

Central Council
Tlingit and Haida



ROADS & TRANSPORTATION DEPARTMENT

TRIBAL LONG RANGE TRANSPORTATION PLAN
(LRTP) SOUTHEAST
2010 - 2030

D R A F T

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Central Council of the Tlingit and Haida Indian Tribes of Alaska
TRIBAL LONG RANGE TRANSPORTATION PLAN – SOUTHEAST

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THE TRIBAL PLAN

I. THE TRIBAL MANDATE, PROCESS AND PARTICIPANTS

A. The Tribal Mandate

Central Council of the Tlingit and Haida Indian Tribes of Alaska (CCTHITA) is a Federally-Recognized Tribe representing almost 26,000 Tlingits and Haidas worldwide. The Central Council's beginnings stem from the Jurisdictional Act of 1935 through which it sought recognition for the purpose of pursuing tribal land claims in Federal Court. Those efforts brought about a settlement and the tribal organization. It is a sovereign entity that enjoys a government-to-government relationship with the United States.

The mission of the Central Council of the Tlingit and Haida Indian Tribes of Alaska (CCTHITA) is to 'preserve Tlingit and Haida sovereignty, enhance Tlingit and Haida economic and cultural resources, and promote self-sufficiency and self-governance for our citizens through collaboration, service, and advocacy.' Within that the Roads and Transportation arm of the Tribe is charged with developing and maintaining efforts and programs that meet the local and regional transportation needs of tribal constituents. The governing body of the Tribe strongly supports this direction, as evidenced by the resolution at Appendix A, which approves this plan and authorizes its aggressive implementation.

In 2009, the Roads and Transportation Department initiated the development of this tribal *Long Range Transportation Plan (LRTP)* to guide the Tribe's overall transportation efforts and to satisfy federal regulations requiring tribe and state governments to develop long range transportation plans.¹ In this planning process, the Department:

- Assessed transportation systems and resources in the region with a particular eye to small Native communities;
- Identified unmet transportation needs in those tribal communities;
- Began to develop a strategy for helping communities to meet those unmet transportation needs;
- Set a tribal transportation policy in place; and
- Began to expand and organize the tribal *Roads and Transportation Department* to support development efforts.

In this plan, we present demographic information on our tribal communities (Section II). Sections III, IV, V and VI lay out the tribal policies, priorities, strategies, practices and standards developed by the Department as a result of its assessment activities. In Section VII, we begin to identify community needs by comparing projects in the state work queue with projects on

¹ Several federal requirements call for a LRTP: Indian Reservation Roads (IRR) Program Final Rule (IRR Rule 25 CFR 170.410-415); FHWA/FTA statute and regulation on Statewide and metropolitan planning (23 USC 134 and 135; and 23 CFR/49 CFR 450.214 and 450.322).

community priority lists. Sections VIII through X outline our assessment of the existing transportation system. Our conclusions are detailed in Section XI.

B. The Tribal Relationship to the Federal and State Governments

Government-to-Government Relationship - The relationship between federally recognized tribes and the United States is one between sovereigns, i.e., between a government and a government. This “government-to-government” principle, which is grounded in the United States Constitution, has helped to shape the long history of relations between the federal government and these tribal nations.

Trust Responsibility - The federal Indian trust responsibility is also a legally enforceable fiduciary obligation on the part of the United States to protect tribal treaty rights, lands, assets, and resources, as well as a duty to carry out the mandates of federal law with respect to American Indian and Alaska Native tribes and villages. In several cases discussing the trust responsibility, the Supreme Court has used language suggesting that it entails legal duties, moral obligations, and the fulfillment of understandings and expectations that have arisen over the entire course of the relationship between the United States and the federally recognized tribes.

Tribal Consultation – President Clinton issued an executive order establishing regular and meaningful consultation and collaboration between tribal nations and the federal government. Consequently, federal agencies are required to consult with tribes regarding policy and regulatory matters. On November 5, 2009 President Barack Obama signed a presidential memorandum giving every Cabinet agency 90 days to deliver their plans detailing the full implementation of the executive order and how they're going to improve tribal consultation.

