ALASKA LEGISLATURE COMMITTEE FILES 1987-1988 8672
5177 HTRA HCR 13 - HCR 34

749

STATE OF ALASKA 1987 LEGISLATIVE SESSION
FISCAL NOTE

Bill Version: HCR 13
REQUEST — Publish Late:

Revision Date:
Agency Affected: DOT&PF
Title: Reconstruction of Bethel Airport Road
BRU: Design & Construction, Maintenance & Operations
Sponsor: Hoffman
Components:
Requestor: Hoffman

EXPENDITURES/REVENUES: (Thousands of Dollars)

OPERATING	FY 87	FY 88	FY 89	FY 90	FY 91	FY 92
PERSONAL SERVICES				17.5	17.5	17.5
TRAVEL						
CONTRACTUAL				25.0	25.0	25.0
SUPPLIES				7.5	7.5	7.5
EQUIPMENT						
LAND & STRUCTURES						
GRANTS, CLAIMS						
MISCELLANEOUS						
TOTAL OPERATING	-0-	-0-	-0-	50.0	50.0	50.0
CAPITAL	-0-	500.0	7,000.0	-0-	-0-	-0-
REVENUE						

FUNDING: (Thousands of Dollars)

GENERAL FUND	-0-	500.0	7,000.0	50.0	50.0	50.0
FEDERAL FUNDS						
OTHER						
TOTAL	-0-	500.0	7,000.0	50.0	50.0	50.0

POSITIONS:

FULL-TIME						
PART-TIME						
TEMPORARY						

ANALYSIS: See attached analysis

Prepared by: William R. Snell (signed)
Phone: 266-1440
Division: Deputy Commissioner, Central Region
Date: February 27, 1987

Approved by Commissioner: Mark D. Ulm, Acting Commissioner
Date: 3/1/87
Agency: Department of Transportation and Public Facilities

Distribution (by preparer):
Legislative Finance
Legislative Sponsor
Requestor
Office of Management and Budget
Impacted Agency(ies)
Senate Secretary

Fiscal Note
HCR 13

1. Background

The 4.3 mile long Bethel Airport Road has been on the Federal-aid system since 1969 when the original construction took place. That project replaced a 4-wheel drive road and provided for the alignment and a gravel surface.

In 1970-1971 the road was paved. In 1972 the bridge at Brown's Slough was replaced. The last project in 1981-1982 was funded in Chapter 118 SLA 1980 for $2.5 million. This project consisted of replacing culverts in thaw settlement areas, insulating underneath to protect the permafrost, and an asphalt overlay of the road to a 24' surface width.

In 1986 the City completed a $287,000 shoulder widening project with the funding coming from a Transfer of Responsibility Agreement (TORA) with the Department.

2. Current Status

There are many pavement cracks and sections of the road are very uneven due to thawing and consolidation of the underlying silt permafrost. These problems are beyond Maintenance and Operation's ability to correct.

3. Reconstruction costs

The cost to reconstruct this 4.3 mile section of road is estimated to be $7,000,000. This would provide two 12 foot wide paved driving lanes as well as 8 foot wide shoulders. Approximately $500,000 would be required to design this project for major reconstruction. Even though this road is on the Federal Aid Highway System, with its relatively low traffic volumes (1,420 Average Daily Traffic), it would not compete well on a statewide basis for the limited federal funds because of the many other high priority competing projects. The Department currently has no funding to reconstruct this road.

4. Maintenance Costs

The annual maintenance cost for this 4.3 mile section of road is approximately $50,000. This is computed by multiplying the 8.6 lane miles by the estimated maintenance cost of $5,800 per lane mile for this road.

Dept. of Transportation & Public Facilities

Position Paper

3/4/87
MHH for

BILL NO: Bill No: HCR 13

APPROVED: Rocky Gutierrez
Commissioner

TITLE: Reconstruction of Bethel Airport Road

DATE: 2/27/1987

The Department of Transportation and Public Facilities (DOT&PF) agrees that there is a need to reconstruct the Bethel Airport Road. The current poor condition of the roadway is beyond the ability of our maintenance forces to correct. It is estimated that approximately $500,000 in design and $7,000,000 in construction funding would be needed to reconstruct this 4.3 mile road; however, the DOT&PF has no available funding for this purpose.

This road is on the Federal-aid Secondary System; however, its low traffic volumn (1,420 Average Daily Traffic) would not enable this project to compete well for the limited Federal highway construction funding because of the many other high priority projects throughout the State.

For further information call Susan Fleischhauer at 465-3900.

FACT SHEET

BETHEL ROAD
AIRPORT TO BROWN'S SLOUGH
PROJECT DESCRIPTION USING FEDERAL AID FUNDS

First Project: Original Construction, Grading, Drainage & Utilties

BEGAN:	August 1969
COMPLETED:	September 1970
DESIGNED BY:	Department of Transportation and Public Facilities (DOT&PF)
CONSTRUCTED BY:	Studnek Construction
COST:	$2.2 million
	FEDERAL AID

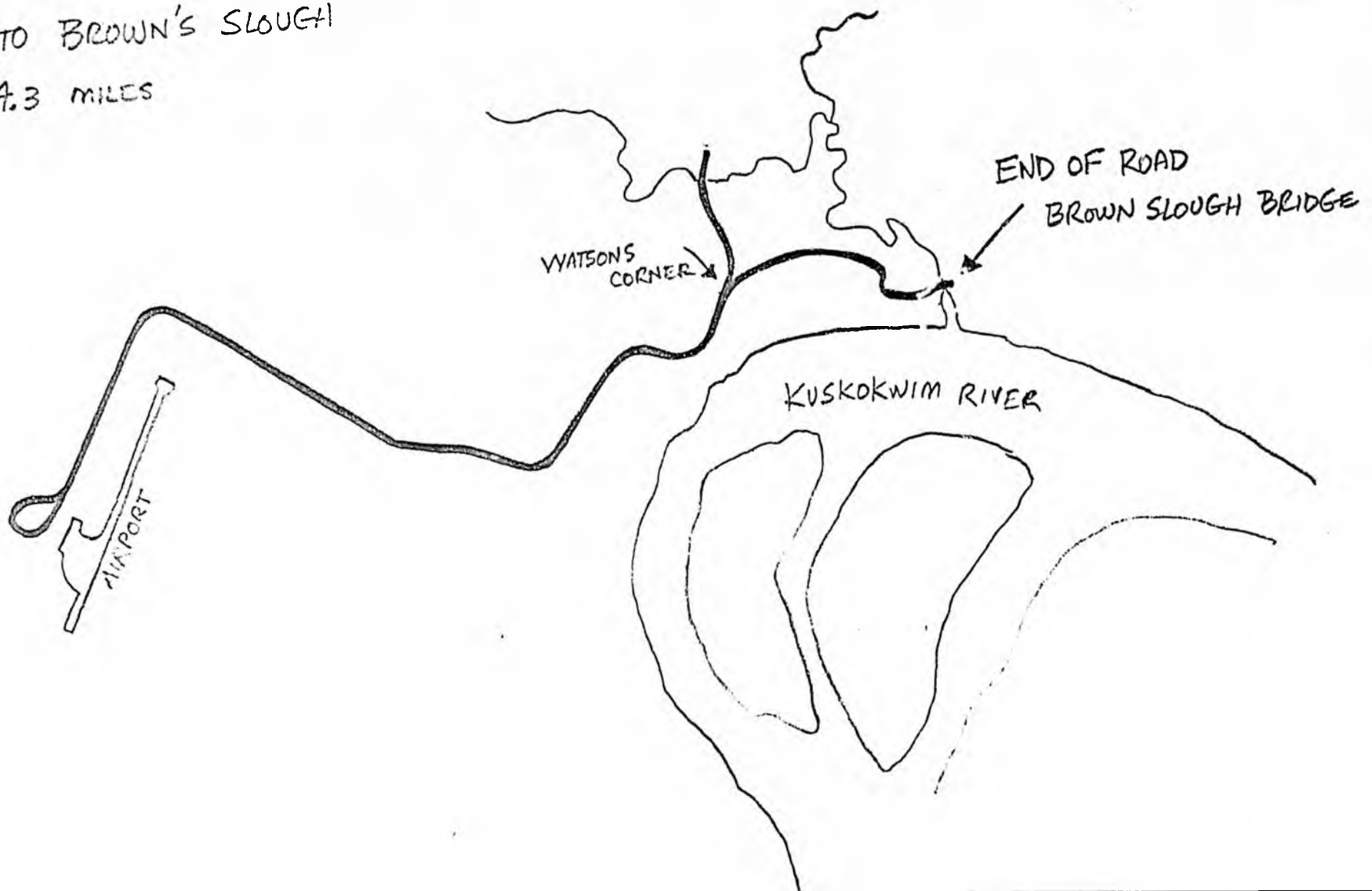
Second Project: Paved Surface

BEGAN:	August 1971
COMPLETED:	September 1972
DESIGNED BY:	(DOT&PF)
CONSTRUCTED BY:	Burgess Construction
COST:	$1.3 million
	FEDERAL AID

BETHEL HIGHWAY

AIRPORT TO BROWN'S SLOUGH

4.3 MILES



STATE OF ALASKA

BILL SHEFFIELD, GOVERNOR

DEPARTMENT OF TRANSPORTATION AND PUBLIC FACILITIES

POUCH Z
JUNEAU, ALASKA 99811
PHONE: (907) 465-3900

OFFICE OF THE COMMISSIONER

February 23, 1987

The Honorable Lyman Hoffman
House of Representatives
Alaska State Legislature
P.O. Box V
Juneau, AK 99811

Dear Representative Hoffman:

The following information and attachments are transmitted in response to a request from your office staff to Bruce Freitag concerning the Bethel Airfield Road.

I believe the route in question was placed on the Federal-aid secondary system at statehood, but the earliest records for it in our office are attached. In 1972 the Department of Highways revised their accounting system and gave this route a "CDS Log" number of 080000.

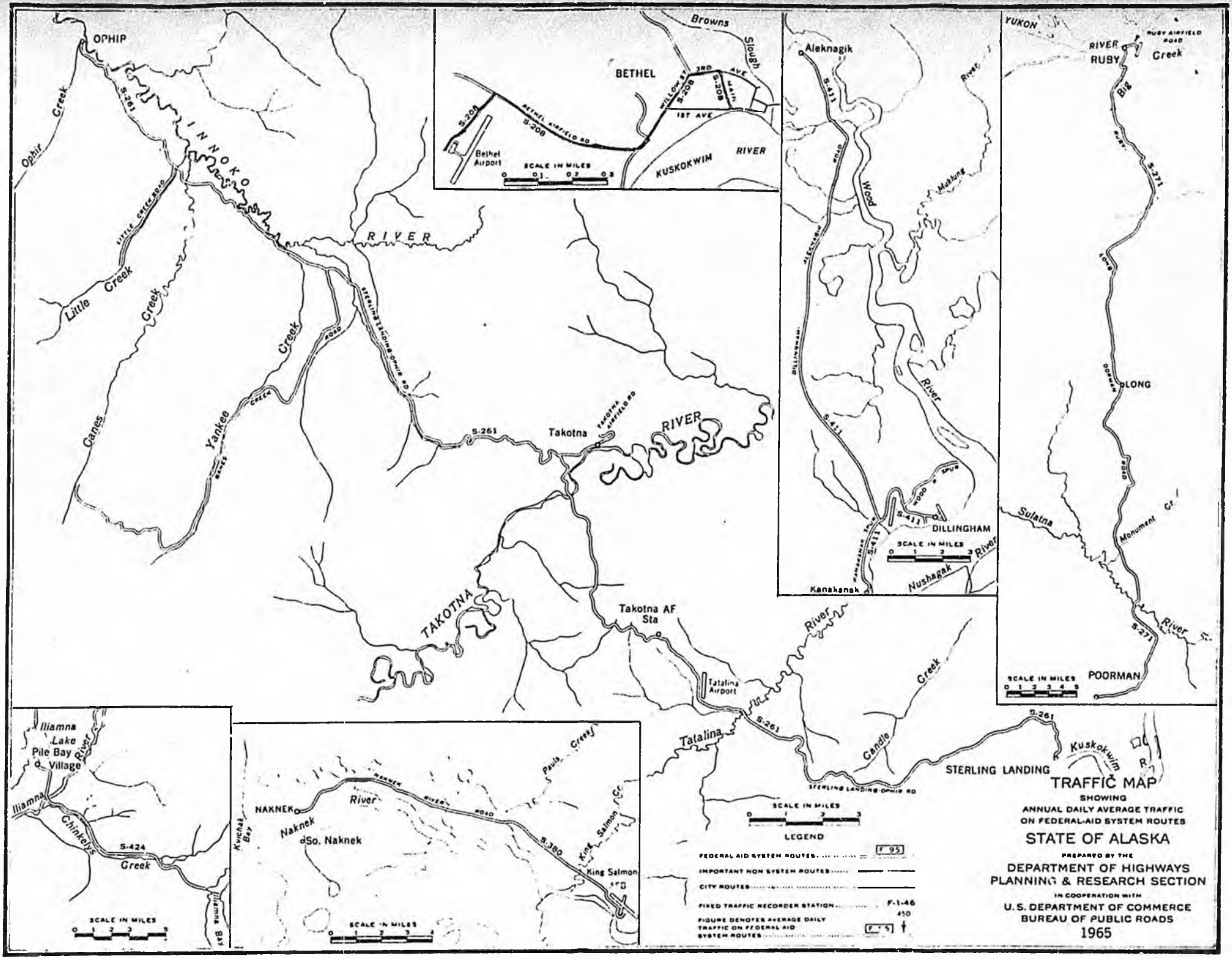
If additional information is needed please let me know.

