a condition precedent to the award of a contract to a bidder unless the requirement or obligation is otherwise lawful and specifically set out in the advertised specifications.

(c) All contracts by a local government awarded by competitive bidding under (b) of this section must comply with the provisions of this section, and have the prior concurrence of the commissioner. (§ 2 ch 84 SLA 1971)

**Sec. 19.30.201. Construction.** The construction of a local service road or trail undertaken by a local government or under its direct supervision under the provisions of §§ 111—241 of this chapter, shall be performed according to approved design standards and are subject to the inspection and approval of the commissioner. All construction work done and labor performed by or under the direct supervision of the local government shall be in accordance with the laws of that local government and applicable state law. (§ 2 ch 84 SLA 1971)

**Sec. 19.30.211. Maintenance.** The department shall maintain, or cause to be maintained, any project constructed under the provisions of §§ 111—241 of this chapter, except that upon mutual agreement of the commissioner and the local government the responsibility for maintenance may be transferred to the local government if it is authorized to assume road maintenance powers. (§ 2 ch 84 SLA 1971)

**Sec. 19.30.221. Availability of allocated sums.** (a) On and after the date that the commissioner has certified the sums allocated to each local government, the sums shall be available for expenditure by the local government under the provisions of this chapter.

(b) These sums shall continue available for expenditure by that local government for a period of five years after the close of the fiscal year for which the sums are authorized and any amounts so obligated remaining unexpended at the end of that period shall lapse and shall be available for other local service road or trail construction within that allocation district in accordance with §§ 111—241 of this chapter. (§ 2 ch 84 SLA 1971)

**Sec. 19.30.231. Payment for construction.** (a) The commissioner may from time to time as the work progresses, make payments to

a local government for the total cost of completed construction incurred by it on a project.

(b) After completion of a project and approval of the final voucher by the commissioner, a local government is entitled to payment of the unpaid balance for the project from the sums allocated to it.

(c) No payment under this section may be made except for a project covered by a project agreement. No final payment may be made to a local government for its costs of construction of a project until the completion of the construction has been approved by the commissioner following inspections under § 201 of this chapter.

(d) The payments shall be made to the official or depository as may be designated by the local government and authorized under the laws of the local government to receive public funds of the local government. (§ 2 ch 84 SLA 1971)

**Sec. 19.30.241. Definitions.** In §§ 111—241 of this chapter

(1) "construction" means the building of a new road, street or trail or the improvement of existing roads, streets or trails and includes the necessary preliminary engineering, construction engineering and utility relocation;

(2) "home rule city" means a city defined in AS 29.05.010;

(3) "local government" means an organized borough of any class or a home rule city;

(4) "local service road" means a public road which is not designated as a route on the approved federal-aid highway system;

(5) "project" means an undertaking to construct a particular portion of a local service road or trail, or, if the context so implies, the particular portion of a local service road or trail so constructed;

(6) "trail" means a footpath or way on land or water that is open to public use as a matter of right whether or not a thoroughfare, particularly for dog sleds and mechanized snow vehicles. (§ 2 ch 84 SLA 1971)

Revisor's note (1972). — AS 1972; however, see AS 29.08.010 on-  
29.05.010 referred to in paragraph (2) acted by § 2, ch. 118, SLA 1972 for a  
has been repealed by § 1, ch. 118, SLA re-definition of "home rule city."

**Sec. 19.30.251. Local government powers.** Road construction and maintenance authority is granted to local governments, as defined in § 241(3) of this chapter, which do not otherwise have that authority; however, the authority granted is limited to participation in the construction and maintenance of local service roads under §§ 111—241 of this chapter. (§ 2 ch 84 SLA 1971)



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## DEFINITIONS

### Local Government:

A local government is an organized borough of any class, a home rule municipality or a home rule city.

The local government controls its own LSR&T program. Priority of projects is flexible but changes must be approved by the assembly before a project can be approved by the Department.

### Local Governing Body:

A local governing body is the classification of authority in a village or city in the unorganized borough.

Right-of-way and gravel rights must be furnished without reimbursement by the State.

Maintenance responsibility is denoted in the project agreement.