C. The Presidential Commitment

On November 5, 2009 President Obama met with tribal leaders at a Tribal Nations Conference in Washington, D.C. to discuss the status of First Nations peoples and their relationship with the Federal Government. We have excerpted the President’s remarks from a transcript of the session because they represent a commitment from him:

“... few have been more marginalized and ignored by Washington for as long as Native Americans -- our First Americans. We know the history that we share. It's a history marked by violence and disease and deprivation. Treaties were violated. Promises were broken. You were told your lands, your religion, your culture, your language were not yours to keep. And that's a history that we've got to acknowledge if we are to move forward.

And that's why I want you to know that I'm absolutely committed to moving forward with you and forging a new and better future together. It's a commitment that's deeper than our unique nation-to-nation relationship. It's a commitment to getting this relationship right, so that you can be full partners in the American economy, and so your children and your grandchildren can have a equal shot at pursuing the American Dream.

A major step toward living up to that responsibility is the presidential memorandum that I'll be signing at this desk in just a few moments. In the final years of his administration, President Clinton issued an executive order establishing regular and meaningful consultation and collaboration between your nations and the federal government. But over the past nine years, only a few agencies have made an effort to implement that executive order -- and it's time for that to change. The memorandum I'll sign directs every Cabinet agency to give me a detailed plan within 90 days detailing the full implementation of that executive order and how we're going to improve tribal consultation.

I know what it means to feel ignored and forgotten, and what it means to struggle. So you will not be forgotten as long as I'm in this White House.”

D. Federal Mandates

U.S. Department of Transportation (DOT) is responsible for the development of transportation policies and programs that contribute to fast, safe, efficient and convenient transportation at the lowest cost consistent with the national objectives of general welfare, economic growth and stability, national security, and the efficient use and conservation of federal resources. DOT is comprised of the Office of the Secretary, the Surface Transportation Board, the Office of the Inspector General and 10 operating administrations. The Federal Highway Administration, the Federal Transit Administration, the Federal Aviation Administration, and the Maritime Administration are key agencies for the purposes of this tribal plan, although all DOT agencies represent a resource to the Tribe.

The Federal Highway Administration (FHWA) is charged with the broad responsibility of ensuring that America's roads and highways continue to be the safest and most technologically up-to-date. Although state, local, and tribal governments own most of the nation's highways, the Administration provides financial and technical support for constructing, improving, and preserving America's highway system. The annual budget of \$30+ billion is funded by fuel and motor vehicle excise taxes and is primarily divided between two programs: Federal-aid funding to state and local governments; and Federal Lands Highways funding for national parks, national forests, Indian lands, and other land under Federal stewardship. One of the programs jointly administered by FHWA and the BIA is the Federal Lands Indian Reservation Roads/Bridges (IRR) Program, which addresses transportation needs of tribes by providing funds for planning, designing, construction, and maintenance activities. *CCTHITA Roads and Transportation* manages an IRR program. This plan is funded by IRR funds.

The Federal Transit Administration (FTA) provides stewardship of combined formula and discretionary programs totaling more than \$10B to support a variety of locally planned, constructed, and operated public transportation systems throughout the United States. Transportation systems typically include buses, subways, light rail, commuter rail, streetcars, monorail, passenger ferryboats, inclined railways, or people movers.

The continuing mission of the Federal Aviation Administration (FAA) is to provide the safest, most efficient aerospace system in the world. FAA accomplishes this through numerous agencies with responsibilities for airports, air traffic organization, planning, safety, international

travel, commercial space transportation, security, and hazardous materials. Its *2009–2013 Flight Plan* is based on four goal areas: Increased Safety, Greater Capacity, International Leadership, and Organizational Excellence.