Sincerely,

Mark S. Hickey
Deputy Commissioner
Operations

Attachment

cc: Susan Fleischhauer, Legislative Liaison
Bruce Freitag, M&O Standards Engineer
Dean Redick, M&O Director, Central Region



MAP 2

Naknek–Bethel–Ophir
Iliamna–Ruby–Dillingham

LEGEND

MAP OF

BETHEL

MAINTENANCE STATION

PREPARED BY THE
STATE OF ALASKA
DEPARTMENT OF HIGHWAYS
PLANNING AND RESEARCH SECTION

1966

SCALE IN MILES

PRIMARY & SECONDARY ROUTES

CONTROL SECTION	ROUTE NUMBER	MILEAGE	DESCRIPTION	MAINTENANCE STATION
122081	200 Airport	4.4	From the Bethel Airport Northerly and Easterly via Bethel to the Jct. with Hanger Lake Road East of Browns Slough.	Bethel
	TOTAL	4.4		

STATE MAINTENANCE ROUTES

CONTROL SECTION	ROUTE NUMBER	MILEAGE	DESCRIPTION	MAINTENANCE STATION
139600	(139601)	1.3	FIRST AVENUE: From Jct. with FAS 208 (Bethel Airfield Road) at Willow Street, Easterly 0.5 mile via First Avenue to Jct. with FAS 208 (Bethel Airfield Road) at Main Street. SECOND AVENUE: From Jct. with Tundra Street Easterly 0.1 mile to Jct. with FAS 208 (Bethel Airport Road) at Bridge Avenue. THIRD AVENUE: From Jct. with FAS 208 (Bethel Airfield Road) at Main Street, Easterly 0.3 mile to Jct. with Tundra Street. TUNDRA STREET: From Jct. with FAS 208 (Bethel Airfield Road) at First Avenue, Northerly 0.2 mile to Third Avenue and a spur Northerly toward Brown's Slough MAIN STREET: From Jct. with FAS 208 (Bethel Airfield Road) at Third Avenue Northerly 0.2 mile to Bethel School.	Bethel
	(139602)	2.3	STANDARD OIL ROAD: From Jct. with FAS 208 (Bethel Airfield Road), Southerly 0.3 mile to Standard Oil Tank Farm. HOSPITAL ROAD: From Jct. with FAS 208 (Bethel Airfield Road) Northwesterly 0.2 mile to A.N.S. Hospital. PIT ROAD: From Jct. with FAS 208 (Bethel Airfield Road) at Willow Street, Northwesterly 0.7 mile to BPR barrow Pit. HANGER LAKE ROAD: From Jct. with FAS 208 (Bethel Airfield Road) at Brown's Slough, Northeasterly 1.1 miles to National Guard Hangar at Hangar Lake.	Bethel
	(139603)	2.3	BIA HEADQRTERS ROAD: From the Junction with FAS 208 (Bethel Airfield Road) near the airfield, westerly to the B.I.A. Headquarters building. (Added to SMR System 3-29-67)	Bethel
	TOTAL	5.9		

Peratrovich, Nottingham & Drage, Inc.

Engineering Consultants

1506 West 36th Avenue • Suite 101 • Anchorage, Alaska 99503 • 907-561-1011

February 19, 1987 PN&D 87000AC

Representative Lyman Hoffman
Box V
Juneau, Alaska 99811

Re: Design, Construction and Maintenance of Roads on Ice-Rich Soils

Dear Representative Hoffman:

It is well known that road construction over ice-rich oil without special precautions results in thawing of the frozen soil often with severe settlement. These settlements are known to cause some of the worst highway maintenance problems in Alaska.

Methods That Work

Much of what has been learned over the last two decades in Alaska about road construction is based on monitoring of viable types of existing roads. From this information engineers have developed many methods that can be used to assure good road performance with lower maintenance costs. Some of these methods include use of the following:

* geotextiles - to segregate fine soil materials from structural fills, to bridge settlement zones and reduce differential settlement at roadway surface and to ensure insulation integrity in organic tundra overlay construction (i.e. Red Dog project).

* synthetic plastic honeycomb reinforcing sections - similar to that used in the Shishmaref airport construction.

* rigid insulation - between the embankment and natural ground to slow heat flow into frozen ground. The high strength closed cell rigid insulation provide the best performance.

* thicker embankment fill - when cost effective as an insulating layer. Typically, 1 ft. of soil has the equivalent insulating value of 1 inch of rigid insulation.

* culvert insulation - to slow thaw below culverts thus road settlement.

* adequate shoulder widths - to protect and insulate the roadway edge from settlement due to ambient temperatures and drainage along the road.

* positive drainage - to minimize thermal degradation at culverts and along the shoulders.

* heat pipes - to maintain frozen soil at site specific areas.

* painted surfaces - painting or paving roadway surfaces with white materials to reflect infrared from the sun. A white surface will reflect heat and reduce the temperature in the fill thus reducing thaw in underlying soil. Black surfaces absorb I.R. energy and increase ground temperatures.

Many of these methods can be used to repair and stabilize existing roads or to improve performance and reduce maintenance.

Repair

Road upgrade costs depend on many factors: availability of local building materials and equipment, present condition of the road surface and foundation, soil type, drainage, adequate right-of-way, etc. However, the first step towards developing any upgrade plan would be to prepare a preliminary engineering status and upgrade report listing problems, their extent and obtaining an engineer's opinion on what is required to upgrade the road. These studies can generally be performed by reviewing available data and conducting a site visit.

Example

The Bethel Highway (FAS 208) is an example of improper construction over ice-rich soil. It was built to substandard width and does not use many of the methods now commonly used for roads of this type; it has narrow shoulders, does not use thermal protection for culverts and was constructed with improper base gradation and surfacing. Shoulders are important because they help prevent thawing below the roadway edge. And thermal protection of culverts is important because it protects against thaw under the roadway.

Repair and upgrade of this road to minimum State standards is expected to cost $750,000 to $1,000,000 per mile because some construction materials must be shipped to the site from outside Bethel. However, after a preliminary study, methods may be developed which could more fully utilize near site materials thus reducing costs.

If I may be of any further assistance please call.

Sincerely,

PERATROVICH, NOTTINGHAM & DRAGE, INC.

Alan B. Christopherson, P.E.
Senior Engineer

ABC/jk/L7

cc: Lori Nottingham

Alaska State Legislature

House of Representatives

Committee on Transportation

Rep. Bette Cato, Chairman

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

March 4th, 1987

TO: Commissioner Mark Hickey

FROM: Representative Bette Cato

SUBJECT: HCR 13 - Representative Hoffman
Reconstruction of the Airport Road in Bethel

At the recent Committee meeting held on Monday March 2nd, 1987 the House Transportation Committee requested the following information from the Department:

a. Why is the fiscal note so high?

b. Why does the road not appear in the 6 year plan?

c. What was the departments rationale for taking this project out of the Federal funding request and placing it in with projects requesting general fund appropriations?

d. How did the department arrive at the $2 million per mile figure?

e. Basically, does the department plan new construction or is using part of the existing road feasible?

f. The fiscal note and plans provides for 8 ft. shoulders, could the department reduce the cost by construction of 4 ft. shoulders?

g. Does the construction plan include reusing the asphalt already there or are the plans to bring new asphalt to the construction site?

This resolution is scheduled for a second hearing on Monday March 9th. I would appreciate a representative from the department attending the meeting to answer the above questions.

Thank you

Bette

Representative Bette Cato
House Transportation Chairman

STATE OF ALASKA

STEVE COWPER, GOVERNOR

DEPARTMENT OF TRANSPORTATION AND PUBLIC FACILITIES

OFFICE OF THE COMMISSIONER

P.O. BOX Z
JUNEAU, ALASKA 99811-2500
PHONE: (907) 465-3900

March 9, 1987

HCR 13 - Relating to the expeditious redesign and reconstruction of the airport road in Bethel.

1. Why is the fiscal note so high? How did the department arrive at the $2 million per mile figure? The department should revise its fiscal note to reflect a savings from previous fiscal note by reusing existing materials. Would it be possible to lower reconstruction costs by providing for a 4 ft. shoulder width instead of 8 ft?

   The department is in the process of revising cost estimates for the road. Central Region Design and Construction is examining the road section by section to determine if existing materials could be reused in an effort to lower costs.

2. What is the department's rationale for taking this project out of the federal funding request and placing it in with projects requesting general fund appropriations, and why is it not listed in the 6-year CIP?

   Reconstruction of the Airport Road in Bethel was never included in the federal funding request because it does not meet the criteria the department uses to prioritize projects, and, therefore, cannot compete on a statewide basis with other projects being considered. With limited federal funds available each year, identified needs greatly exceed available funding. However, the department is in the process of determining whether or not the project would qualify for the "Federal 3-R Program" (rehabilitation, reconstruction, repaving). The criteria the department uses to determine federal funding priorities are attached.

3. Basically, does the department plan new construction, or is using part of the existing road feasible? Does the construction plan include reusing the asphalt already there or are the plans to bring new asphalt to the construction site?

   Again, in determining a new cost estimate for the project, the department will examine the possibility of reusing existing materials in an effort to lower the cost.

CRITERIA DOT&PF USES TO PRIORITIZE PROJECTS:

-Service Life

-Need to Continue Development of Previously Funded Project

-Post Construction Economic Benefits

-Impact on State M&O Costs

-Impact on Alaska Job Market

-Safety Improvements

-Functional Classification

-Type of Improvement

-Perception of Public Support

-Regional Importance

-Capacity

-Standards

THE DESIGN COST FOR THE RED DOG MINE ROAD PROJECT WAS A LITTLE OVER 1 MILLION DOLLARS. PROJECT DESIGN CONSISTED OF:

9 BRIDGES
500 CULVERTS
14 BARROW PITS (DIRT FOR ROAD USE)
60 ROAD MILES

THE OVERALL PROJECT COST FOR THE RED DOG MINE ROAD WAS $50 TO $60 MILLION.

THE BETHEL AIRPORT ROAD RECONSTRUCTION PROJECT CONSISTING OF 4.3 ROAD MILES WAS GIVEN A DESIGN COST OF $500,000 BY THE DEPARTMENT OF TRANSPORTATION AND PUBLIC FACILITIES.

THE DESIGN AND PROJECT COST COMPARISONS BETWEEN THE RED DOG PROJECT AND THE BETHEL ROAD PROJECT ARE WIDELY DIFFERENT. USUALLY THE DESIGN COSTS ARE +/- 5% OF THE TOTAL PROJECT COST. IN DOT/PF'S FISCAL NOTE FOR RECONSTRUCTION OF THE BETHEL ROAD, THE PROJECT DESIGN COST WAS STATED TO BE $500,000, HOWEVER WITH THE +/- 5% CALCULATION FOR DESIGN COSTS THE FIGURE SHOULD BE $350,000.

THE RED DOG PROJECT IS LOCATED IN A HARD PERMAFROST REGION AND THE BETHEL ROAD IS LOCATED IN A SALINE PERMAFROST REGION, THE DISCREPANCY IN PROJECT COSTS EXCEEDS REASONABLE EXPLANATION BY SITE DIFFERENTIALS. IF THE BETHEL ROAD WAS TOTALLY RECONSTRUCTED NOT USING ANY OF THE MATERIALS (I.E. SAND AND GRAVEL) THAT ARE ALREADY AVAILABLE FROM THE OLD ROAD THE COST STILL SHOULD NOT EXCEED $1 MILLION PER ROAD MILE. A REALISTIC PROJECT COST FIGURE FOR THE AIRPORT BETHEL ROAD WOULD BE APPROXIMATELY +/- $4.3 MILLION, WITH A DESIGN COST OF APPROXIMATELY +/- $215,000.

AS FOR PRIORITY RANKING - THE BETHEL AIRPORT ROAD HAS NOT RECEIVED FEDERAL AID FUNDS SINCE 1972. POPULATION SHOULD NOT BE THE UNDERLYING CRITERIA IN PROJECT RANKING WHEN DETERMINING THE WORTH OF A PROJECT, BUT THE IMPORTANCE OF THE ROAD TO THE PEOPLE IN THE REGION AS WELL AS THEIR SAFETY IN USING THE ROAD.

STATE OF ALASKA 1987 LEGISLATIVE SESSION
FISCAL NOTE

Bill Version: HCR 13
Publish Date:

REQUEST:

Revision Date: March 10, 1987
Title: Reconstruction of Bethel Airport Road
Sponsor: Hoffman
Requestor:

Agency Affected: DOT/PF
BRU: Design & Construction, Maintenance & Operations
Components:

EXPENDITURES/REVENUES: (Thousands of Dollars)

OPERATING	FY 87	FY 88	FY 89	FY 90	FY 91	FY 92
PERSONAL SERVICES	-0-	-0-	-0-	17.5	17.5	17.5
TRAVEL						
CONTRACTUAL	-0-	-0-	-0-	25.0	25.0	25.0
SUPPLIES	-0-	-0-	-0-	7.5	7.5	7.5
EQUIPMENT						
LAND & STRUCTURES						
GRANTS, CLAIMS						
MISCELLANEOUS						
TOTAL OPERATING	-0-	-0-	-0-	50.0	50.0	50.0
CAPITAL	-0-	510.0	4,490.0	-0-	-0-	-0-
REVENUE						

FUNDING: (Thousands of Dollars)

GENERAL FUND	-0-	-0-	-0-	50.0	50.0	50.0
FEDERAL FUNDS	-0-	510.0	4,490.0	-0-	-0-	-0-
OTHER						
TOTAL	-0-	510.0	4,490.0	50.0	50.0	50.0

POSITIONS:

FULL-TIME						
PART-TIME						
TEMPORARY						

ANALYSIS: (Attach a separate page if necessary)

See attached analysis.

Prepared by: William R. Snell (signed) Phone: 266-1440
Division: Deputy Commissioner, Central Region Date: March 10, 1987

Approved by Commissioner: Mark S. Hickey MSH Date: March 10, 1987
Agency: Department of Transportation & Public Facilities

Distribution (by preparer):
Legislative Finance
Legislative Sponsor
Requestor
Office of Management and Budget
Impacted Agency(ies)
Senate Secretary

Fiscal Note
HCR 13

1. Background

The 4.3 mile long Bethel Airport Road has been on the Federal aid system since 1969 when the original construction took place. That project replaced a 4-wheel drive road and provided for the alignment and a gravel surface.

In 1970-1971 the road was paved. In 1972 the bridge at Brown's Slough was replaced. The last project in 1981-1982 was funded in Chapter 118 SLA 1980 for $2.5 million. This project consisted of replacing culverts in thaw settlement areas, insulating underneath to protect the permafrost, and an asphalt overlay of the road to a 24' surface width.

In 1986 the City completed a $287,000 shoulder widening project with the funding coming from a Transfer of Responsibility Agreement (TORA) with the Department.

2. Current Status

There are many pavement cracks and sections of the road are very uneven due to thawing and consolidation of the underlying silt permafrost. These problems are beyond Maintenance and Operation's ability to correct.

3. Reconstruction costs

The DOT&PF's earlier cost estimate to reconstruct this road was $7,000,000 which would provide two 12 foot wide paved driving lanes as well as 8 foot wide shoulders. $500,000 was estimated to design this project.

A close review of this project indicates that a lower cost federally funded project might be possible. This would be through the federal 3R (resurfacing, restoration, and rehabilitation) program; however, the department would have to receive a Federal Highway Administration (FHWA) waiver to reduce the roadway shoulders and pave the surface to two 12 foot driving lanes with 2 foot wide paved shoulders. A waiver might be justified by the presence of permafrost because the permafrost may thaw faster and in a larger area if shoulders were added.

Assuming the department developed a 3R project, the following would be provided:

- new pavement, 28 feet wide
- erosion control along the most critical slopes
- leveling with gravel as needed
- minor replacement of culverts

The total cost with a 3R project is estimated at $5.0 million with $510,000 of this being for preliminary engineering (PE). The PE money will allow the department to better define the geotechnical problems and propose a long term solution. With this information, we can then discuss with the FHWA the scope of the project and whether or not a 3R project is appropriate. It may be that a 3R project should be done on a periodic basic until the roadway stabilizes. Use of existing materials will be looked at during P.E. Depending on the condition, it may or may not be economical.