## ALLOCATION OF FUNDS

The allocation formula is clearly defined in the Article 3. Local Service Roads and Trails, Section 19.30.111 to 19.30.251 of the Alaska Statutes, but a brief description is included herein for explanatory purposes.

The distribution follows a sequential breakdown and is based on area and population factors. Half the funds are allocated on the basis of area and half on the basis of population. Salt water areas are excluded from allocation areas and the latest Federal Census is used for population figures.

The first stage distribution is made to allocation districts, which correspond to the highway districts existing on June 30, 1971.

Each allocation district's distribution is then broken down and allocated to the boroughs within that allocation district, each organized borough figuring for a share and all areas outside organized boroughs combining together for a share. The important distinction here is that the "borough" is considered an area within an allocation district.

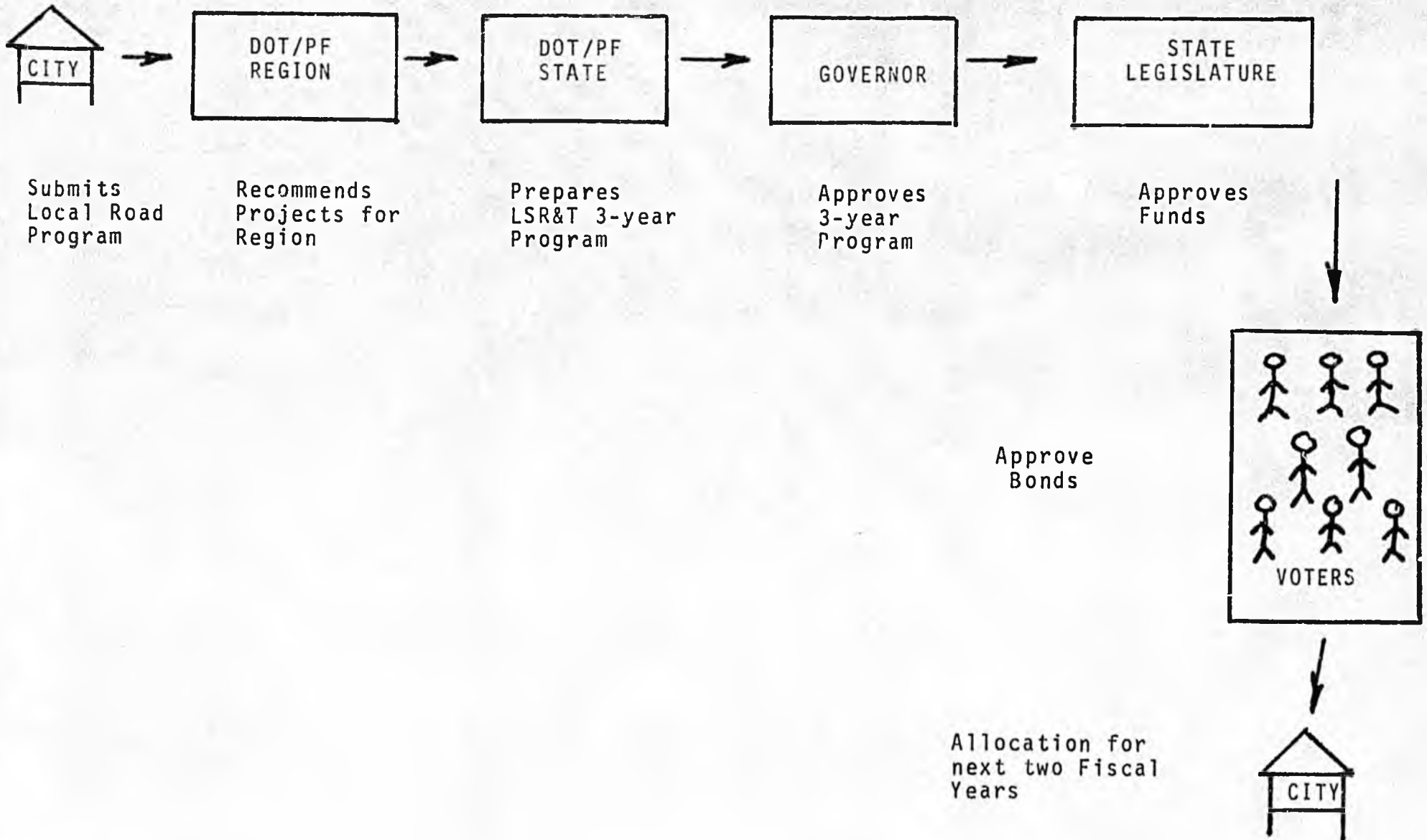
The third and final breakdown allocates to the local government. If a home rule city exists within an organized borough, the borough government and the city government share the "borough" (second stage) allocation in proportion to their area-population factors. If no home rule city exists within the organized borough, the entire allocation is to that borough's government. If a home rule city exists in an unorganized borough, the home rule city's allocation is their area-population proportion of the unorganized borough's allocation.