The Maritime Administration (MARAD) promotes the use of waterborne transportation and its seamless integration with other segments of the transportation system, and the viability of the U.S. Merchant Marine. MARAD works in many areas involving ships and shipping, shipbuilding, port operations, vessel operations, national security, environment, and safety. It also maintains a fleet of cargo ships in reserve to provide surge sealift during war and national emergencies. The Administration recently realigned many of its functions, to revitalize its role as an industry facilitator, and to bring greater focus to the areas of environment and safety. The Tribe continues to seek opportunities to work with MARAD.

The national DOT 2006-2011 Strategic Plan stipulates a strategy of working proactively with tribes, states, local governments, industry and other transportation stakeholders to seek integrated approaches to resolving transportation issues, support community needs and give full consideration to local environmental conditions. Tribal efforts are consistent with this national transportation objective.

E. State Mandates²

Alaska Statute 44.42.050 directs the Commissioner of the Alaska Department of Transportation and Public Facilities (ADOTPF) to develop a comprehensive, inter-modal, long-range transportation plan for the State. The statute also describes the requirements for the use of federal funds and the process for developing and/or updating the plan. The statewide planning process includes the long-range plan, regional plans, modal plans, and lower tier plans. Together these plans make up the overall statewide plan through which all the regulatory requirements are addressed. Alaska recently completed its *Statewide Long-Range Transportation Plan for 2008 through 2030*, also called *Let's Get Moving 2030*.

Except for required matches, Alaska is entirely dependent on federal funds. Consequently, federal transportation requirements play a defining role in transportation planning and management. The Federal Government requires:

- Continuing, cooperative and comprehensive statewide transportation planning processes, in which there are clear links between policy, planning evaluation, and the investments that are made;
- States to prepare twenty-year plans that take into consideration 8 national objectives; and
- Tribal consultation pursuant to 23 CFR 134 and 23 CFR 135, which establish consultation requirements with tribes through the Statewide and Metropolitan planning and program processes.

Tribal Authority - Because the Constitution vested the Legislative Branch with plenary power over Indian Affairs, states have no authority over tribal governments unless expressly authorized

² Source: *Statewide Long-Range Transportation Plan for 2008- 2030*.

by Congress. While federally recognized tribes generally are not subordinate to states, they can have a government-to-government relationship with these sovereigns.

F. Tribal Consultation Requirements³

This table summarizes the consultation and public involvement statutory/regulatory requirements for working with Tribes (August 2007):

Action	Description	Statutory/Regulatory References
Statewide Transportation Planning	Defines distinct forms of cooperation or consultation to be undertaken by the states in the development of statewide long-range transportation plans and Statewide Transportation Improvement Programs with Indian tribal areas and the Secretary of Interior. Discussion on environmental mitigation activities of the long-range transportation plan shall be developed in consultation with tribes.	23 U.S.C. 135(e)-(g) 23 U.S.C 135 (f)(4)(B) 23 CFR 450.104; 450.208(a)(5); 450.210(a); 450.214(h); 450.216(a)
Metropolitan Transportation Planning	Requires that where a metropolitan planning area includes federal public lands and/or Indian tribal lands, the affected federal agencies and Indian tribal governments shall be involved appropriately in the development of transportation plans and programs. Discussion on environmental mitigation activities of the long-range transportation plan shall be developed in consultation with tribes. The Transportation Management Area (TMA) Planning Certification Review is an oversight opportunity for FHWA/FTA to ensure that the metropolitan planning process in each TMA is being carried out in accordance with applicable provisions of federal law.	23 U.S.C. 134(j)(3)(B) 23 U.S.C. 134(i)(2)(B)(ii) 23 U.S.C. 134(k)(5) 23 U.S.C. 101(a)(23) 23 CFR 450.104; 450.202; 450.312(i); 450.330(a)
Indian Reservation Roads Program	Defines consultation as "government-to-government communication in a timely manner by all parties about a proposed or contemplated decision in order to (1) Secure meaningful tribal input and involvement in the decision-making process; and (2) Advise the tribe of the final decision and provide an explanation."	25 CFR 170.100 - 108 25 CFR 170.412-415 25 CFR 170.424 25 CFR 170.435 - 441
Non-Metropolitan Local Official Consultation	Requires States to document their consultation process with non-metropolitan local officials that provides for their participation in statewide transportation planning and programming and that is separate and discrete from the public involvement process. This requirement does not specifically include Tribal areas. However, it does not preclude the State DOT from opting to include Tribal areas as part of their non-metropolitan local official consultation processes. In fact, several States have decided to take that approach. While acceptable, this would not take the place of the requirement for States to engage in separate and discrete consultation with Indian Tribal areas in the development of Statewide	23 U.S.C. 135 23 CFR/49 CFR 450.104; 450.208(a)(4); 450.210; 450.214; 450.216; 450.224