4. Maintenance Costs

The annual maintenance cost for this 4.3 mile section of road is approximately $50,000. This is computed by multiplying the 8.6 lane miles by the estimated maintenance cost of $5,800 per lane mile for this road.

MEMORANDUM

State of Alaska
Department of Transportation & Public Facilities

TO: All Deputy Commissioner

DATE: August 29, 1986

FILE NO:

TELEPHONE NO: 465-3900

SUBJECT: FY88 Capital Budget Instructions

FROM: Warren S. Sparks
Deputy Commissioner
Headquarters

Attached are instructions for development of the FY88 Capital Improvement Program. OMB instructions are the basic instructions for our FY88 capital budget. The remaining instructions in this package are the finalization of drafts previously distributed to your staff.

Completed CP-1 forms (or the computerized equivalent), scoring summaries and worksheets, and the appropriate data diskettes are expected here at Headquarters by September 19, 1986. We have an agreement with OMB that the FY88 capital budget will be due there on October 13.

Attachment

Distribution:

Joe Camp, Deputy Commissioner, Marine Highways
H. Glenzer, Deputy Commissioner, Northern Region
Jon Scribner, Deputy Commisioner, Southeast Region
William Snell, Deputy Commissioner, Central Region

cc: Ron Lind, Director, Plans, Programs & Budget, Headquarters
John Martin, Chief, Planning, Northern Region
Stan McAlister, Planning Supervisor, Marine Highways
Ray Meketa, Chief, Planning, Southeast Region
John S. Tolley, Chief, Planning, Central Region

Instructions for Development of FY 88 Capital Budget

This year the capital budget process incorporates an obligation plan for both federal highways and federal aviation projects. The object of this exercise is to produce a list of expected plus alternate project phases which will be obligating federal funds between July 1, 1987 and September 30, 1988. The FY88 capital budget should include no requests for federal authorization which are not in the Obligation Plan for FFY88.

The match amount for FY87 was developed using the estimated federal apportionment for FFY87. This means that, because of overprogramming, not all federal projects were necessarily provided general fund match. The intention was to match those projects which would obligate federal funds during this year. For FY88 we intend to request federal authorization for only those project phases requiring authorization or supplemental authorization to obligate FFY87 or FFY88 federal funds (in the expected plus alternate project list). The match request for 1988 will be sufficient to provide match required to obligate the federal funds through FFY88. Requests for match will be prepared by Headquarters.

Due Date

Materials required in these instructions are due at Headquarters by September 19, 1986.

Fiscal Guidelines

PROPOSED GENERAL FUND MATRIX FY 88
(Dollars in millions)

	CE	NO	SE	MHS	HQ	TOTAL
Minimum Programming Levels						
Advance Project Definition	$0.4	$0.2	$0.1	$0.05	$ —	$0.75
Aviation	0.5	0.4	0.1	—	—	1.0
Erosion Control	1.0	1.0	—	—	—	2.0
Marine (Ports and Harbors)	1.0	0.3	1.0	—	—	2.3
Facilities*	1.0	1.5	1.0	0.5	—	4.0
Barrier Free Access	0.5	0.5	0.5	0.2	—	1.7
State-Maintained Roads (Non-federally eligible work)	0.5	0.5	0.15	—	—	1.15
LSR&T	—	—	—	—	4.0	4.0
Research	—	—	—	—	0.5	0.5
Regional Discretion	6.0	4.5	1.5	2.5	0.75	15.2
TOTAL GF ALLOCATION	$10.9	$8.9	$4.35	$3.25	$5.25	$32.65

* DOT&PF M&O camp facilities, repairs of multiple occupancy buildings, and correction of construction errors even on single use facilities if DOT&PF was in charge of the facility. Does not include Water and Sewer at airports.

Format

The Office of Management and Budget has forwarded CP-1 forms (copy attached) and requested that our budget submission adhere to that basic format. CABDR is no longer being used. The following numbers represent the fields on the attached CP-1 form. The fields should be formatted as specified, and the resulting report pages to be submitted should resemble the CP-1 as closely as possible, ie the information should reside in the same relative position as on the CP-1. Those CP-1 items not addressed below should follow the general guidelines provided in the OMB instructions (copy of capital sections attached).

"Region:" Insert a line after "Location" to identify the region

4. "Election District:" 2 characters of numeric, districts as specified in the OMB instructions or in the case of region-wide projects use:

DOT Region	Regional Election District
Central	92
Northern	94
Southeast	91
Statewide	99

6. "Program:" use these terms:

AVIATION INTERNATIONAL
International Airports, Fairbanks and Anchorage.

AVIATION
All aviation except Fairbanks and Anchorage International Airports. Aviation is considered all work at airports (including water and sewer, buildings and roads).

MARINE
Ports and harbors.

MARINE HIGHWAYS SYSTEM

PUBLIC FACILITIES

LOCAL ROADS
Local Service Roads and Trails, Road Maintenance Service Areas, RS 2477.

EROSION CONTROL

TRANSIT
UMTA grants and urban systems funded transit projects.

STATE EQUIPMENT FLEET

SUPPORT
Intermodal projects, administrative projects, computerization.

HIGHWAYS
Major roads and especially those funded through FHWA including Forest Highways and Public Lands.

8. "Capital Request:" in thousands with commas and one decimal place.

9. "Operating Costs:" in thousands with commas and one decimal place.

11. "Project Description and Justification:" 50 lines of 72 characters for a total of 3600 characters are allowed.

    Follow the OMB instructions for the description and justification including a discussion on alternatives considered. The description should be extensive enough to allow verification of scoring.

12. The priority field should be left blank. This will be a department-wide priority.

Criteria Application and Ranking

The ranking criteria should be strictly and conservatively applied. Please provide worksheets (and data diskettes) of the question scores for each project. This includes a summary of all projects (title, funding amount and total score) and a detail worksheet (with title, individual question scores and total project score).

Q1. Does the project extend the service life of the facility?

Service life = design life of facility.

$$\text{Yes} = \frac{\text{Extended service life in years}}{\text{Original design life in years}} \times 25 = \text{points}$$

Note: No more than 25 points can be awarded for this question.

No = 0

Assumptions: Any work to be done to an existing facility potentially qualifies. This item is intended to reward projects which protect the State's investment in the existing system.

Q2. Is the project needed to continue the development and construction of previously funded projects in the program?

1. Supplemental funding for work that is under contract.

75 points

2. Supplemental funding for a project that is ready to go to bid in the first quarter of the budget year.

55 points

3. Construction phase funding where project will be ready for bid in the budget year and pre-construction phases were funded in prior years.

35 points

4. Funding for completion of pre-construction phases (applies only if funding need was identified in last year's six year capital improvement program).

15 points

5. All other projects.

0 points

Q3. Will the completion of this project have direct and identifiable post-construction benefits to the local, regional or statewide economy?

1. Highway resurfacing, public facilities repairs and improvements, harbor float replacement or runway resurfacing would have little or no economic effect, since these projects repair or replace existing facilities.

3 points

2. Additional harbor floats, expansion of airport aprons or widening existing roadways would have a moderate impact on the economy since these projects expand existing facilities. It is assumed that a certain amount of infrastructure and economic activity already exists and these projects would support the expansion of this existing activity.

5 points

3. New roads or airports built to support community growth and development.

7 points

4. New or expanded capacity for roads, airports or harbors built specifically to support industrial, commercial or resource development.

$$\frac{\text{Number of Jobs}}{\text{Project Cost}} \times 2{,}000{,}000 = \text{points}$$

Note: Most projects will not be scored using item 4. The project must support new industrial, commercial, resource or other development specifically identified as part of an organized and recognized review of the development (only projects meeting these criteria can be awarded any points under item 4).

Q4. Will state maintenance and/or operations costs change as a result of this project?

Reduction in State M&O costs (i.e. facility upgraded, transfer of responsibility to local government)	20 points
No additional State M&O costs/positions	15 points
One new State M&O position	10 points
Two new State M&O positions	5 points
Three or more new State M&O positions	0 points

Q5. Impact on Alaskan job market.

1. Majority of project jobs can be filled by Alaskans	10 points
2. All other projects	0 points

Assumptions: Apply this item to all projects, design, right of way, construction or combinations of those. Judge each project on its own merits. This item is intended to reward projects that are likely to result in Alaskan hire.

Q6. Will the project provide low-cost solutions to safety problems at high-hazard locations?

1. Specific safety projects for facilities operated and maintained by the State of Alaska.

$$\frac{\text{Dollars directly addressing safety}}{\text{Project Cost}} \times 100 = \text{points}$$

- Illumination, signalization and/or channelization of intersections with high accident rates
- Guardrails
- Dangerous surface condition on runway or runway safety area
- Repair of specific hazardous conditions

2. Safety-related projects

$$\frac{\text{Dollars directly addressing safety}}{\text{Project Cost}} \times 65 = \text{points}$$

- Accident history of facility indicates need for upgrade
- Runway length is deficient by more than 1000 feet or width by more than 15 feet
- Lane widths of 10 feet or less
- No shoulders

3. Other safety projects

$$\frac{\text{Dollars directly addressing safety}}{\text{Project Cost}} \times 30 = \text{points}$$

- Unsafe operating environment
- Lane width, shoulders or runway substandard
- Required CFR, fencing, etc.

4. All other projects 0 points

Q7. What is the functional classification of the facility?

(1) International airports, Interstate highways

60 points

(2) Regional center airports, Major arterial highways

50 points

(3) District and Transport airports, Minor arterial highways, Regional ports, Buildings (Statewide purpose, M&O facilities)

40 points

(4) Community airports, Reliever airports, Major collectors, Urban collectors, Sub-regional harbors, Buildings (Regional purpose)

30 points

(5) Local airports, Other state-maintained routes, Local harbors, Buildings (Local purpose)

20 points

Q8. What type of improvement is proposed?

(1) Project is aimed at preventing an imminent failure of the facility.

60 points

(2) Restoration, preservation, structural maintenance or safety improvement to an existing facility.

50 points

(3) Reconstruction for the purposes of bringing the facility up to modern standards.

40 points

(4) Improvement or expansion of a facility for the purposes of economic development, improved safety or improved levels of service.

30 points

(5) New facility development to relieve congestion of an existing facility, improve efficiency of the transportation system or generate economic development.

20 points

Q9. What is the regional perception of the public's support for this project relative to other projects being ranked?

(1) The project is in the top third of public priorities.

25 points

(2) The project is in the middle third of public priorities.

15 points

(3) The project is in the lower third of public priorities.

5 points

Note: The average of scores for this question cannot exceed 15.

Q10. What importance does the region give to factors not addressed by the other ranking items?

Score this item 0 to 200 for each project; however, the average of the points given to all projects cannot exceed 100.

Note: Regions may be asked to provide back-up information on what these factors were and their importance in evaluating the proposed project.

Q11. Is this project prompted by capacity concerns?

For apron projects, harbor expansions and marine highway system improvements, estimate a volume to capacity ratio based on the demand for the limited space and the capacity of the respective tiedown, parking, mooring areas, transfer facilities and/or vessels. Multiply this ratio by 25 to determine point score; however, no project with an estimated ratio can score more than 75 points.

Roadways - Less than two lanes

$$\frac{\text{Current year ADT} \times 25}{(.5)(\text{Capacity at LOS C for terrain type})} = \text{points}$$

Two lane roadways

Adequate shoulders[A]

$$\frac{\text{Current year ADT} \times 25}{(\text{Capacity at LOS C for terrain type and area})^{A}} = \text{points}$$

Note: [A] If shoulders are inadequate, multiply by (.8)

Multi-lane roadway

Single-direction ADT

$$\frac{(.10)\ (\text{Current year ADT})\ (25)}{(\text{Capacity for terrain type})^{A}(\#\text{ of lanes in that direction})} = \text{points}$$

Q12. Does the facility related to the project meet identified standards for such a facility?

For facilities that do not meet minimum standards, rate the severity of deficiency on a scale of 1 to 100.

Assumptions: This item is intended to reward projects which address substandard facilities.

MEMORANDUM

State of Alaska
Department of Transportation & Public Facilities

TO: Keith R. Morberg, P.E.
Chief of Design
Central Region

DATE: March 9, 1987

FILE NO: 201C- (mar0901)

TELEPHONE NO: 266-1504

FROM: John J. Burkholder, P.E.
Reconnaissance & Locations Engineer
Central Region

SUBJECT: Bethel Airport Road

I have reviewed the proposed Bethel Airport Road project to identify a means of reducing the estimated $7.8 million cost for reconstruction and still use Federal funds.

It appears the only way is a resurfacing, restoration and rehabilitation (3R) project. The attached page from CFR 23 Sec. 625.2 is the 3R guideline.

The biggest hurdle I anticipate may be getting a waiver to leave roadway shoulders off. The projected traffic would require a 40-foot roadway instead of the existing 28 feet. A waiver might be justified by the presence of permafrost. The permafrost may thaw faster and in a larger area if shoulders were added.

A check with the Traffic Section indicates a low accident rate. This being so, substantial geometric changes are not indicated.

Assuming we develop this as a 3R project, we would do the following:

1. new pavement, 28 feet wide
2. erosion control along slopes where most critical
3. leveling with HAP and/or gravel as required
4. minor replacement of culverts

Construction, construction engineering and design are estimated to cost $5.0 million.

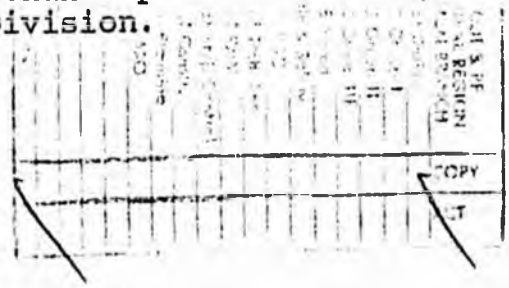
If we pursue this idea, we should program $510,000 for preliminary engineering through Plans, Specifications and Estimate.

The preliminary engineering money will allow us to better define the geotechnical problems and propose a long term solution. With this information, we can then discuss with the Federal Highways Administration (FHWA), the scope of the project and whether or not a 3R project is appropriate. It may be that a 3R project should be done on a periodic basis until the roadway stabilizes.

Hopefully the FHWA will agree with our scope of work and not consider the road a maintenance problem to be handled by the Maintenance & Operations Division.

attachments: (5)

JB/ds



RECEIVED
MAR 9 '87

MEMORANDUM

State of Alaska
Department of Transportation & Public Facilities
Central Region

TO: John Burkholder
Reconnaissance & Locations Engineer
Central Region

DATE: March 9, 1987

FILE NO: 242C

TELEPHONE NO: 266-1525

FROM: Steven R. Horn, P.E.
Regional Traffic & Safety Engineer
Central Region

SUBJECT: Accident Analysis on Bethel Highway

In response to your request, the Traffic & Safety Section has compiled accident rates on the Bethel Highway (CDS Route No. 080000) for the years 1983-1986.