Using the highway district boundaries existing on June 30, 1971, the allocation is as follows:

<u>Allocation District</u>	<u>Corresponding Highway District</u>	<u>Allocation Factor</u>
I	Central Region	.306486
II	Interior Region	.249049
III	Southeastern Region	.104827
IV	Western Region	.296550
V	Southcentral Region	.043088
		<u>1.000000</u>

ALLOCATION OF LSR&T FUND TO LOCAL GOVERNMENT

2-3



TYPICAL LOCAL GOVERNMENT LSR&T PROJECT

IN AN ORGANIZED BOROUGH OR HOME RULE CITY

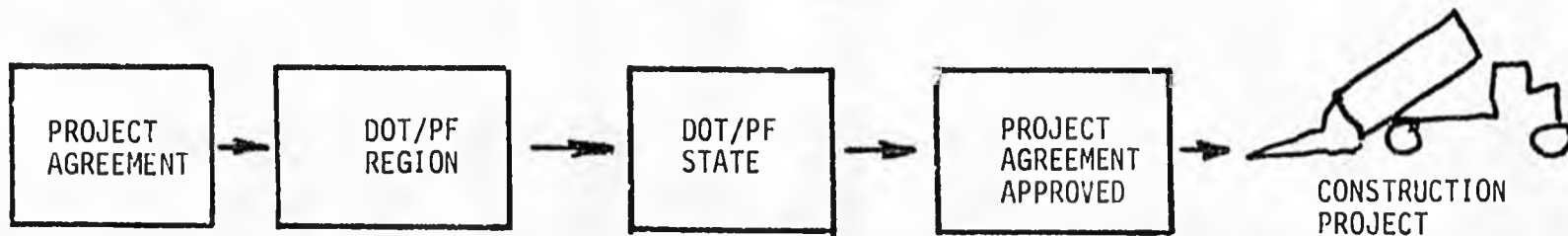


LSR&T  
Guy from  
Region

Mayor  
or his  
Representative

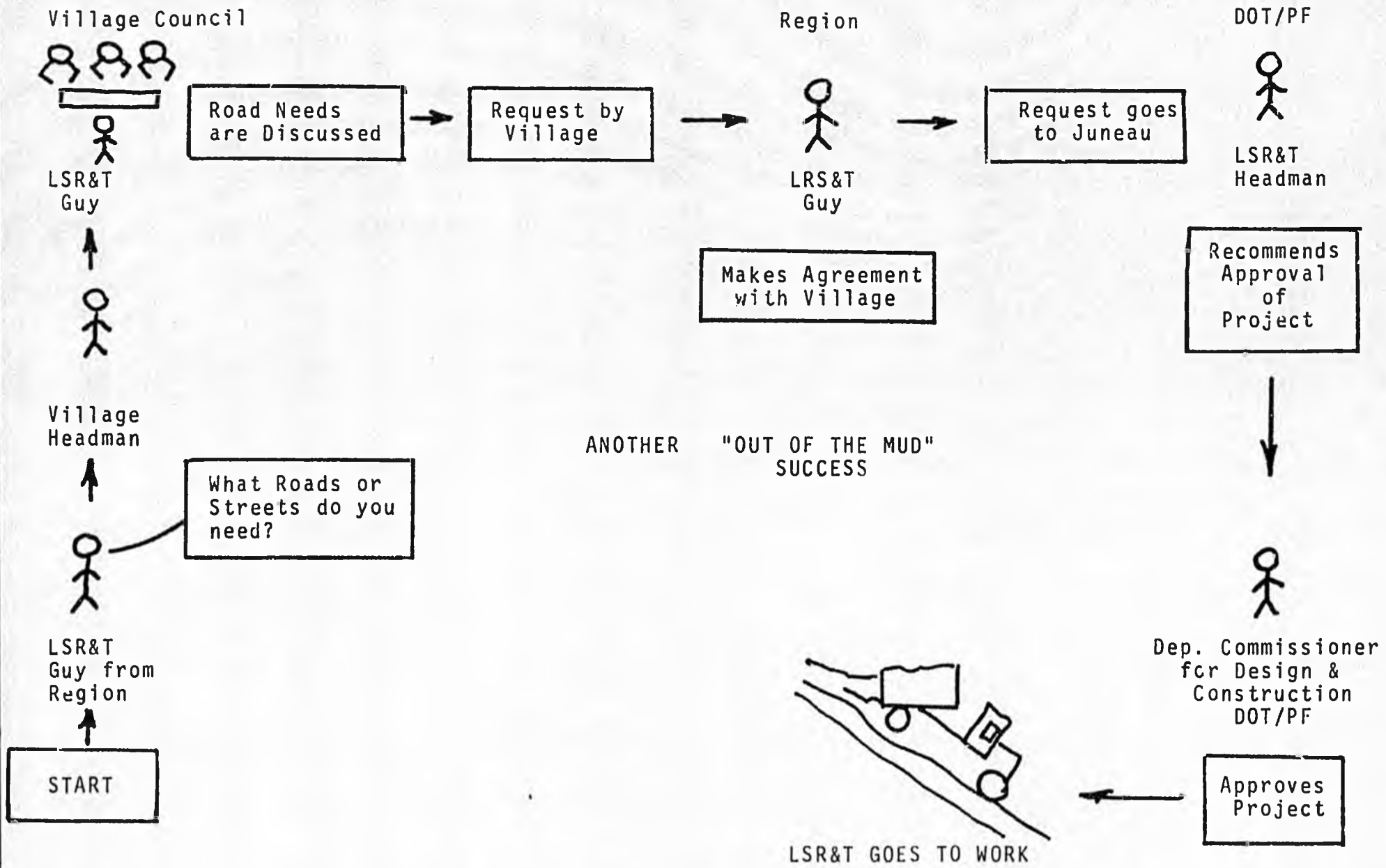
1. Local government submits a construction program to the Region by September 15 of each year.
2. The Regional LSR&T Engineer reviews the program and coordinates with the city in listing projects within funds available and proposed.
3. The local government and the State sign an agreement for reimbursement for each project according to priority.
4. The agreement reflects whether the work is by contract or by local government forces.
5. Maintenance responsibility is included in the agreement.

All phases of the project such as Consultant Engineering, Design Advertising and Letting of a Contract requires approval by DOT/PF. Coordination between the City and the LSR&T man from the Region makes the procedure fast and effecient.



TYPICAL RURAL COMMUNITY LSR&T PROJECT

2-5



## APPLICANT GUIDELINES

### Nature and Purpose of Program:

To provide State assistance in the development of roads and trails on routes that are not eligible for federal-aid matching funds.

### Who May Apply:

Each organized borough and home rule city is eligible for a direct allocation, based on their population and area. All other areas are considered unorganized boroughs and are eligible for projects administered by the Department, subject to priority scheduling within the respective allocation districts.

### Authorizing Legislation:

AS 19.30.111-251

### Administrative Agency:

Department of Transportation and Public Facilities, State of Alaska.

### Type of Assistance:

Financial and Engineering.

### How Program is Financed:

100% State. Organized boroughs and home rule cities may supplement their allocation with local funding in any amount. Unorganized borough areas will be encouraged to provide local participation whenever possible. Federal and State grants can be used in conjunction with LSR&T funds.

### How To Apply:

Each organized borough and home rule city may receive their allocation by submitting a three-year project program for the construction of such roads to their Regional Highway Engineer by October 1 of each year, indicating the priorities for construction on the program. When a project is approved, a project agreement will be drafted, and development of the project may proceed. No payment can be made for work done prior to execution of the project agreement.