³ Source: DOT Federal Highway Administration website at <http://www.fhwa.dot.gov/HEP/tribaltrans/consult.htm>.

	transportation plans and programs.	
Historic Preservation	The 1992 Amendments to the National Historic Preservation Act (NHPA) requires all Federal agencies to consult with Indian Tribes or Native Hawaiian organizations for undertakings, which may affect properties of traditional religious and cultural significance on or off Tribal lands. The Section 106 regulations state that "the agency official shall ensure that consultation in the Section 106 process provides the Indian Tribe or Native Hawaiian organization a reasonable opportunity to identify its concerns about historic properties, including those of traditional religious and cultural importance, articulate its views on the undertaking's effects on such properties, and participate in the resolution of adverse effects."	Section 106 regulations (36 CFR Part 800) implementing NHPA were revised on January 11, 2001 to reflect this change (see 36 CFR 800.2(c)(2)(ii)(A)).
Public Involvement	Requires that metropolitan and statewide transportation decisions consider a wide array of factors including land use impacts and "the overall social, economic, energy, and environmental effects of transportation decisions." Public input is essential in adequately considering such effects. Prior to adopting plans or programs, the MPO or State DOT are required to provide citizens, affected public agencies, representatives of transportation agency employees, private providers of transportation, other affected employee representatives, and other interested parties with a reasonable opportunity to comment. The new IRR Rule found in 25 CFR identifies a set of criteria for the BIA and Tribes around public hearings. The tribe or BIA, after consultation with the appropriate tribe and other agencies will determine need for a public hearing (based on the criteria) for IRRTIP, long-range transportation plan or project. Also, required is a public review of the draft IRR long-range transportation plan.	Statewide Planning 23 U.S.C. 135 23 CFR 450.210 Metropolitan Planning 23 U.S.C. 134 49 U.S.C. 5303, 5304, 5305 23 CFR 450.316(b); 450.318(b); 450.322(g); 450.324(b) IRR Public Hearings/Review 25 CFR 170.435 to 170.441 25 CFR 170.413 Project Development 23 U.S.C. 128 23 CFR 771.111(h) 40 CFR 1501.7; and 40 CFR 1506.6

G. Community Mandates

The importance of transportation and infrastructure development to local economic growth keeps both at the top of community priority lists. Over the years, rural communities have engaged in efforts, individually and collectively through regional organizations such as CCTHITA, the Alaska Native Brotherhood and Sisterhood Grand Camp and Southeast Conference, to get improved services and encountered the following: difficulty in accessing funds; lack of technical capacity to advance projects; lack of local funding to match federal and state funds; limited or no state funding for local roads; and difficulty in establishing partnerships on projects. The tribal Roads and Transportation Department is committed to helping communities to overcome these barriers.

CCTHITA works with Southeast Conference to develop the regional *Comprehensive Economic Development Strategy (CEDS)* - an effort that meets Economic Development Administration local planning requirements. Community projects listed in the CEDS get weighted consideration

in the EDA funding process. Marine transportation projects prioritized by communities in the *2009 CEDS Update* are listed in Section IV.C of this plan.