The following table summarizes the number of accidents, average daily traffic (ADT) volumes and resulting accident rates for the subject route:

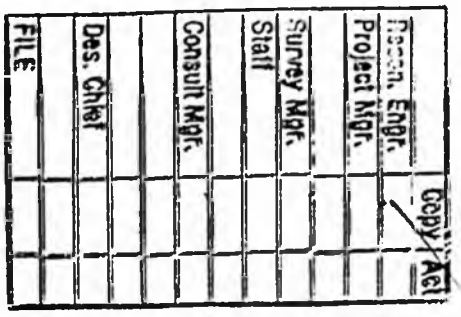
Year	No. of Accidents	ADT	Accident Rate **
1983	7	2950	1.51
1984	10	3100	2.06
1985	5	3340	0.95
1986*	7	3500	1.27
Total	29		

* Accident data for 1986 is thru the middle of November, 1986 ADT is estimated.

** Accicents per million vehicle miles travelled.

The types of accidents occurring on this route can be summarized as follows:

Right Angle	-	10
Rear End	-	5
Pedestrian & Bicycle	-	4
Single Vehicle Overturn	-	3
Fixed Object	-	3
Other	-	4
TOTAL	=	29



An accident cluster analysis was also performed. For the purpose of this report, a cluster was defined as a one-tenth of a mile segment of roadway with at least one accident per year or a total of four accidents in the four year study period. Locations meeting this criteria are summarized below:

Location	CDS Milepoint	No. of Accidents
Tundra Street Intersection	0.33-0.42	5
Main Street Intersection	0.66-0.75	4
Willow Street/Watson's Corner	0.86-0.95	5

If you have any questions or need additional information contact Ron Martindale at extension 528.

RM:bt

cc: Keith R. Morberg, Chief of Design, Central Region

MEMORANDUM State of Alaska

TO: John Burkholder
Reconaissance Engineer
Central Region

DATE: March 5, 1987

FILE NO.:

THRU:

TELEPHONE NO.: 338-2121

SUBJECT: Bethel Airport to Brown's Slough

FROM: Eric G. Johnson, P.E.
Geotechnical Engineer
Engineering & Operations Standards

As you requested, I have analyzed the available information to determine the cause of the continued differential settlements of the existing embankment and to make preliminary recommendations on the best course of action from a geotechnical point of view.

The road was originally paved in 1972. Since that time it has experienced settlement due to the thawing of the underlying silty sand and sandy-silt permafrost. This thawing is caused by the increased heat input into the ground because of the black pavement surface.

Because the average annual temperature in Bethel (29.2° F) is so warm (close to 32° F) there is no cost effective method of repair that will stop these settlements from occuring. Insulating the embankment will only slow the inevitable thaw and prolong the settlements. Other alternatives such as thermo-syphons are too expensive to install along the entire project.

The thaw of the permafrost will continue, but at an ever reducing rate until the road stabilizes. Experience in the Copper River Basin with the Richardson and Glenn Higways over similar warm permafrost, indicates that this could take as much as 30 years from initial paving. My recommendation for this project is to continue re-leveling and repaving the road as needed until it stabilizes.

	Copy	Act
Recon. Engr.		✓
Project Mgr.		
Survey Mgr.		
Staff		
Consult Mgr.		
Des. Chief		
FILE		

§ 625.2 Policy.

(a) Plans and specifications for proposed Federal-aid highway projects shall provide for a facility that will (1) adequately meet the existing and probable future traffic needs and conditions in a manner conducive to safety, durability, and economy of maintenance; and (2) be designed and constructed in accordance with standards best suited to accomplish the foregoing objectives and to conform to the particular needs of each locality.

(b) The development and overall management of highway facilities must be considered as a continuing program. This process of highway management commences with planning and extends through design, construction, maintenance, and operation To assure a continuing acceptable level of safe traffic service, it is essential to provide for adequate maintenance and periodic resurfacing, restoration, and rehabilitation (RRR) throughout the life of the highway. The RRR work is defined as work undertaken to extend the service life of an existing highway and enhance highway safety. This includes placement of additional surface material and/or other work necessary to return an existing roadway, including shoulders or bridges, the roadside, and appurtenances to a condition of structural or functional adequacy. The RRR work may include upgrading of geometric features, such as minor roadway widening, flattening curves, or improving sight distances. The RRR work is an essential part of any highway program, and each State and local agency should provide for these types of improvements in each annual highway program.

(c) An important goal of the FHWA is to provide the highest practical and feasible level of safety for people and property associated with the Nation's highway transportation systems and to reduce highway hazards and the resulting number and severity of accidents on all the Nation's highways. Accordingly, the only constraint on the application of Federal-aid funds to RRR work is that they must be used to provide a facility that adequately meets existing and probable future traffic needs and conditions in a manner conducive to safety, durability, and economy of maintenance, and acceptable levels of community and environmental impact. The RRR projects shall be designed and constructed in a manner that will enhance highway safety and accomplish the foregoing objectives according to the particular needs of each State and locality.

(23 U.S.C. 101(e), 109, 315, and 49 CFR 1.48(b); sec. 110(a), Pub. L. 97-424, 96 Stat. 2097 (23 U.S.C. 109(o)); 23 U.S.C. 315; 49 CFR 1.48)

[47 FR 25274, June 10, 1982, as amended at 48 FR 13412, Mar. 31, 1983]

§ 625.3 Standards, specifications, policies, guides, and references.

The following[1] are approved by the FHWA for application on Federal-aid projects. This regulation does not establish Federal standards for work that is not federally funded; however, the safety related criteria of the referenced documents are established as goals for developing State and local safety programs for all public highways as required by Highway Safety Program Standards 1.2, 23 CFR Part 1204.4. The following design standards are incorporated by reference and are on file at the Office of the Federal Register in Washington, D.C. They are available for inspection and copying from the FHWA Washington Headquarters and all FHWA Division and Regional offices as prescribed in 49 CFR Part 7, Appendix D. Copies of current AASHTO publications are also available for purchase from the American Association of State Highway and Transportation Officials, Suite 225, 444 North Capitol Street NW., Washington, D.C. 20001.

(a) *Roadway and appurtenances.* (1) A policy on Geometric Design of Highways and Streets, AASHTO, 1984.[2]

(2) Geometric Design Standards for the National System of Interstate and Defense Highways, AASHO 1967.[2]

(3) The geometric design standards for resurfacing, restoration, and rehabilitation (RRR) projects on highways other than freeways shall be the pro-

For footnotes to this part, see Appendix A.

STATE OF ALASKA

DEPARTMENT OF TRANSPORTATION AND PUBLIC FACILITIES

CENTRAL REGION PROJECT DEVELOPMENT

4111 AVIATION AVENUE
POUCH 6900
ANCHORAGE, ALASKA 99502
(TELEX 25-1851)

Date: 3-5-87

Prepared By: RON TAN

This estimate is based on using the Highway Preconstruction Manual, Part II:

Functional Classification

☐ Section 11-5-1 ☐ Section 11-15-10 ☐ Section 11-20-10
☐ Section 11-15-5 ☐ Section 11-20-5 ☐ Section 11-20-15

☐ None of the Above (Reason): _____

PRELIMINARY CONSTRUCTION COST ESTIMATE FOR:

Project Name: BETHEL AIRPORT ROAD

Project Number: _____

From: 6+00 (MP) _____ To: 233+00 (MP) _____

Total Length: 22,700 L.F

Location and Description: Resurface the Bethel Airport RD. with 28-ft H.A.P. Use H.A.P for levelling and Borrow for levelling when affected are sink more than one-foot.

Current ADT: 1985 3300 Design ADT/Date 1995 4435

Actual Width: 28 Required Width: 28

Assumed Structural Section H.A.P.: 2" in.

Proj. Est Amount: $5.0 million C.A.B.: 6" in.

Subbase: _____ in.

Borrow: 24" (min) in.

Sheet 1 of ____

BETHEL AIRPORT ROAD
RESURFACING WITH MINOR RECONSTRUCTION
ESTIMATE OF COST
BY: RON TAN - MAR. 5, 1987

ITEM NO & DESCRIPTION	UNIT	UNIT PRICE	QUANTITY	AMOUNT
110(1) Mobilization	* L.S.	20% of Const	All Req'd	$545,945.35
111(1) Erosion/Pollution Control	* C.S.	.5% of Const	All Req'd	$13,648.63
112(1) Training Program	C.S.	Cont. Sum	All Req'd	
114(1) Const. Engineering	* L.S.	3% of Const	All Req'd	$81,891.80
114(2) Three Person Survey Party	Hour	$150.00	100	$15,000.00
115(1) Traffic Maintenance	* L.S.	1% of Const	All Req'd	$27,297.27
115(2) Construction Signs	L.S.	Lump Sum	All Req'd	
115(4) Temp Pavement Markings	Sta.	Lump Sum	All Req'd	$15,000.00
115(5) Concrete Median Barrier	L.F.			
116(1) Furn./Maint. Engr. Facility	L.S.	(1,500/Mth)	All Req'd	$15,000.00
116(2) Furn./Maint. Laboratory	L.S.	(1,500/Mth)	All Req'd	$15,000.00
201(2A) Clearing and Grubbing	Acre			
202(2) Removal of Pavement	S.Y.	$5.00	35,310	$176,550.00
202(10) Multiple Mailbox Installati	L.F.			
202(9) Single Mailbox Installation	Each			
203(1) Common Excavation	C.Y.			
203(2) Rock Excavation	C.Y.			
203(4) Muck Excavation	C.Y.			
203(5B) Borrow, Type A	Ton	$37.50	18,830	$706,125.00
301(1) Crushed Aggr. Base Course	Ton	$56.00	4,710	$263,760.00
301(4) Subbase, Grading 'A'	Ton			
303(1) Reconditioning	STA.	$120.00	115	$13,800.00
401(1) Asphalt Concrete. Type II	Ton	$100.00	9,120	$912,000.00
401(2) Asphalt Cement, AC-5	Ton	$600.00	565	$338,791.74
401(7) Asphalt Median Paving	Ton			
402(1) CSS-1 Asphalt Tack Coat	Ton	$600.00	59	$35,400.00
403(1) Prime Coat	Ton	$600.00	59	$35,400.00
501(6) Class A Concrete (Headwall)	C.Y.			
501(8) Retaining Wall (Crib)	S.F.			
501(8) Retaining Wall (Block)	S.F.			
603(22-18) 18-inch Pipe	L.F.			
603(22-24) 24-inch Pipe	L.F.			
603(22-30) 30-inch Pipe	L.F.			
603(22-36) 36-inch Pipe	L.F.	$75.00	500	$37,500.00
603(22-54) 54-inch Pipe	L.F.			
603(22-XX) XX-inch Pipe	L.F.			
603(22-96) 96-inch Pipe	L.F.			
603(30) Culvert Adjustment	L.F.			
604(1C) Storm Manhole, Large	Each			
604(1D) Storm Manhole, Small	Each			
604(3) Reconstruct Existing Manhole	Each			
604(4) Adjust Existing Manhole	Each			
604(5A) Curb Inlet	Each			
604(5E) Inlet, Field	Each			
604(8) Culvert End Section	Each			
606(1) Guard Rail, Type I	L.F.			
606(5) Removal of Guard Rail	L.F.			
606(6) End Anchorage	Each			
607(7) Noise Barrier Fence	S.F.			
608(1) Concrete Sidewalk	S.Y.			
608(2) Asphalt Sidewalk	Ton			
609(2) Curb and Gutter	L.F.			
610(1) Ditch Lining	Sta.			

611(1) Riprap	C.Y.			
614(1) Survey Monuments	Each			
614(2) Monument Cases	Each			
615(1) Standard Signs	S.F.	$75.00	200	$15,000.00
616(2) 1/2-Inch Culvert Thaw Pipe	L.F.			
616(4) Culvert Thaw Wire Install	L.F.			
618(1) Seeding	POUND	$12.00	1,000	$12,000.00
618(4) Water for Maintenance	M.Gal	$10.00	540	$5,400.00
619(1) Soil Stabilization Matting	M.S.F.	$100.00	500	$50,000.00
620(1) Topsoil	M.S.F.			
627(1) Watering	M.GAL			
639(1) Approaches	Each	$400.00	20	$8,000.00
640(1) Retaining Walls	S.F.			
660(1) Traffic Signal System Compl	L.S.	Lump Sum	All Req'd	
660(3) Hwy Lighting System Complete	L.S.	Lump Sum	All Req'd	
660(7) Temp Signal System Complete	L.S.	Lump Sum	All Req'd	
670(6) Thermoplastic Markings	L.S.	Lump Sum	All Req'd	$75,000.00

SUBTOTAL AMOUNT	$2,729,726.74
* OVERHEAD (ITEM 110(1) TO 115(1)	$668,783.05
CONSTRUCTION ESTIMATE	$3,398,509.80

CONSTRUCTION ADMINISTRATION	15	% OF CONST.	$509,776.47
CONTINGENCIES	15	% OF CONST.	$509,776.47
TOTAL CONSTRUCTION COST			$4,418,062.74
PRELIMINARY ENGINEERING	15	% OF CONST.	$509,776.47
RIGHT-OF-WAY			
UTILITIES RELOCATION			
PROJECT TOTAL			$4,927,839.21

Project Length = Lane =
Pavement Width = Thickness =

Basic Assumption:

1. Resurface the entire Road with 2" H.A.P for 28' wide.
2. Use H.A.P for levelling where it is less than one-foot depth.
3. In area where levelling more than 2-ft, proposal will remove the Asphalt and replace with Borrow, subbase, and pavement. It will add a Culvert - if it help to reduce the problem.
4. Place matting along slope, where erosion most critical.
5. Price based on project D03151 (6-22-83) and Bethel Rd (6-26-81), plus 25% Adjustment to 1981's Bid price.

STATE OF ALASKA

DEPARTMENT OF TRANSPORTATION AND PUBLIC FACILITIES

JAY S. HAMMOND, GOVERNOR

4111 AVIATION AVENUE
POUCH 6900
ANCHORAGE, ALASKA 99502
(TELEX 25-185)

Date: MAR 4, 1980
Prepared By: J. BARSTAD
Project Number: _____

PRELIMINARY CONSTRUCTION COST ESTIMATE FOR:

Project Name: BETHEL AIRPORT ROAD

From: 6+00 (MP) To: 233+00 (MP)

Total Length: 22,900 L.F. = 4.30 MILE

Location and Description: _____

Current ADT: _____ Design ADT: 4,000

Required Width: 40' Actual Width: 27'

Assumed Structural Section H.A.P.: 1½" in.

C.A.B.: _____ in.

~~Borrow~~ SAND: 24" in.