Unorganized borough communities should provide input data for road needs in their areas to their Regional Highway Engineer, who will compile a three-year program and establish priorities for the unorganized borough projects within his jurisdiction. When a project is approved, the Department will proceed with development of the project.

For More Information Contact:

Commissioner  
Department of Transportation and Public Facilities  
State of Alaska  
Pouch Z  
Juneau, Alaska 99811

Field Offices:

Central Regional Highway Engineer, Pouch 6900, Anchorage, AK 99502  
Interior Regional Highway Engineer, 2301 Peger Road, Fairbanks, AK 99701  
Southeastern Regional Engineer, P.O. Box 3-1000, Juneau, AK 99802  
Western Regional Highway Engineer, P.O. Box 1048, Nome, AK 99762  
Southcentral Regional Highway Engineer, P.O. Box 507, Valdez, AK 99586

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## PLANNING

### Three Year Program

The allocation districts are the boundaries of the Highway Department established in 1970. The larger of the five districts being the Western District, engulfing nearly half of the land mass of Alaska, is administered by the Western, Central and Interior Regions. This split jurisdiction is strictly an economic measure.

Although the North Slope Borough area is half in the Western Region, to focus administration to one locale, Interior Region has full jurisdiction. Other organized boroughs whose boundaries partially overlap allocation districts, the responsibility lies with the primary region.

A construction program utilizing LSR&T construction equipment, State employees, village labor, equipment rental, when available, is the primary mode of operation in the unorganized boroughs of the Central, Interior and Western Regions. Programming the projects in the unorganized boroughs depends on requests from local governing bodies (both submitted and solicited), available road building materials, right-of-way access, and coordination of other projects in the area.

In the unorganized borough of Southcentral and Southeast, State WCF equipment and maintenance personnel are utilized when a contract for the work is not feasible.

The Local Service Roads and Trails Program is a vital link in the State road network. It is the only State program established for solving local transportation needs. Reflecting a typical construction season, several miles of new road, new and reconstructed boardwalk, year around foot trails, winter trail staking, foot bridges, paved bike paths and vehicle bridges are constructed with LSR&T funds.

These and other special projects are completed each year in answer to what the LSR&T is all about, "Get the people out of the mud". This program does a lot for all the people of Alaska and is presently performing a service the people of Alaska could not do without.

Local governments throughout the State share 52.8% of each LSR&T bond issue. The unorganized boroughs share in the remaining 47.2%. Annual expenditures average this percentage.

### Summary

#### I. Definition

##### A. Purpose

- a. To get people out of the mud
- b. Flexibility of Program
- c. To aid communities with no revenue
- d. Economy of operation

B. Type of Projects

- a. Local Service Roads
- b. Year around foot trails
- c. Winter trail staking
- d. Bicycle paths
- e. Erosion control
- f. Foot bridges
- g. Boardwalks

C. Type of Funding

- a. LSR&T
- b. Local Government Participation
- c. EDA (Public Works Act and individual grants)

II. Allocation

- A. Two Year Legislation (Amounts vary)
- B. Five Year duration
- C. 50-50 Factor, Area - Population
- D. Operating Budget - Program Support

- a. Bridge Design Headquarters
- b. Road Design and Adv. (Headquarters and Region)
- c. R/W Certification Region
- d. Construction Review Headquarters and Region
- e. Administration Headquarters and Region

E. FY 77-78 Allocation

Organized Boroughs and Home Rule Cities	3,695,721
Unorganized Boroughs	3,304,279
	<u>7,000,000</u>

III. Administration

- A. Allocation District - Regional Control
- B. Organized Boroughs and Home Rule Cities

- a. Construction contract by Local Government
- b. Local Government Labor and Equipment

C. Unorganized Boroughs

- a. Construction Contract by Local Government or State
- b. Village or City Labor and Equipment
- c. State Equipment and Village Labor
- d. State Equipment and State Employees
- e. State Equipment and Village State Employees

IV. Three Year Program

- A. Project Selection

- a. Organized Boroughs and Home Rule Cities
  1. Select their own projects
  2. Able to change program at will
- b. Unorganized Boroughs
  1. Cities and Villages select their own projects.
  2. Region sets priorities within funds available.
  3. Regions may subfill projects with funds available on non-federal routes.