Southeast Conference was organized by communities in 1958 to advocate for establishment of the Alaska Marine Highway System. Its 140 members include 28 communities, 9 chambers of commerce, 9 native organizations, 18 non-profits and community organizations, and 9 transportation organizations. While its mission has expanded, Southeast communities and regional organizations continue to list ‘community development’ as the number one goal under which the primary objective is ‘infrastructure development.’ Detailed strategies include:

- Prohibit substantive amendments to the Southeast Alaska Transportation Plan without the concurrence of the affected communities.
- Encourage more community and private sector participation in the operation and maintenance of public facilities and transportation services.
- Encourage the establishment of local and regional authorities to develop and operate transportation facilities and services.
- Promote inclusion of Yakutat in the Southeast Alaska Transportation Plan.
- Advocate for full exploration of all potential highway corridors for linking Southeast with the mainland highway system.

As we prepare to move into 2010, tribal and community councils are becoming even more alarmed about decreasing services and increasing costs making it more and more difficult to live in rural communities. For that reason, the Central Council remains committed to working with rural communities to address their transportation needs and concerns.

H. Planning Factors & Process

1. Relationship to Other Tribal Plans

The *CCTHITA Long Range Transportation Plan* sets the policy and direction for the Tribe’s and the Department’s endeavors and also meets IRR requirements for the establishment of tribal long-range transportation plans (IRR final rule, 25 CFR 170.410-415). The purpose of the LTRP is to lay out a transportation strategy, through which the Tribe can begin to fill the gaps in air, roads, and marine transportation services not provided by the state and private sector in Southeast Alaska. Lower tier plans, such as the *Tribal Marine Transportation Plan*, provide detailed approaches and strategies, which support the implementation of the LTRP.

2. Relationship to the Alaska Statewide Long Range Transportation Policy Plan

The State of Alaska recently completed its *Statewide Long Range Transportation Policy Plan* and is in the process of updating the *Southeast Alaska Transportation Plan*, the Southeast regional component to the statewide plan. The statewide plan outlines the future of transportation for the communities, while the regional plan lays out the details of state-provided transportation services over the shorter term.

The statewide plan, and its regional, sub-tier plans and supporting studies, represent a significant resource in terms of transportation data and systemic information, which can be used in the *Roads and Transportation Department's* assessment process.

3. Technical Approach

The Department has used the IRR Final Rule found at 25 CFR 170.410-415 to guide in the development of this long range plan. The regulations prescribe 20-year plans to assist in tribal transportation decision-making and stipulate public involvement in the plan process. Additional information on these legal requirements can be found under FHA/FTA rules and regulations at (23 USC 134 & 135, 23 CFR/49 CFR 450.214 & 450.322).

The Department will assess transportation systems, including regulatory, policy, administrative, planning, and operational data, with an eye to tribal and community needs.

4. Tribal and Community Involvement

The partnership with stakeholders is vital to the success of the tribal plan. Therefore a very broad base of public involvement is included in the planning process. Target community tribes and municipalities have selected contacts for their communities. These representatives sit on the Tribe's *Transportation Working Group* and are responsible for providing input on the development of this plan, and later project activities. To date, five major meetings have been held with more than 200 community representatives in attendance.

I. Tribal Ability to Implement the Plan

As a service provider, the Central Council has a solid track record with well-established support systems. As a sovereign entity, it has an excellent history of political stability and a well-established government-to-government relationship with the United States.

As a tribal government for the Tlingit and Haida peoples, CCTHITA's jurisdiction extends to tribal communities in the Southeast Alaska region. However its commitment to its tribal members extends throughout the United States wherever Tlingits and Haidas reside. By tribal resolution, Angoon, Craig, Douglas, Haines, Juneau, Kasaan, Klawock, Petersburg, Saxman, Skagway and Wrangell have agreed to function as a consortium of tribes and have authorized CCTHITA to compact with the United States Government on their behalf. In addition, the Douglas and Saxman Tribes are participating in a consortium effort with CCTHITA Roads and Transportation.