Estimated Costs (Dollars) Based Upon Above Assumptions:

1.	Construction Estimate:	$ 5,835,073 ⁼
2.	Construction Administration (15 % of 1):	$ 875,261
3.	Subtotal:	$ 6,710,334
4.	Contingencies (10 % of 1):	$ 583,507
5.	Construction Total:	$ 7,293,841
6.	Preliminary Engineering (9 % of 1):	$ 525,156
7.	Right of Way ($_____/Acre):	$ ——
8.	Utilities:	$ 20,000
9.	Project Total:	$ 7,838,997 ⁰⁰

Sheet ____ of ____

STATE OF ALASKA
DEPARTMENT OF TRANSPORTATION
AND PUBLIC FACILITIES

Sheet 3 of 5
Project BETHEL AIRPORT ROAD
Project No.
Prepared By J. BARSTAD
Date MAR 4, 1987

ESTIMATE OF COST

ITEM NO.	ITEM	UNIT	UNIT PRICE	QUANTITY	AMOUNT
109(1)	Petroleum Escalation *	C.S.	1% of Const)	All Req'd	$
110(1)	Mobilization *	L.S.	10% of Const	All Req'd	
111(1)	Temporary Erosion and Pollution Control *	C.S.	(0.5% of Const)	All Req'd	5000—
112(1)	Training Program	C.S.	Cont. Sum	All Req'd	1600.00
114(1)	Construction Surveying by the Contractor *	L.S.	3% of Const)	All Req'd	
114(2)	Three Person Survey Party	Hour			
115(1)	Traffic Maintenance *	L.S.	3% of Const)	All Req'd	50,000
115(2)	Construction Signs	L.S.	Lump Sum	All Req'd	
115(4)	Temporary Pavement Markings	Sta.			
116(1)	Furnishing and Maintaining Field Office	L.S.	(1500/MO)	All Req'd	15,000
116(2)	Furnishing and Maintaining Field Laboratory	L.S.	(1500/MO)	All Req'd	15,000
201(2A)	Clearing and Grubbing	Acre			
202(1)	Removal of Structures and Obstructions	L.S.			
202(4)	Removal of Culvert Pipe	L.F.	6	2,725	16,350
202(9)	Single Mail Box Installation	Each			
203(1)	Common Excavation	C.Y.	13	18,500	240,500
203(2)	Rock Excavation	C.Y.			
203(4)	Muck Excavation	C.Y.			
203(5C) ~~(5B)~~	GRANULAR SAND ~~Borrow~~	CYVM ~~Ton~~	20	45,400	908,000
301(1)	Crushed Aggregate Base Course	Ton			
304(1)	Subbase, Grading A	CYVM ~~Ton~~	100	7,237	723,700
401(1)	Asphalt Concrete, Type II	Ton	100	9,100	910,000
401(2)	Asphalt Cement AC-5	Ton	500	515	257,500
401(4)	Anti-Stripping Additive	C.S.			
402(1)	CSS-1 Asphalt for Tack Coat	Ton			
403(1)	Prime Coat	Ton	400	5	2,000
207(3)	FILTER FABRIC	S.Y.	3—	60,534	181,602
207(3A)	FILTER CLOTH	S.Y.	5—	35,311	176,555

STATE OF ALASKA
DEPARTMENT OF TRANSPORTATION
AND PUBLIC FACILITIES

Sheet 4 of 5
Project BETHEL AIRPORT
Project No. _____
Prepared By _____
Date MAR 4, 1982

ESTIMATE OF COST

ITEM NO.	ITEM	UNIT	UNIT PRICE	QUANTITY	AMOUNT
501(6)	Class W Concrete	C.Y.			
506(1)	Treated Timber	L.S.	Lump Sum	All Req'd.	
602(1)	Structural Plate Pile	L.F.			
602(2A)	Structural Plate Ripe Arch	L.F.			
603(22-18)	18-inch Pipe	L.F.	60	2461	147,660
603(22-24)	24-inch Pipe	L.F.	75	464	34,800
603(22-30)	30-inch Pipe	L.F.			
603(22-36)	36-inch Pipe	L.F.	100	300	30,000
603(22-60)	60-inch Pipe	L.F.			
603(22-96)	96-inch Pipe	L.F.			
604(1C)	Storm Sewer Manhole, Large	Each			
604(1D)	Storm Sewer Manhole, Small	Each			
604(3)	Reconstruct Existing Manhole	Each			
604(4)	Adjust Existing Manhole	Each			
604(5A)	Curb Inlet	Each			
604(5E)	Inler, Field	Each			
604(8)	Culvert End Section	Each			
606(1)	Beam Type Guard Rail, Type 1 Post	L.F.	55	600	33,000
606(5)	Removal and Disposal of Guard Rail	L.F.			
606(6)	End Anchorages	Each	1500	4	6,000
607(7)	Fence	L.F.			
608(1)	Concrete Sidewalk	S.Y.			
608(2)	Asphalt Sidewalk	Ton			
609(2)	Curb and Gutter Type	L.F.			
610(1)	Ditch Lining	C.Y.			

STATE OF ALASKA
DEPARTMENT OF TRANSPORTATION
AND PUBLIC FACILITIES

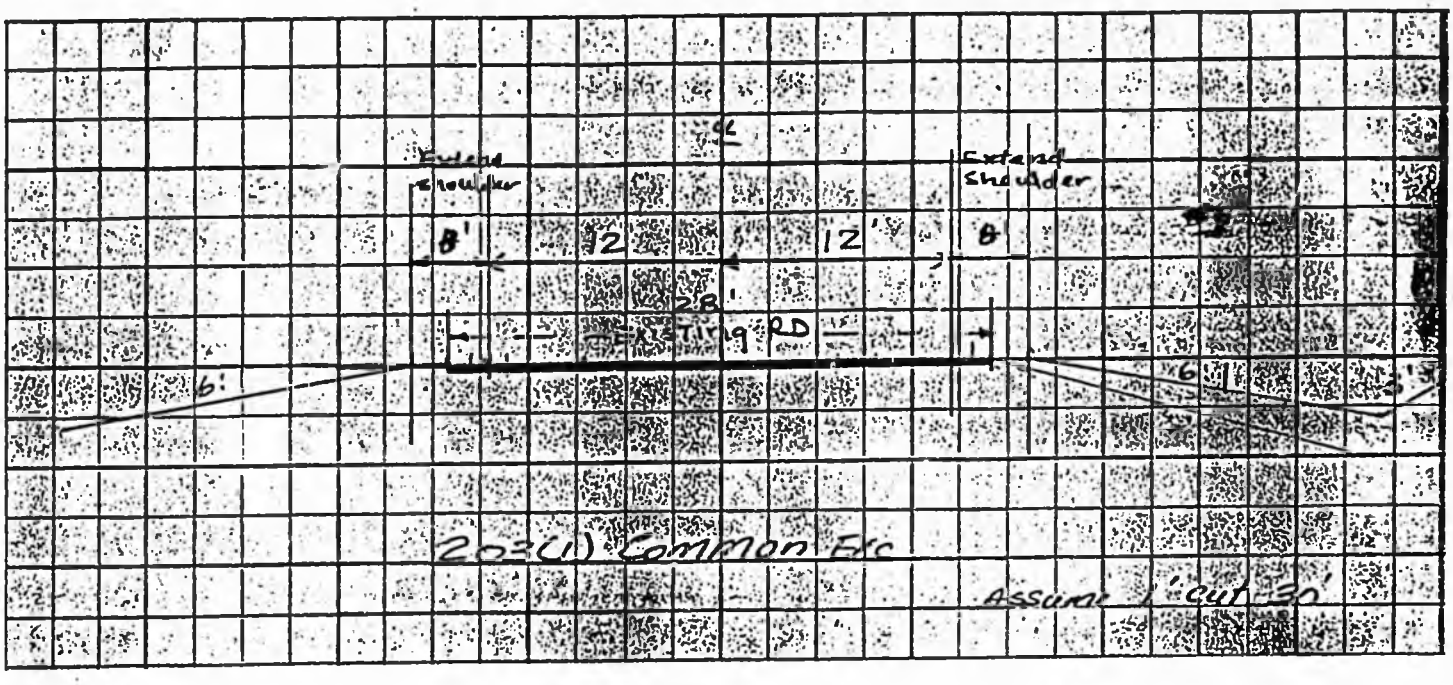
ESTIMATE OF COST

Sheet 5 of 5
Project BETHEL AIRPORT ROAD
Project No.
Prepared By
Date MAR 4, 1987

ITEM NO.	ITEM	UNIT	UNIT PRICE	QUANTITY	AMOUNT
611 (1)	Riprap	C.Y.			
614(1)	Survey Monuments ADJUSTMENT	Each	75	19	1426
614(2)	Monument Cases	Each			
615(1)	Standard Signs	S.F.	60	150	9000
615(5)	Guide Marker Posts	Each			
617(1)	Railroad Crossing	L.S.	Lump Sum	All Req'd.	
618(1)	Seeding	M.S.F.	150	545	81.750
618(4)	Water for Maintenance	M.Gal.	20	200	4,000
619(1)	Soil Stabilization Matting	M.S.F.	2,000	545	1,090,000
620(1)	Topsoil	M.S.F.			
527(1)	Watering	M.Gal.			
639(1)	Approaches	Each	400	117	46,800
660(1)	Traffic Signal System Complete	L.S.	Lump Sum	All Req'd.	
660(3)	Highway Lighting System Complete	L.S.	Lump Sum	All Req'd.	
660(7)	Temporary Signal System Complete	L.S.	Lump Sum	All Req'd.	
670(6)	Thermoplastic Placement Markings	L.S.	Lump Sum	All Req'd.	
	($1.50/ft. of 4-inch stripe)				
	Bridge	S.F.			
	Retaining Wall	S.F.			
	SUBTOTAL				4,987.24
	OVERHEAD ITEMS +17.0%				847,83
	CONSTRUCTION EST.				5,835,07
	CONST. ADMIN. +15%				
	CONTINGENIES +10%				
	PRE-ENGINEERING				
	~~SUBTOTAL~~ UTILITIES				
	*(Before items 109(1), 110(1), 111(1), 114(1), 115(1))				
	CONSTRUCTION ESTIMATE				5,835.07

Sheet 2 of 5
Project Name BETHEL AIR PORT ROAD
Project Number
Prepared By
Date MAR 4, 1987

TYPICAL SECTION



GENERAL NOTES

STATE OF ALASKA
THE LEGISLATURE

POUCH Y - STATE CAPITOL
JUNEAU, ALASKA 99811
907-465-3800

LEGISLATIVE AFFAIRS AGENCY

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May, 1988

Copies of minutes listed below were originally included in this file. The minutes are available on the STAIRS database CMPR. In order to save space copies of minutes have not been left in the files.

Mary Van Nimwegen

H. TRANS.	3-2-87	1:30 p.m.
" "	3-9-87	1:30 p.m.
" "	3-11-87	1:30 p.m.

(7)

HOUSE COMMITTEE REPORT

Date referred: 2/25/87

FURTHER REFERRALS: Finance

DATE: March 11, 1987

The Transportation Committee has considered HCR 13

Relating to the expeditious redesign and reconstruction of the airport road in Bethel.

RECOMMENDS:

[ ] replace with ______ [ ] the same title
[ ] attached amendment(s) [ ] a new title

[ ] do pass
[ ] do not pass
[X] no recommendation
[ ] individual recommendations
[ ] additional referral to the ______ Committee

ADOPTS: [ ] ______ letter of intent

ATTACHES NEW FISCAL NOTE(s):

[X] fiscal impact
[ ] zero fiscal note
[ ] zero with analysis
[ ] same as previous fiscal note published ______
[ ] same as previous zero fiscal note published ______

SIGNING DO PASS:

Bette Cato

SIGNING OTHER RECOMMENDATIONS:

Mike Miller No. Rec
[illegible] No Rec
[illegible] - Do Not Pass - handle in CIP process
Heinrich Springer No. Rec

Bette Cato
Chairman's signature

Official Business

COMMITTEE:

House Transportation

DATE: March 2, 1987

SIGN-IN

Subject of meeting:

HCR 13: Relating to the expeditious redesign and reconstruction of the airport road in Bethel.

NAME	ADDRESS	PHONE	REPRESENTING	DO YOU WANT TO TESTIFY?
JOHN BATES	Box 1822 Juneau AK 99802	586 2302	REP Hoffman	Yes
Lynn Hoffman	112 Capitol	465-4530		
Susan Fleischhauer		465-3900	DOT&PF	answer questions

Official Business

COMMITTEE:

House Transportation Committee

DATE: March 9, 1987

SIGN-IN

Subject of meeting:

HB 94: "An Act relating to boat numbering, accidents, and safety; and providing for an effective date."

HCR 13 Relating to the expeditious redesign and reconstruction of the airport road in Bethel.

NAME Please include title	ADDRESS Please include zip	PHONE	REPRESENTING	DO YOU WANT TO TESTIFY?
CDR GARY HARIBEN	USCG FED BUILDING	586-7474	USCG	IF NEEDED No
Cdr DM WALDRON	USCG MSO JUNEAU	5867349	USCG	If Needed *
CDR M.A. CONWAY	USCG DISTRICT 17	586-7197	USCG	
GRETCHEN DERR SPECIAL ASST	P.O. Box N, Juneau, Ak 99811	465-4520	Public Safety	Answer Questions if necessary
MARK S. JOHNSON	Dept. of Health & Social Services EMS Section P.O. BOX H-06C JUNEAU	465-3027	AHSS	SUPPORT HB 94 if Amended
SUSAN FLEISCHHACKER	DEPT. OF TRANSPORTATION	465-3900	DOT&PF	ANSWER QUESTIONS IF NECESSARY *

Official Business

COMMITTEE: House Transportation Committee

DATE: March 11, 1987

SIGN-IN

Subject of meeting:

HB 115: "An Act relating to public use of the Dalton Highway."

HCR 13: Relating to the expeditious redesign and reconstruction of the airport road in Bethel.

	NAME Please include title	ADDRESS Please use full address. Please include zip.	PHONE	REPRESENTING	DO YOU WANT TO TESTIFY?	
7	William "Bill" Snell	Anchorage	266-1440	Alaska DOT/PF	HCR 13	
2	Ron Somerville	Juneau 3780 McGinnis Juneau 99801	789-2399	Ak. Outdoor Council	Yes	115 1
4	Bob Lance	BKS 204 N. Franklin #3 Juneau 99801	586-2345	AEL		115 3
5	Dan Savage	Cap Rm 501	3732	Rep. Kay Walker	Yes	115 4
3	Mark Hickey			DOT/PF		
6	Rep. Lyman Hoffman	ASL	4453	Sponsor HCR 13		HCR 13
1	Rep Steve Frank	ASL	3709	" HB 115		115

HCR

18

Alaska State Legislature

House of Representatives

Committee on Transportation

Rep. Bette Cato, Chairman

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

May 13, 1987

COMMITTEE CALENDAR:

HCR 18: Relating to a special report on long-term operations of the Alaska Railroad.

HJR 32: Relating to the completion of the Mackenzie Highway between Fort Simpson and Inuvik, Northwest Territories, Canada.

CSSJR 36(Trsp): Relating to passenger and air cargo service to Anchorage by Korean Air Lines.

CSSB 146(Trsp): "An Act relating to weights and measures; citation authority of employees enforcing weights and measures limitations; and providing for an effective date."