#### Programming Guidelines

1. Programming of projects in the Matanuska-Susitna Borough and the Kenai Borough are made through the Central Region Office, regardless of the limits of their respective borough boundaries. Programming of projects in the North Slope Borough are made through the Interior Region Office. The administration of construction and maintenance will be performed by the region in which the project is located.
2. Each project (i.e., completed improvement) must provide a usable facility with the expenditure of available funding.
3. Each local service road project submitted for inclusion in the program shall indicate the standards of design for the improvement. This information shall include the following:
  - a. Minimum AASHTO design load for structures.
  - b. A brief narrative description.
  - c. Type and character of traffic.
  - d. Typical section(s) of the proposed improvement(s), and
  - e. Length of project to the nearest tenth of a mile.
4. The program should show priority scheduling for construction, estimated total project construction costs and utilization of allocated funds.
5. The time limit for expending allocated funds is within five years after the close of the year in which the funds were authorized. Local governments may thus broaden the scope of a project and provide for adequate funding by permitting their allocations to accumulate. Program submissions should note this intention, if applicable.
6. Estimated project construction costs must include all costs, including administration, preliminary design engineering and construction engineering.
7. Any portion of the project construction costs may be funded by the local government. For all projects constructed with participated funding by the local government, the determination of the responsibility for maintenance will be made on a project by project basis.

8. The Department may assist the local government in the acquisition of right-of-way, but that all costs for right-of-way, including administrative costs, must be borne by the local government.
9. Roads presently on the State maintenance system may be improved under the Local Service Roads and Trails Program.
10. The highway regions will assist the local governments, if requested, in the preparation of the three-year program, and offer guidance for programming projects within the scope of available funding. All local government programs will be assimilated by their respective highway regions.
11. Preliminary engineering considerations for larger projects shall include studies of possible alternates.
12. A determination will be made on a project by project basis as to whether the local government will administer the construction of the project with reimbursements for costs from available allocated funding, or whether the Department will administer the construction of the project.
13. An executed project agreement is required prior to the expenditure of any sums which are to be included in reimbursement for the costs of the road or trail improvements. All project agreements will stipulate maintenance responsibilities for the completed improvement.
14. Any supplemental information which may assist the local government in the formulation of their three-year Local Service Road and Trail Program will be provided by the Department of Transportation & Public Facilities.
15. The three-year programs, including the priority scheduling, submitted by each local government shall bear a certification of approval by their respective governing body.

#### Region Outline for Annual LSR&T Program

To better formulate the regions annual three-year program, the ensuing guidelines should be followed:

1. Retain an ongoing program of assimilating information from all local entities throughout the year to eliminate last minute delays.
2. Follow previous program projections insofar as possible and reasonable.
3. Keep the overall allocation within the projected level of funding.
4. Keep the number, size, and type of projects (boardwalks vs. road-work) within the equipment, manpower, and fiscal capabilities.
5. Schedule projects which complement other transportation facility construction.

6. Schedule projects which take advantage of contractors mobilized in remote locations.
7. Spread the work as evenly as possible and avoid concentration of work in one area.
8. Provide a logical and logistical sequence of work to make full use of the equipment.
9. Take advantage of federal programs providing additional transportation funding whenever possible (this increases the effectiveness of the LSR&T Program exponentially).
10. Consider inflation and unforeseen cost increases.
11. Provide timely reaction to local requests.
12. Leave room for flexibility.

#### Contacting Local Authorities

##### Local Governments:

Road needs are requested by the State LSR&T Engineer for the Deputy Commissioner of Design and Construction.

Local Governments are notified of their allocation from Bond Issues by the Deputy Commissioner of Design and Construction.

##### Unorganized Boroughs:

Road needs are solicited by the Region LSR&T Engineer.

The Region should make periodic verbal or written contact with local governments and cities and villages in the unorganized borough pertaining to their road needs. During these contacts, it should be made clear that the services of the Region and State LSR&T Engineers are at their disposal.