Administratively - Through its Juneau Headquarters, CCTHITA offers a wide range of individual and community services through various departments and programs, including Roads and Transportation, Business and Economic Development, Head Start, Higher Education, Employment and Training, Native Lands and Resources, Tribal Family and Youth Services, Tribal Energy, Tribal Operations, Tribal Government, Self-Governance, and Program Compliance. CCTHITA also operates a regional Vocational Training and Resource Center. We

administer more than 50 programs supported by over 200 grants and an annual budget of \$27 million.

The tribal organization's 35+ years of experience in operating regional programs and services have led to well-developed, efficient administrative and program structures and systems. The tribal Finance Department uses fund accounting to ensure compliance with policy, grant, and financial requirements. We are audited annually and have not had any significant audit exceptions in years.

Management/Technical Support - The Department's current focus is to assess transportation systems and community needs so that it can begin collaboration with communities to develop strategies for filling the gaps between needs and resources. Concurrent with that, we are pushing a pilot 'short sea' project which will put CCTHITA into the Southeast marine services arena. These efforts are consistent with tribal transportation plans that are now being formalized and with community resolutions submitted to and approved by the CCTHITA General Assembly.

The Department believes that it will be able to develop meaningful transportation solutions due to staff expertise and familiarity with rural challenges. Areas of department involvement and capability:

- Administration of transportation programs including the management of BIA Compact, FHWA/IRR and FTA Tribal Transit funding;
- IRR tribal planning, designing, construction and maintenance activities;
- Development of transportation plans including the tribal Long Range Transportation Plan (LRTP), the Tribal Marine Transportation Plan (TMTP), and the freight plan;
- Transportation planning for highways, bridges, marine systems and airports including route/scheduling analysis, transportation analysis, transportation improvement planning, transportation priority analysis, road and marine traffic measurement, etc.;
- Transportation maintenance to support highway, bridge, marine and airport projects, including inventory tracking/maintenance to protect investments;
- Transportation research to support highway, bridge, marine and airport projects, including such topics as short sea projects, fast ferries, freight analysis, privatization, etc.;
- Technical assessment of systems and operations to support highway, bridge, marine and airports projects, including such efforts as the recent assessment of state and federal transportation systems;
- Project management includes a strong awareness of design and construction requirements and excellent management/coordination skills;
- Development of public and private partnerships, including partnerships with state and federal agencies, with other tribes, and with private businesses; the Department is currently partnered with the communities of Saxman and Douglas in the IRR Program and with Allen Marine, Inc. in the Marine Transportation Program.
- Collaborative efforts and experienced public outreach including the crafting of media messages and the conduct of meetings at the regional and local levels;
- Transit planning for local public transportation systems including passenger ferryboats.