FOR THIS MEETING YOU HAVE:

A folder on HCR 18 that includes:
* a copy of HCR 18
* a fiscal note from the Dept. of Commerce & Econ. Dev.
* a position paper from the Alaska Railroad Corporation

A folder on HJR 32 that includes:
* a copy of HJR 32
* a fiscal note from DOT/PF
* a copy of the resolution issued by the Northwest Territories Legislative Assembly

A folder on CSSJR 36 that includes:
* a copy of CSSJR 36(Trsp)
* a fiscal note from DOT/PF
* memorandums from Sen. Fahrenkamp to the House and Senate Transportation Committees
* written testimony from Korean Air Lines
* an unratified memorandum of understanding between the U.S. State Dept. and the Gov't. of the Republic of Korea
* written testimony from Sen. Fahrenkamp

A folder on CSSB 146 that includes:

* a copy of CSSB 146(Trsp)
* two fiscal notes: one from Dept. of Pub. Safety & one from Dept. of Commerce & Econ. Dev.
* a sectional analysis
* a position paper from DOT/PF

STATE OF ALASKA 1987 LEGISLATIVE SESSION
FISCAL NOTE

REQUEST:

Bill Version : HCR 18
Publish Date :

Revision Date:
Title : Railroad Operations Report

Agency Affected : Comm. & Econ. Dev.
BRU : Alaska Railroad

Sponsor : Cato
Requestor :

Components :

EXPENDITURES/REVENUES: (Thousands of Dollars)

OPERATING	FY 87	FY 88	FY 89	FY 90	FY 91	FY 92
PERSONAL SERVICES						
TRAVEL						
CONTRACTUAL						
SUPPLIES						
EQUIPMENT						
LAND & STRUCTURES						
GRANTS, CLAIMS						
MISCELLANEOUS						
TOTAL OPERATING	-0-	-0-	-0-	-0-	-0-	-0-
CAPITAL	-0-	-0-	-0-	-0-	-0-	-0-
REVENUE	-0-	-0-	-0-	-0-	-0-	-0-

FUNDING: (Thousands of Dollars)

GENERAL FUND						
FEDERAL FUNDS						
OTHER						
TOTAL	-0-	-0-	-0-	-0-	-0-	-0-

POSITIONS:

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

ANALYSIS : (Attach a separate page if necessary)

Prepared by : Jim Blasingame, Exec. Vice. President
Division : Alaska Railroad
Phone : 264-2425
Date : May 1, 1987

Approved by Commissioner : J. Arthur Smith, Commissioner
Agency : Department of Commerce and Economic Development
Date : May 1, 1987

Distribution (by preparer):
Legislative Finance
Legislative Sponsor
Requestor
Office of Management and Budget
Impacted Agency(ies)
Senate Secretary

0003k5187a

ALASKA RAILROAD CORPORATION

P.O. Box 7-2111 • Anchorage, Alaska 99510-7069

MAY 4 1987

VIA TELECOPIER

April 30, 1987

Honorable Bette Cato, Chairman
House Transportation Committee
House of Representatives
P.O. Box V
Juneau, Alaska 99711

Re: HCR No. 18, Relating to a Special Report on Long-term Operations of the Alaska Railroad

Dear Chairman Cato,

Thank you for this opportunity to express our support for House Concurrent Resolution No. 18. As you know, the resolution will be considered before the House Transportation Committee on Friday, May 1.

The basis for our support is explained in an attached position paper.

Sincerely yours,

F. G. Turpin
President & CEO

cc: Mr. James O. Campbell, Chairman

4292L

POSITION PAPER / Alaska Railroad Corporation

HOUSE CONCURRENT RESOLUTION NO. 18

RELATING TO A SPECIAL REPORT ON LONG-TERM OPERATIONS OF THE ALASKA RAILROAD

I. Introduction

HCR No. 18 requests the Governor to direct the Department of Commerce and Economic Development to contract for a special report on the long-term operations of the Alaska Railroad. The report is required by Sec. 3(a), Ch. 153, SLA 1984.

The Alaska Railroad Corporation ("ARRC") strongly supports this legislation.

II. Discussion

The text of this resolution best expresses the need for an independent study of the long-term operations of the Alaska Railroad. The special Governor's report is required by a temporary law passed with the Alaska Railroad Corporation Act ("ARCA") in 1984. Although the report was due on February 1, 1987, the consultant's contract was never let and funding lapsed. HCR 18 requests that the report be completed by February 1, 1988.

In adopting ARCA, the legislature found that the railroad was an essential part of the state transportation network and that the State should own the railroad pending eventual transfer to the private sector. The State of Alaska has now begun a third year of ownership of the railroad. A comprehensive study of future railroad operations will provide timely and meaningful direction as the State considers how operational alternatives and the potential transfer of all or part of the Alaska Railroad to the private sector will best serve the State's interests.

If the report strongly recommends that the Alaska Railroad remain publicly owned, its conclusions may ultimately lead to repeal of pertinent ARCA directions that attempts be made to sell the line. The report might also evaluate various alternatives for future operation of the railroad under continued State ownership.

If transfer of the railroad from State to private ownership is to be considered, the report should significantly reduce costs related to preparation and negotiation of railroad sale or lease terms. Within the realm of opportunities for transfer of the railroad, either by sale, lease or lease with a purchase option, there are infinite possibilities. The breakdown of large railroads into much smaller short lines has recently lead to the pooling of a great deal of expertise and experience in these disposals. The options do seem endless and, without a

consultant's assistance in measuring these as operational alternatives, State leaders may become muddled in an explosion of information as they consider future sale proposals.

Finally, we agree that the report should be financed by general fund appropriations. As noted in the resolution, railroad operating revenues are best committed to funding current obligations. Although it may possibly recommend new and alternative relationships between the State and the Alaska Railroad, the report is not expected to provide information of particular value to current or ongoing rail operations. Additionally, to successfully complete its assignment of providing a report on how State interests will best be served by the Alaska Railroad, the consultant's analysis should be independent. State funding and contract administration therefore appears most appropriate.

III. Conclusion

The information provided by a private consultant concerning the long-term operations of the Alaska Railroad, operational alternatives, and the transfer of all or part of the railroad operation to the private sector will be immensely important to the governor and legislature as they determine how the State's interests are best served by future rail operations. Because HCR No. 18 may be instrumental in initiating the report, ARRC urges that it be favorably considered.

4295L

HCR 18

CS HCR 18 - RELATES TO A SPECIAL REPORT ON LONG TERM OPERATIONS OF THE ALASKA RAILROAD.

Chapter 153, SLA 1984 Sec 3 (a) REQUIRED THE GOVERNOR TO CONTRACT FOR THE PREPARATION OF A SPECIAL REPORT ON THE LONG TERM OPERATIONS OF THE ALASKA RAILROAD, OPERATIONAL ALTERNATIVES, AND THE TRANSFER OF ALL OR PART OF THE RAILROAD OPERATION TO THE PRIVATE SECTOR.

THE REPORT WAS DUE FEBRUARY 1, 1987. THE FUNDS WERE AVAILABLE IN THE DEPARTMENT OF COMMERCE HOWEVER, WITH THE BUDGET REDUCTIONS MADE IN FY 87 THESE FUNDS WERE CUT.

THIS RESOLUTION RESPECTFULLY REQUESTS THE GOVERNOR TO DIRECT THE DEPARTMENT OF COMMERCE AND ECONOMIC DEVELOPMENT TO CONTRACT FOR THE SPECIAL REPORT ON THE LONG TERM OPERATIONS OF THE ALASKA RAILROAD CORPORATION. THIS REPORT IS TO BE COMPLETE BY FEBRUARY 1, 1989.

I FEEL THIS REPORT IS IMPERATIVE TO ENABLE THE LEGISLATURE TO MAKE THE IMPORTANT DECISIONS ON THE FUTURE OF THE ALASKA RAILROAD. AS YOU ARE ALL WELL AWARE IN THE UPCOMING YEARS WE WILL BE FACED WITH THE DECISION OF SELLING THE RAILROAD TO PRIVATE INDUSTRY, MAINTAINING THE RAILROAD AS A STATE OWNED AND OPERATED RAILROAD OR LEASING OR SELLING A PORTION OF THE ASSETS OF THE CORPORATION. THIS REPORT WILL BE A VALUABLE TOOL TO HELP US DETERMINE THE BEST INTERESTS OF THE STATE WHEN MAKING THESE DECISIONS.

I URGE YOUR SUPPORT OF HCR 18

STATE OF ALASKA
THE LEGISLATURE

POUCH Y · STATE CAPITOL
JUNEAU, ALASKA 99811
907·465·3800

LEGISLATIVE AFFAIRS AGENCY

LEGISLATIVE REFERENCE LIBRARY

May, 1988

Copies of minutes listed below were originally included in this file. The minutes are available on the STAIRS database CMPR. In order to save space copies of minutes have not been left in the files.

Mary Van Nimwegen

H. TRANS 5-13-87 1:30 p.m.

HOUSE COMMITTEE REPORT

(7)

Date referred: 3/27/87 FURTHER REFERRALS: Finance

DATE: May 13, 1987

The Transportation Committee has considered HCR 18

Relating to a special report on long-term operations of the Alaska Railroad.

RECOMMENDS:

[X] replace with CSHCR 18(Trsp) [X] the same title

[ ] attached amendment(s) [ ] a new title

[X] do pass

[ ] do not pass

[ ] no recommendation

[ ] individual recommendations

[ ] additional referral to the ____________ Committee

ADOPTS: [ ] ________ letter of intent

ATTACHES NEW FISCAL NOTE(s):

[ ] fiscal impact

[X] zero fiscal note

[ ] zero with analysis

[ ] same as previous fiscal note published ____________

[ ] same as previous zero fiscal note published ____________

SIGNING DO PASS:

Bill Hudson

Bette Cato

Hermann Springer

Kay Pearce

SIGNING OTHER RECOMMENDATIONS:

Bette Cato

Chairman's signature

Official Business

COMMITTEE:

House Transportation Committee

DATE: May 13, 1987

Subject of meeting:

* HCR 18: Railroad Operations Report
* HJR 32: Completion of the Mackenzie HWY, Canada
CSSJR 36: KAL Boarding Rights/Anchorage
CSSB 146: Weights & Measures

SIGN-IN

NAME Please include title	ADDRESS Please use full address. Please include zip.	PHONE	REPRESENTING	DO YOU WANT TO TESTIFY?	
Terry Hanson Spec Assistant	BXN Juneau 99811	465-4322	Dept of Public Safety	upon Request.	146
John Williams	Box D Juneau AK 99811	465-2502	DCED Re SB 146	Yes	146
+Nancy Petersen	staff, Sen. Fahrenkamp	465-3878	Sen. Fahrenkamp SJR 36 —	yes	SJR3
MARK HICKEY	—	3960	DOT/PF	QUESTIONS 146	146
ART SNOWDEN	———	264-0547	COURTS	146	146
T. J. Thrasher	Juneau	463-3279	AK Truckinglines	yes 146	146
Rosa Jones	134 No. Franklin	586-1740	U.F.C. of Alaska	yes 146	146
Reed Stoops					

* indicates first public hearing

HCR

34

Official Business

Alaska State Legislature

House of Representatives

House Transportation Committee

P.O. Box V
Juneau, Alaska
99811

Phone:
(907) 465-4859

February 8, 1988

****

COMMITTEE CALENDAR:

HCR 34: Relating to tourist-oriented directional signs.

HB 401: "An Act establishing rebates for motor fuel taxes for fuel used in watercraft outside the state; and limiting the authority of the attorney general and the Department of Revenue to recover refunds paid before the effective date of this Act; and providing for an effective date."

HCR 35: Commending the Alaska Marine Highway System for 25 years of service.

FOR THIS MEETING, YOU HAVE BEEN GIVEN:

* A folder on HCR 34

* A folder on HB 401 that includes:
  Item #1: HB 401
  #2: fiscal notes: Depart. of Revenue
  Depart. of Comm. & Eco. Dev.
  position paper: Depart. of Revenue
  #3: Senate companion bill SB 366
  #4: Sectional Analysis
  #5: Statutes
  #6: background information

* a folder on HCR 35

STATE OF ALASKA
1988 LEGISLATIVE SESSION

BILL VERSION: HCR034A
PUBLISH DATE:

REQUEST: **FISCAL NOTE**

Revision Date:
Title: House Concurrent Resolution No. 34

Agency Affected: DOT&PF
BRU: Engineering & Operations Standards

Sponsor: Larson, Menard, Ellis, Brown, Gruenberg and Donley
Requestor: Cato

Components:

EXPENDITURES/REVENUES: (THOUSANDS OF DOLLARS)

OPERATING	FY 88	FY 89	FY 90	FY 91	FY 92	FY 93
PERSONAL SERVICES	0	0	24.0	24.0	24.0	24.0
TRAVEL	0	12.0	0	0	0	0
CONTRACTURAL	0	7.0	0	0	0	0
SUPPLIES	0	2.0	0	0	0	0
EQUIPMENT	0	0	0	0	0	0
LAND & STRUCTURES	0	0	0	0	0	0
GRANTS, CLAIMS	0	0	0	0	0	0
MISCELLANEOUS	0	6.0	0	0	0	0
TOTAL OPERATING	0	27.0	24.0	24.0	24.0	24.0
CAPITAL	0	0	0	0	0	0
REVENUE	0	0	24.0	24.0	24.0	24.0

FUNDING: (THOUSANDS OF DOLLARS)

GENERAL FUND	0	27.0*	0	0	0	0
FEDERAL FUNDS	0	0	0	0	0	0
OTHER	0	0	24.0	24.0	24.0	24.0
TOTAL	0	0	0	0	0	0

POSITIONS:

FULL-TIME	0	0	0.5	0.5	0.5	0.5
PART-TIME	0	0	0	0	0	0
TEMPORARY	0	0	0	0	0	0

ANALYSIS: (Attach a separate page if necessary)

* The department has prepared a detailed position paper which identifies a number of policy options and sub-options. In brief, this fiscal note identifies an initial cost of $49.0 to establish the TODS signing program of which $27.0 can not be covered by existing budgets. The $22.0 not shown above is covered by existing budgeted staff (personal services).

Continued on page 2.

Prepared by: Jeffery C. Ottesen, Director
Division: Engineering and Operations Standards

Phone: 465-2951
Date: February 5, 1988

Approved by Commissioner:
Agency: Department of Transportation and Public Facilities

Date: 2/5/88

Distribution (by preparer):
Legislative Finance
Legislative Sponsor
Requestor
Office of Management and Budget
Impacted Agency(ies)

continued from page 1:

Thereafter, the fiscal impact to the state would reflect the policy option selected. Depicted in this fiscal note is the minimum state investment option wherein the cost of establishing the program would be borne by the state but businesses interested in having signs erected would bear all direct and indirect costs of the program. At minimum, this would be a 1/2 time position to monitor and keep records on the program which is reflected in the above analysis.

Higher fiscal impacts and staffing may be required if other policy options are adopted. For example, if the department were to perform all sign erection, removal and maintenance, staffing additions and associated costs would raise the fiscal impact. In principal, we envision a program that utilizes the private sector to the greatest extent possible, and that policy alternative is reflected in this fiscal note.