This action will assure a prompt transmittal for the annual three-year program.

#### Project Coordination

In the initial phase of a bush project request, the Region LSR&T Engineer should inquire, at the village level, if other work is being performed or contemplated by other State or Federal agencies. If none is known, the other agencies should be contacted directly.

Assembling information of mutual concern to the LSR&T Program and other State and Federal agencies should be an obligation of the Region LSR&T Engineer.

### Annual Report

The annual report of LSR&T activities is prepared each year by the State LSR&T Engineer and submitted to the Director of Transportation Planning by November 15. This report is then incorporated into the Department of Transportation and Public Facilities' annual report.

The LSR&T annual report is based on activities for the calendar year.

The regions are asked to submit certain information that will enhance the program, such as special projects, methods of cost savings, training, etc.

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## PROCEDURES

### LSR&T Project Coding Procedures

Project numbers are assigned by the State LSR&T Engineer.

An example is as follows:

G	-	2	7	0	0	2	(a)	LSR&T Program
(a)		(b)	(c)		(d)		(b)	Region
							(c)	Allocation Area
							(d)	Project Number in Sequence

When work is required on a project prior to project approval, charges are to be made to region reconnaissance.

See Chapter 5 for reconnaissance numbers.

### Road Design

Any LSR&T project that is designated to be designed by the Department will be submitted by the Region LSR&T Engineer using the following procedures:

1. A request for the design work should be sent to Region Road Design by memorandum.
2. All pertinent information relative to the project, including project charge numbers must accompany the request.
3. Proposed advertising date and amount authorized for design and construction.
4. Request an early cost estimate to accomplish the design and construction.

### Maintenance and Operations

LSR&T Projects to be maintained by the State.

All LSR&T construction contracts to be administered by the Department or local government, which are wholly or part of another contract, funded with LSR&T money and maintenance to be performed by the Department, must be coordinated with the Region Director for Maintenance and Operations during the design phase.

### Construction Projects:

A list of all LSR&T projects to be maintained by the Department and constructed by one of the following methods will be submitted by the Region LSR&T Engineer to the Regional Director for Maintenance and Operations prior to each construction season with a copy to the State LSR&T Engineer:

1. Department of Transportation & Public Facilities Contract
2. Local Government Contract
3. State Equipment and LSR&T Employees
4. State Equipment and Maintenance & Operations Employees
5. State Equipment and Village Employees
6. Local Government Equipment and Employees

The description of each project shall include the project name, location, length and width or surfacing, type of construction and projected beginning and ending dates. Additional information is to be given upon request.

This report is essential in order that a liaison can be established between the local maintenance foreman and the Regional LSR&T Engineer and for better planning of maintenance responsibilities.

Unless agreed to before hand, comments made directly to the local government representative or contractor by the local maintenance foreman are prohibited.

Final Acceptance:

Final acceptance of the project shall not be given without the concurrence of the Regional Director for Maintenance and Operations or his representative.

Final inspection and completion report of all LSR&T projects shall be submitted to the State LSR&T Engineer.

Completion reports for all road projects will be transmitted to the State Maintenance and Operations Engineer by the State LSR&T Engineer.

See Chapter 5 for minimum right-of-way requirements.

See Chapter 6 for completion report requirements.

See Chapter 9 for routine maintenance scheduling.

#### Recreation Facilities

LSR&T funds are not valid for the construction of a facility whereby the right of entry is not open to the public at all times.

The LSR&T program was established to fund projects that aid the surface transportation of people, equipment and supplies from one point to another over public right-of-way.

As defined in Section 19.30.241 of the Alaska Statutes, the following definitions pertain to the Local Service Roads and Trails Program:

- "(4) 'local service road' means a public road which is not designated as a route on the approved federal-aid highway system;
- (5) 'project' means an undertaking to construct a particular portion of a local service road or trail, or, if the context so implies, the particular portion of a local service road or trail so constructed;
- (6) 'trail' means a footpath or way on land or water that is open to public use as a matter of right whether or not a thoroughfare, particularly for dog sleds and mechanized snow vehicles."

LSR&T funds are not available for construction of recreational facilities such as rifle range pads, race tracks or similar proposals that limit the right of entry to the public.