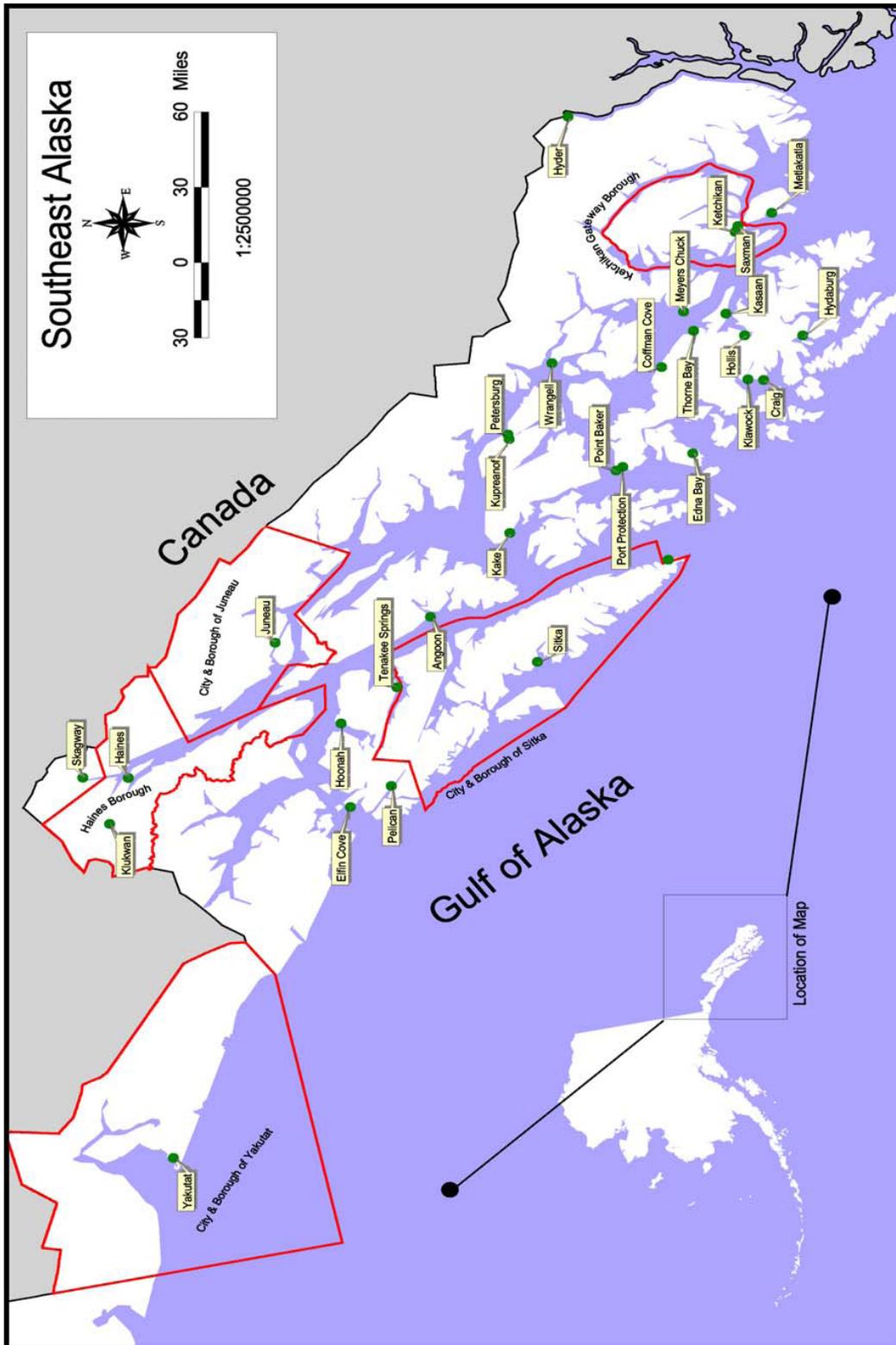
Transportation Operations Management – Developing transportation services and resources is a challenging business. To give the departmental development efforts the best chance for success, we will acquire the necessary expertise through hire or partnership, thus our relationship with a private company that currently contracts with the AMHS to provide ferry services.

Private Partner - Currently, we are partnered with Allen Marine, Inc., a privately owned business that has been designing and building boats, bridges, ramps, and floats, and doing custom fabrication since 1967. From 1999 to 2003 Allen Marine, Inc. designed and built 19 fast ferries (thirteen 78' aluminum catamarans and six 65' aluminum monohulls) for New York Harbor.

Outsourcing - Central Council Tlingit Haida Indian Tribes of Alaska Roads Department has developed a professional relationship with the engineering and architect firm of EEIS of Anchorage Alaska. EEIS Consulting Engineers, Inc. is an architectural/engineering company involved with architectural, civil and structural work. In it more than 20 years of existence, EEIS has provided numerous clients with architectural, light civil and structural engineering service. They have expanded their capabilities in architectural and engineering to design for airport facilities and for remote infrastructure throughout Alaska. Roads & Transportation may work with EEIS Engineering to plan, design and build new, expanded, or replacement facilities when appropriate economically and socially on a village by village basis.