For additional detail, pp. 9–13 of the department's position paper is attached which describes the fiscal implications of three policy alternatives.

Phase II - Start Up and Continuation (Indefinite)

This phase involves the physical placement of sign standards and business informational signs following the process and methods selected in the regulations and from legislative intent. It is likely that minor adjustments to the program would be pursued based upon the feedback of field experience. The cost to the state during this phase would vary according the policy option selected regarding the degree to which business enterprises should pay for the program. Following is a range of policy options that better define the possible cost ramifications of various policy options.

State Investment Policy	Description
Minimum	State develops program; businesses pay all other costs including staff support for application processing, sign manufacturing, installation, liability insurance, repairs, replacement and removal, as necessary. This approach would require both an application fee and annual administrative fee to support state costs.
Shared	State develops program; businesses pay application cost, and pay for sign manufacturing, installation and on-going maintenance. State covers personal services cost associated with program administration.
Maximum	State develops program; state supplies signs, sign supports, and pays for installation, repair, replacement and removal, as necessary. Businesses pay a portion of these costs through fixed application and annual maintenance fees. (Estimated at $500 for installation and $250 for annual M&O and administrative costs).

The total cost of this phase will be affected by the number of participating businesses. The number of participating businesses, will, in part, be determined by the cost burden they must assume. It is likely that with greater state participation in program costs the more businesses that will participate.

Sign Cost

The signs will cost about $150 to $200 per panel, plus $150 to $200 for breakaway bases and supports (installed). There can be 1 or 2 sign panels per location for an average cost of $350 per location if one panel is installed and $525 per location if two sign panels are installed ($262 per business). In a typical application each business would have two signs installed, one facing each traffic direction prior to the intersection leading to the business establishment.

We have assumed that the number of one-sign panel and two-sign panel installations will be about equal, thus the average cost per business will be:

$$\frac{\frac{(\$350 + \$525)}{2} * 2 \text{ signs per business}}{\text{Number of Businesses}} = \$875 \text{ per business average}$$

For the purpose of an estimate the following assumptions have been made concerning the number of participating businesses: 1) The number of businesses which elect to participate will vary with the degree of state investment. 2) The ultimate number will not be realized in the first 1 or 2 years, but will gradually increase over a 5 year period; thereafter growth will generally follow state economic trends.

Table 1 indicates the estimated number of participating businesses over a 5 year period, for each of the three policy options previously described.

M&O Cost for Signs

Upkeep, repair, replacement and insurance are estimated to cost 25% of the signs installed value annually. While this may appear as a high figure considering that the signs should have a life of 10 to 12 years from the effects of weathering, it is anticipated they will actually experience a much shorter life due to accidents and vandalism (average life of 4 to 6 years is estimated). Some form of insurance coverage is considered a probable requirement.

DOT&PF Administrative Costs

The department will be required to maintain an inventory and status of the business signing program. While this workload will in fact vary in part with the overall size of the program, for the purposes of this estimate it is considered a fixed cost. It is estimated it will require a 1/2 time position to coordinate the program, serve as center for statewide data collection, and remain current with the progress of the program so that policy adjustments, if necessary, may be pursued.

The administrative staff position would require funding in the range of $24,000 per year (6 mo. @$4,000). Funding for this cost is covered by participating businesses in the *minimum* policy option; it is covered by the state in the other policy options.

This position is over and above the staff support required to process individual applications for signs at the regional level. The regional utility staffs are considered adequate to undertake this role (with necessary coordination with traffic safety staff), though a fee is proposed, as these staffs are funded entirely from program receipts. A $200 application fee is contemplated under all of the policy options. This is the cost for evaluating each sign request and processing it through decision (approve or deny) and is estimated to be $200 (8 hours @ $25/hr.).

State and Business Costs

From the above data it is possible to derive some general estimates of what costs would be incurred to either the state or an individual business relative to the three policy options.

The *minimum* state investment policy option results in the fewest number of businesses participating with the highest cost per business served. An average initial sign installation cost is estimated at $1,075, with an annual cost of $819 in FY 90 (M&O and administrative fee) and a general lowering of the annual cost to $379 in FY 94 as the total number of businesses increases providing a larger base of firms to share the fixed administrative cost. This option results in a one-time expense to the

state of $49,000 for program start-up with all other costs borne by participating businesses.

The *shared* state investment policy option would again cost each business the $1,075 for sign installation. The annual M&O cost to each business is estimated at $219 with the state assuming the fixed administrative cost. This would result in an on-going expense to the state of $24,000 annually, with a total state investment of $169,000.

The *maximum* state investment policy option results in the greatest number of participating businesses as the cost to each is the lowest. Each business is assumed to pay a $500 initial installation fee which partially covers the cost of the sign and application processing. Thereafter, there would be an annual fee of $250 covering administration and sign M&O costs. This option results in a very large investment by the state over the 6 year projection; estimated at $322,000.

Tables 2 - 6 depict the costs for the three policy options and are broken down for the 6 year horizon - FY 89 through FY 94. To reiterate key assumptions used in the analysis they are repeated below:

Number of Businesses per Year:	Varies by option and year, estimated in Table 1
Sign Installation Cost:	$875 average - 2 signs per business
Application Cost:	$200
Annual Sign M&O Cost	$219 average (25% of sign cost)
DOT&PF Administration Cost	$24,000 annually
Business fees under Maximum Policy	$500 for sign installation, and $250 for annual renewal

It is acknowledged that the estimates described herein are just that -- estimates. They are only as good as the assumptions they are built on. The estimates assist in understanding the implications of various policy options and they provide approximate representations of state and private costs that would be associated with the program. The number of participating businesses and the annual sign M&O cost are probably the weakest "links" in the estimates as there are few data upon which to base them. The M&O cost is an average and, unless "pooled" in some fashion, could cost individual businesses much more than this if their signs are vandalized repeatedly. Likewise installation costs may vary greatly by distance from service centers. In summary, while these estimates are quite useful at this stage of investigation, they must be used with caution given the many judgements incorporated into them.

Private Sector Participation

Though mentioned earlier is this paper, the means by which the private sector could assist in program implementation has not been described during the previous discussion on costs. It has been intentionally omitted because there are myriad methods by which the private sector could be involved, and analysis of each, given the many variables already involved, would make the estimates far more complex.

Sign Cost Calculation

Table 1 - Estimated Number of Businesses Participating							Total Business		
Policy Option	FY 89	FY 90	FY 91	FY 92	FY 93	FY 94	Years Served		
Minimum	0	40	100	125	140	150	555		
Shared	0	60	120	150	175	200	705		
Maximum	0	75	150	225	300	325	1075		
Table 2 - Estimated State Startup and M&O Costs							Aggregrate		
Policy Option	FY 89	FY 90	FY 91	FY 92	FY 93	FY 94	Cost To State		
Minimum	$49,000	$0	$0	$0	$0	$0	$49,000		
Shared	$49,000	$24,000	$24,000	$24,000	$24,000	$24,000	$169,000		
Maximum	$49,000	$21,675	$19,350	$17,025	$14,700	$13,925	$135,675		
Table 3 - Estimated Cost To Business for Annual M&O									
Policy Option	FY 89	FY 90	FY 91	FY 92	FY 93	FY 94			
Minimum	$0	$819	$459	$411	$390	$379			
Shared	$0	$219	$219	$219	$219	$219			
Maximum	$0	$250	$250	$250	$250	$250			
Table 4 - Estimated Cost to State for Sign Installation							Aggregrate		
Policy Option	FY 89	FY 90	FY 91	FY 92	FY 93	FY 94	Cost To State		
Minimum	$0	$0	$0	$0	$0	$0	$0		
Shared	$0	$0	$0	$0	$0	$0	$0		
Maximum	$0	$43,125	$43,125	$43,125	$43,125	$14,375	$196,875		
Table 5 - Estimated State Funding Requirements - Annual M&O and Sign Installation							Aggregrate	Cost per Business/	
Policy Option	FY 89	FY 90	FY 91	FY 92	FY 93	FY 94	Cost To State	Year Served	
Minimum	$49,000	$0	$0	$0	$0	$0	$49,000	$88	
Shared	$49,000	$24,000	$24,000	$24,000	$24,000	$24,000	$169,000	$240	
Maximum	$49,000	$64,800	$62,475	$60,150	$57,825	$28,300	$322,550	$300	
Table 6 - Estimated Cost To Business for Sign Pair Installed in FY 90							Aggregate Cost	Average	
Policy Option	FY 89	FY 90	FY 91	FY 92	FY 93	FY 94	To Business	Cost per Year	
Minimum	$0	$1,894	$459	$411	$390	$379	$3,533	$707	
Shared	$0	$1,294	$219	$219	$219	$219	$2,170	$434	
Maximum	$0	$750	$250	$250	$250	$250	$1,750	$350	

This should not suggest the department is disinterested in this approach. Three general options are presented below for consideration. Detailed evaluation is suggested for the task force in analyzing the merits of each option and better defining a course of action.

1. Franchise - Under this concept the program would be almost entirely run by a private firm or firms in franchise fashion. Final decision concerning sign installation and program policies would remain in departmental hands; otherwise individual businesses would make application to the firm(s). The firms would be sanctioned by the department to perform this service and would be responsible for all steps including application processing, sign manufacturing, installation, maintenance, and inventory and status reporting.

2. Installation and M&O Only - Under this concept the state would process each application through decision. The business applicant would have the signs manufactured, installed and maintained to state standards by a firm of their choice.

3. Manufacturing Only -Similar to Option #2, except state highway maintenance crews would install and maintain the signs after they were manufactured for the business and delivered to the appropriate maintenance station. This option allows for greater control of exactly how and where the signs are installed within the ROW and may be less costly to the business when the signs are installed in remote locations.

Technical Issues to be Resolved:

As part of the developmental phase (and with an adjustment period as experience is gained) some technical issues will need to be resolved in more detail than is possible here. Some of these are:

User fee structure	- subsidy from state, equal to cost, or revenue generating.
Insurance requirements or liability potential	- individual policy or pooled coverage.
Conditions of eligibility	- types of businesses, minimum services necessary to qualify, minimum hours of operation, distance from highway.
Allowable number and locations	- sight distance, spacing, etc.
Physical specifications	- size, shape, materials, colors, logos, supports, locations, etc.
Prioritization where demand exceeds available space	- first come, first served? - lottery on a periodic basis? - public necessity?

Alaska State Legislature

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Representative Ronald L. Larson
District 16B

November 2, 1987

Mark Hickey, Commissioner
Department of Transportation
and Public Facilities
P.O. Box Z
Juneau, Alaska 99811

Dear Commissioner Hickey:

Last week I conducted a meeting on increased visitor signage. Members of your staff attended this meeting in Palmer either by teleconference hook-up from Juneau or in person. I would like to extend my thanks for their participation.

Jeff Ottesen specifically contributed greatly during this teleconference and meeting. I found it refreshing to conduct a meeting with agency professionals who were ready and willing to discuss all the issues in a very calm and informative manner. Jeff, along with all others, were not reluctant to discuss creative approaches to old and frustrating problems.

The results from the meeting are heartening. Mr. Ottesen will be preparing a work plan to address many of the problems we discussed. I am more than willing to sponsor necessary legislation and I will be contacting Representative Cato for her committee's help in this matter. In addition, if the Tourist Oriented Directional Signing system (TODS) approach seems to suit both the urban and rural needs, I will be pleased to offer my help to acquire the necessary state funding for this program.

Once again, I extend my thanks to you and your staff. I look forward to more positive communication on this subject in the near future.

Sincerely,

Ronald L. Larson

Ronald Larson

cc. Jeff Ottesen
Representative Cato

STATE OF ALASKA

DEPARTMENT OF TRANSPORTATION AND PUBLIC FACILITIES

OFFICE OF THE COMMISSIONER

STEVE COWPER, GOVERNOR

P.O. BOX Z
JUNEAU, ALASKA 99811-2500
PHONE: (907) 465-3900

January 15, 1988

The Honorable Ron Larson
Alaska State Legislature
Pouch V
Juneau, AK 99811

Dear Representative Larson:

Enclosed is a draft policy paper concerning options for providing for signing of commercial interests within state rights-of-way (R-O-W). In brief, this proposal advocates adoption of a new option that we believe will soon be allowed by the Federal Highway Administration. This new option, termed TODS, provides for tourist-oriented directional signs within the ROW.

The TODS option, while beneficial to many categories of businesses, does not open the door to advertising of all forms within state rights-of-way. The signs are relatively small, allow little more than business name identification, and would not be available to businesses not generally used by tourists. Hopefully, this limitation will negate any concern from those interested in preserving scenic resources. In fact, like most good solutions, TODS is a compromise. It would address the need for provision of information to visitors about various businesses not readily visible from the roadside. We believe it would go a long way toward assisting a large number of businesses that rely upon tourists in whole or in part at a cost acceptable to state government.

In the October teleconference, Jeff Ottesen mentioned a budget of $15 to $20 thousand to prepare the regulations associated with a program of this sort. Our current proposal is for more than this ($27,000), and I believe it deserves clarification. Upon review, I felt it desirable to use a "task force" to establish the rules by which the TODS program would be governed and to increase the number of public hearing locations (see p. 7 of the position paper). We could lower this cost by $10,000 by eliminating the task force approach and reducing the number of public hearing locations from 5 to 3 . However, I think that because of the many complicated questions posed by the adoption of a TODS program for Alaska, and the need for businesses and the public throughout the state to participate in the drafting of the related regulations, the additional money is an appropriate expenditure.

25A-T1LH

Your patience in awaiting this draft policy is appreciated. We are circulating this policy within the department concurrent with your review. If you would like more information or clarification please let me know.

Sincerely,

Mark S. Hickey
Commissioner

enclosure

cc: Susan Fleischhauer, Legislative Liaison
Barry F. Morehead, Division Administrator, FHWA
Jeff Ottesen, Director, E&OS
Ray Price, Jr., Special Staff Assistant, Office of the Governor

DRAFT

POSITION PAPER:

INFORMATIONAL AND DIRECTIONAL SIGNING FOR COMMERCIAL ESTABLISHMENTS

Introduction

The Highway Beautification Act of 1965 severely restricted advertising signs apart from on-premises signs. Many States were even more restrictive to protect the aesthetics of their roadways. In 1969, to provide directional information to motorists on limited-access roadways (Interstates and similar), a system of Specific Service Signs ("Logos") in the right-of-way (ROW) at interchanges was allowed for food, gas, lodging and camping when such enterprises were not visible from the limited-access routes. This program was extended in late 1986 to be eligible on conventional roads[1] with federal approval.

However, the Logo sign program leaves many desirable if not necessary businesses with little or no means to inform motorists of their service and location.

Most states have resisted efforts to institute other signing programs because the demonstrated need from the motorist standpoint was not equal to the costs and public safety consequences. (It is generally held that proliferation of roadside signs causes motorists to tend to ignore them, including necessary traffic control devices, dilutes their attention from the vital driving task, and presents another series of roadside obstacles in collisions.)