Roads or trails to recreational facilities and parking areas for such facilities are eligible for funding under the program providing the following criteria is met:

1. Adequate public right-of-way.
2. Sufficient funds available.
3. Approval of local residents.

#### Reimbursable Service Agreement

##### Intradepartmental RSA Procedures:

In an effort to reduce administrative and fiscal paper flow, the following procedures will govern requests for services between elements of the Department of Transportation and Public Facilities.

The requesting agency will initiate a memorandum setting forth the type and level of service required of the servicing agency and citing the specific collocation charge code to which charges may be incurred. The memorandum will also reflect the total funds available for the service which will not be exceeded by the servicing agency. The servicing agency will acknowledge receipt and acceptance of the agreement to perform the service by so indicating on a copy of the memorandum and return to the requesting agency. A completed copy of the agreement memorandum will also be provided to the State LSR&T Engineer who will forward the document to Budget Finance.

This then becomes a valid agreement between the two agencies and is authority for the servicing agency to incur charges directly to the collocation charge code indicated. Where it is desired by either the requesting or servicing agency, a separate collocation code may be established.

The servicing agency may elect to use its own project reporting system for collecting costs for reimbursement when personnel services are involved. However, when charging an expense to the requesting office collocation code, the requesting office project ledgers must be used if applicable.

Formal Reimbursable Services Agreements and their associated documents will no longer be required on intradepartmental service requests.

Normal RSA procedures will be followed between other departments of State government and the Department of Transportation and Public Facilities.

#### Overhead Account

The use of the LSR&T overhead account number N00407 must be closely scrutinized to insure proper practice. All eligible costs must be charged to their respective project numbers. The use of this overhead number is limited to LSR&T assigned personnel. When your people are temporarily assigned to another section for one month or longer, a personnel action must follow.

#### Federal Grants

It is Legislative Audit's policy to consider all requests for federal grant audits. All requests should be in writing and the following information be included:

1. Number of grants to be audited.
2. Amount of the grant.
3. Whether grant funds were sub-granted to other organizations, and if so, the number of sub-grants and amounts.
4. The grant period and/or periods.
5. Who Legislative Audit should contact to discuss requests, and
6. Since these audits are performed on a reimbursable basis, the amount of funds available for audit.

If after reviewing any request, Legislative Audit is unable to perform the audits requested, they will send you a letter stating that fact. If you have any questions concerning this policy, please contact:

Legislative Auditor  
Pouch W  
Division of Legislative Audit  
Juneau, Alaska 99811

Economic Development Administration (EDA) grants are sometimes utilized to supplement LSR&T funds, in areas where requests for roads exceed funds available.

Negotiations Prior to Bid Award

When a LSR&T construction contract is being advertised for bid, negotiations with the Contractor prior to award is prohibited.

Negotiations with a Contractor by a Department employee may be cause for dismissal.

CHAPTER 5

PRECONSTRUCTION

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## PRECONSTRUCTION

### Reconnaissance

This phase should determine how the project will be constructed; such as by contract, force account or in-house forces. Sufficient information should be obtained so plans and specifications can be prepared. Under this article a requirement for a meeting with the local community to inform them on the progress of the project and construction timetable may be necessary.

#### Procedure:

1. Select Typical Section
2. Determine method of construction
  - a) Local government contract
  - b) State contract
  - c) State forces (LSR&T or Maintenance)
  - d) Local government equipment and labor
  - e) Local government labor only
  - f) A combination of two or more
3. Determine if cost of project is within funds available
4. Charges to the region reconnaissance project is permitted only when it is impractical to obtain a project agreement and then only to establish the validity of such a project.

Reconnaissance charge numbers are as follows:

Central Unorganized Borough I	G-00011
Interior Unorganized Borough II	G-00021
Southeastern Unorganized Borough III	G-00031
Western Unorganized Borough IV	G-00041
Southcentral Unorganized Borough V	G-00051

See Chapter 11 for the reconnaissance check list.

### Project Agreements

Projects submitted to Headquarters for approval must include the following information:

1. Project Agreement
2. Project description of work including typical section, length of project and a map of the location with scale shown. (See Management Forms 14 and 15).