However, with the rise in tourism and a lagging economy in some areas, the need for better directional signing for business enterprises was perceived. The Federal Highway Administration is proposing to add a section to the federal Manual on Uniform Traffic Control Devices (MUTCD) to provide for an official system of Tourist Oriented Directional Signs ("TODS") to meet this need. (Attachment 1)

There has been a growing demand for such directional signing in Alaska. During a recent teleconference including representatives from the Federal Highway Administration (FHWA), the Department of Transportation and Public Facilities (DOT&PF), the Legislature, other State departments, local agencies and the public, it was agreed that Alaska needs to systematically and cooperatively address this growing need.

Purpose:

The purpose of this discussion is to provide information on pertinent aspects of programs to enhance motorist directional signing such as the various public policy issues involved (business enhancement, public safety, cost to public agencies, and

---

[1] Including all federally funded highways, not just controlled-access expressways and freeways.

roadside beautification), and to recommend a course of action meeting the cooperative needs of all concerned within the limits of our resources.

While aspects related to advertising outside the right-of-way are discussed, the main thrust is what the DOT&PF can do to enhance directional signing within the right-of-way of state-maintained roads, and in this manner meet the needs of more businesses and motorists.

Review of Statutes, Regulations and Policies on Signing:

FHWA has informed the Department that the "Interstate" routes in Alaska, which were so designated for funding purposes, are not considered as "Interstates" for the purposes of federal statutes and regulations on highway signing. This is of little impact because most of the restrictive federal regulations apply to both Interstate and Primary routes, and Alaska's "Interstates" are Federal Aid Primary routes.

The only areas where we have flexibility absent changes in federal statutes and regulations are outdoor advertising adjacent to state and local roads and secondary Federal Aid routes, and Traffic Control Devices on most roads.

Conventional outdoor advertising possibilities (billboards) are generally limited to locations outside the ROW on Federal Aid Secondary roads, and a proposal is being considered to liberalize the State regulations there to be no more restrictive than the federal regulations.

As explained previously, the most promising avenue for widespread private enterprise identification in the right-of-way is an experimental program (TODS), and this paper will be directed at this more feasible alternative of "official" directional and informational signing.

There are at least three relevant regulatory or statutory areas and at least six documentary authorities regarding signs:

Regulatory Areas:

1. Traffic Control Devices (TCD's)

2. Outdoor Advertising

3. Right-of-Way (ROW) Encroachments

Authority References:

A. Code of Federal Regulations (CFR)
(backed by enabling legislation.)

B. Alaska Statutes (AS)

C. Alaska Administrative Code (AAC)

D. DOT & PF Policy and Procedures (P&P)

E. Alaska Traffic Manual (ATM)

F. Local Laws and Ordinances (not treated here)

Attachment 2 shows which authorities pertain to various roadway classes.

1. TCD's

A. 23CFR655-Subpart F establishes the Manual on Uniform Traffic Control Devices (MUTCD) as the standard on streets, highways, and bicycle trails open to public travel. (Attachment 3)

It allows States to have their own manual or supplements in substantial conformance to the national MUTCD and with the FHWA Regional Administrator's approval of the manual or supplements. The Alaska Traffic Manual (ATM) exercises this option by consisting of the MUTCD with a federally approved "Alaska Supplement".

B. AS28.01.010 requires municipalities to conform as close as practicable to the DOT&PF's ATM. (Attachment 4)

AS19.10.040 requires DOT&PF to conform as far as possible to the national MUTCD. (Attachment 5)

D. P&P 70-7000 defines the ATM as the MUTCD with an Alaska Supplement and establishes the policy that it is the official State manual. (Attachment 6)

E. The MUTCD portion of the ATM (section 1A-3.1) requires that no TCD or its support shall bear any advertising or commercial message, or other message not necessary to traffic control. Furthermore, it requires any unofficial and non-essential signs to be removed as a public nuisance. (Attachment 7)

The ATM allows the State to establish a federally approved program of Specific Services ("Logo") Signs for food, gas, lodging and camping.

[NOTE: It is also likely that a system of Tourist Oriented Directional Signs (TODS) will soon be allowed by the national manual, and would likely be approved under the present statutes and regulations based on precedent in other States. See Attachment 8 for details.]

2. Outdoor Advertising (outside of ROW)

A. 23CFR750 generally prohibits advertising within 660 feet of FA Interstate or Primary routes where visible from the roadway, or

beyond that and intended for visibility from the roadway, except for "on-premise" signs advertising activities on the property or advertising the property for sale. Only the 660 foot border applies in urban areas. Signs consistent with the regulations and authorized by state law which are designed to give information in the specific interest of the traveling public may be permitted in protected areas. Also, signs in bonafide "zoned and unzoned commercial areas" are permissible. (Attachment 9)

B. AS19.25.080-180 is parallel to the federal requirements except it includes the Secondary road system. It also authorizes the DOT&PF to enter into agreements with the U. S. Secretary of Transportation as provided in 23 USC relating to outdoor advertising. (Attachment 10. The original state-federal agreement is Attachment 11.)

3. ROW Encroachments

A. 23CFR1.23 prohibits encroachments or property in the ROW of FA routes except those devoted exclusively to public highway purposes. (Attachment 12)

B. AS19.25.200-250 prohibits encroachments except as permitted by DOT&PF regulations. (Attachment 13)

C. 17AAC20.010-.040 prohibits outdoor advertising signs within the ROW of any highway and forbids the permitting of such. (Attachment 14)

D. P&P 10-0020 requires that in the interest of safety, convenience and pleasure of highway users, encroachments will not be allowed except by permit. (Attachment 15)

E. ATM Section 1A-3 1 prohibits signs in the ROW except for official TCD's. (Attachment 7)

Alternative R.O.W. Programs:

Specific Service Signs (LOGO Signs) -

As discussed in the Introduction, Logo signs for the specific categories of food, gas, lodging and camping are allowed on conventional roads under the Alaska Traffic Manual (The National MUTCD with an Alaska Supplement) provided the State develops a program acceptable to FHWA. These are described in Section 2G-5 of the MUTCD.

These signs are usually placed at interchanges, have rather restrictive applications, and the installation is relatively massive and costly.

Tourist Oriented Directional Signs (TODS) -

This program which is currently experimental in selected states excluding Alaska is expected to be included in the Federal Manual in the near future, and precedents have been set which leads us to believe it can be implemented with minimal statutory or regulatory action.

These signs extend the directional information to more types of business to be determined by the State, and allow for more widespread use.

The signs must follow a prescribed format (white letters and borders on a blue background in keeping with the nationally established system for motorist information signs) and cannot convey an advertising message or other information except the business name and/or logo and directions thereto. It does allow businesses some distance from the highway to be identified, subject to state rulemaking.

Encroachments -

This would consist of allowing certain signs meeting established criteria to be erected within the R.O.W. under a formal permit and agreement. They would require Federal approval on Federal Aid routes and would be expected to have to pass stringent tests as to devotion to "public highway purposes". For example, we are currently requesting approval of state park logo signs to use this approach for approval.

This alternative is not felt to be as satisfactory as the other alternatives, and is probably only feasible on secondary routes and local roads which are outside of DOT&PF's jurisdiction. In many of those cases outdoor advertising adjacent to the R.O.W. is permissible or possible.

Required Changes in Statutes, Regulations, and Polices:

Logo Signs - Little or no need for changes except to establish regulations for permits or fees. The State would have to develop a policy in the Alaska Traffic Manual (ATM) acceptable to the FHWA. (Absent significant state funding subsidies this would be very expensive for most businesses.)

TODS - Similarly, no changes expected except regulations establishing fee structure in the AAC and developing program policy in the ATM acceptable to the FHWA.[2]

Encroachments - Most encroachments of this nature would probably be difficult or impossible for business utilization on the FA Primary system. Otherwise a change

[2] While Federal approval of the TODS concept as a nation-wide program rather than experimental has not taken place, we have been informed by the Divisional office of FHWA that Alaska could adopt it as an official addition to the Alaska Traffic Manual.

in the State statute prohibiting outdoor advertising on secondary routes, a change in the AAC which prohibits advertising in the R.O.W., and an AAC revision establishing a fee structure would be required.

Comparison of Pertinent Features:

The following is a subjective comparison of various aspects of the three envisioned alternatives. The most desirable (or least burdensome) alternative is rated 1 with relative rankings of 2 and 3 (except for equals).

Aspect	Alternatives		
	Logos	TODS	Encroachments
Cost of Signs	3	1	2
Cost to Administer	2	1	1
Cost to Businesses	2	1	2
Availability to Business Types	3	2	1
Availability to Businesses remote from the Through Route	2	1	1
Allowable Roadways	2	1	3
Aesthetics	2	1	3
Impact on Safety	2	1	2
TOTALS	19	9	15

Resources Required:

If the Department's recommendations are accepted, the following phases are envisaged. (see estimate details in following section)

1. Program development phase (estimated at 12 months).

2. Start-up and continuation phase (indefinite).

The costs may be broken down into developmental costs (technical personnel, hearings, AG's assistance on regulations), physical costs (signs, supports, installation), and administrative costs (evaluating requests, issuing "permits", record keeping, maintenance activities). These costs, as a policy matter, may be absorbed completely by the State, completely by the users, or anywhere in between. Because the cost of start-up and proper signing is not low, and because Alaskan businesses will receive tangible benefits , it is suggested that the State participate by subsidizing

the setup costs of the program, while the on-going costs be borne by the benefiting businesses.

The total costs after the developmental phase will depend to a great extent on the number of requests for signs and their locations. A subjective estimate is used for planning purposes, but the cost figures for the second phase can be revised later based on the level of response by businesses to the public notices during the developmental phase.

It should be noted that start-up funds alone will not provide the necessary on-going resources in the absence of funding for personnel to conduct this program unless other services are sacrificed (e.g. traffic safety studies, M&O activities).

It is envisaged that sign installation could be done through contractors from the private sector, and this along with the fabrication of signs by Alaskan firms will be a further benefit to the economy. The form of the physical maintenance function, and removal of signs for businesses that close will need further consideration.

Phase I - Developmental (1 Year)

In this phase the Department, through a 7 member Commissioner-appointed task force, would develop proposed policies, procedures and regulations which, after appropriate public hearings, would be implemented to meet the requirements of businesses, motorists, the FHWA, and the department. The task force is proposed to provide a range of opinion, including federal, state, and business toward the job of establishing policy. Task force composition is suggested to include:

DOTPF	1	Commissioner or designee
Legislature	1	To be determined
DOT&PF Regions:	1	Director, Maintenance & Operations
	1	Director, Design & Construction
DC&ED	1	Director, Division of Tourism
AVA	1	Director, Alaska Visitors Association
Business Rep.	1	Appointed by Commissioner, from list of names submitted by State Chamber of Commerce

The task force would meet for a total of three times. Initially to recommend general policy guidelines and help guide draft regulation language. Following the public hearing phase on the regulations the task force would meet again to assist in policy formulation on the final regulation language. Key staff members from the E&OS division would serve as a resource to this task force. A broad brush outline of the task force's involvement in the process is shown as follows:

1. E&OS Staff prepare initial information package and discussion on range of policy options.
2. Commissioner's Task Force Meeting #1: Start-up meeting to assess policy options; output of meeting is a selection of a limited number of policy options to evaluate in more detail.
3. E&OS Staff prepare second information package and discussion of selected policy options.

4. Commissioner's Task Force Meeting #2: Policy definition session. Commissioner's Task Force would be asked to make recommendation to Commissioner on preferred method of providing for outdoor advertising within and along ROW, including basic ground rules, responsibility assignments and means of implementation.
5. E&OS Staff prepare draft regulations from guidance of Commissioner and Task force. Public Notice provided in accordance with AAC requirements.
6. Public Hearings held in five locations: Juneau, Kenai Peninsula Borough, Anchorage, Mat-Su Borough, and Fairbanks.
7. Commissioner's Task Force Meeting #3: Final meeting to evaluate the public hearing testimony and make policy adjustment recommendations.
8. Finalize regulations and publish.
9. Prepare and publish a handbook describing the program and method of securing off-premise advertising along state maintained roads.

Developmental Expenses

Expenses Item	Units	Cost	Funding Needs	Funding Available
E&OS Staff				
Professional Staff	4 mo.	$5,000		$20,000
Clerical Staff	1 mo.	$2,000		$2,000
Legal Staff	60 hrs.	$100	*$6,000*	
Task Force Travel	16	$500	*$8,000*	
Public Hear. Travel	All	$4,000	*$4,000*	
Public Hear. Transcrip.	5	$600	*$3,000*	
Advertising, Commun.	All	$2,000	*$2.000*	
Graphics & Printing	All	$4,000	*$4,000*	
Totals			***$27,000****	$22,000
Total Program Development Cost			**$49,000**	

(* Note: Only $27,000 would require legislative appropriation. The personal services required for this effort would be provided for from existing budgets.)

Timing

The time necessary to accomplish program preparation is estimated at one year. This reflects, in part, a desire to schedule the public hearing phase in the winter months in order to avoid conflicts with the very "public" being served by the proposed program -- tourist oriented businesses.

Phase II - Start Up and Continuation (Indefinite)

This phase involves the physical placement of sign standards and business informational signs following the process and methods selected in the regulations and from legislative intent. It is likely that minor adjustments to the program would be pursued based upon the feedback of field experience. The cost to the state during this phase would vary according the policy option selected regarding the degree to which business enterprises should pay for the program. Following is a range of policy options that better define the possible cost ramifications of various policy options.

State Investment Policy	Description
Minimum	State develops program; businesses pay all other costs including staff support for application processing, sign manufacturing, installation, liability insurance, repairs, replacement and removal, as necessary. This approach would require both an application fee and annual administrative fee to support state costs.
Shared	State develops program; businesses pay application cost, and pay for sign manufacturing, installation and on-going maintenance. State covers personal services cost associated with program administration.
Maximum	State develops program; state supplies signs, sign supports, and pays for installation, repair, replacement and removal, as necessary. Businesses pay a portion of these costs through fixed application and annual maintenance fees. (Estimated at $500 for installation and $250 for annual M&O and administrative costs).

The total cost of this phase will be affected by the number of participating businesses. The number of participating businesses, will, in part, be determined by the cost burden they must assume. It is likely that with greater state participation in program costs the more businesses that will participate.

Sign Cost

The signs will cost about $150 to $200 per panel, plus $150 to $200 for breakaway bases and supports (installed). There can be 1 or 2 sign panels per location for an average cost of $350 per location if one panel is installed and $525 per location if two sign panels are installed ($262 per business). In a typical application each business would have two signs installed, one facing each traffic direction prior to the intersection leading to the business establishment.

We have assumed that the number of one-sign panel and two-sign panel installations will be about equal, thus the average cost per business will be:

$$\frac{(\$350 + \$525)}{2} * 2 \text{ signs per business} = \$875 \text{ per business average}$$

Number of Businesses