II. DESCRIPTION OF THE REGION – GEOGRAPHIC & SOCIOECONOMIC

A. Regional Map



B. General Description of the Region⁴

Southeast Alaska is a part of the Alexander Archipelago and encompasses about seven percent (7%) of Alaska's total land area. The region is made up of a narrow mainland strip of steep, rugged mountains and ice fields, and over 1,000 offshore islands. Together, the islands and mainland equal nearly 11,000 miles of meandering shoreline, with numerous bays and coves. A system of seaways separate the many islands and provide a protected waterway called the Inside Passage.

Approximately 73,000 people live in 32 towns, communities, and villages located on islands or along the mainland coasts; twenty-three are incorporated. In 2005, only four of those 32 communities met the U.S. Census Bureau's definition of urban (population greater than 2,500) and only eight had populations greater than 1,000 persons. Just three towns are connected to other parts of the mainland by road: Haines and Skagway to the north and Hyder to the south.

Federal lands comprise about 95 percent of Southeast Alaska, with 80% of it in the 16.8 million acre Tongass National Forest and 15% in Glacier Bay National Park and Preserve. The remaining land is held in state, Native and community private ownerships.

Most of the area is wild and undeveloped, but the resources of the forest and water are rich, abundant and important to the regional and local economies. Village economies, in particular, are subsistence based. The forestland and waters and accompanying resources are also very important to Tlingits and Haidas, whose cultures have evolved around the use of those resources over thousands of years.

C. The Southeast Alaska Economic Situation

Economic Challenges - Timber, fisheries and tourism are key industries in the Southeast Alaska region. Here is a snapshot of the challenges in those industry areas.

Most of the region's timber supply is in the Tongass National Forest, which occupies about 80% of the region. That operable timber base kept the timber industry thriving until a number of dynamic changes in the forest regulatory and management environment set off a series of plan revisions, environmental assessments, and legal challenges: the Tongass Timber Reform Act passed in 1990; Congress acted on the wilderness issue; the Natural Resources Defense Council filed three separate lawsuits. NRDC lost on the original suits and won on the appeal. The Ninth Circuit Court ruled in 2005 finding inadequacies primarily relating to the NEPA process.

Changes in the global marketplace combined with new federal legislation to cripple the harvest effort. Historically, the timber industry provided about 4,000 jobs in the region; today it only provides about 450 jobs. These lost jobs represent over \$1 billion in lost payroll in the last ten years. Wood processing plants have closed in Sitka, Haines, Ketchikan, Metlakatla, and Wrangell. Alaska Pulp Corporation closed its Sitka operations in 1993 and Wrangell operations in 1994; Ketchikan Pulp Corporation operations closed in 1997, 1998, and 1999.⁵ Recent

⁴ Source: Tongass Forest Plan, 2008.

⁵ Source: 2004 SATP

industry reports indicate that the southeast timber manufacturing industry is at its lowest point in half a century and that federal timber supply must grow in order for the industry to become healthy again.⁶ However, it will take some time to sort out the issues tying up Tongass timber.

Almost 40% of all fish harvested in the U.S. comes from Alaska. The value of Alaska's 2008 fish harvest was a record \$1.7 billion, higher than the previous record from 1992. The industry provides an average of 16,000 jobs each month and employs more than 52,000 workers at some time during the year in harvesting or processing. However, 46% of licensed crewmembers and 74% of seafood processing workers are nonresidents.⁷ We are also seeing an outmigration of licenses and quota share from rural areas in particular and from the state in general, as fish and wildlife agencies continue to restrict entry into fisheries and to privatize resources.

After years of growth in the tourism industry, the outlook for the 2009 season is uncertain. The global economic downturn has cruise lines discounting heavily to fill the ships that bring the majority of visitors to Alaska.⁸ Of course, most tourism activity centers on urban areas, and cruise ship operators, who bring in the bulk of the tourists, package tours so that most of the economic benefit is to the cruise ship company.

Rural Challenges - The Denali Commission, a key government rural provider in Alaska, has listed these challenges to the development and economic self-sufficiency of rural communities: geography and climate; isolation; unemployment; high cost and low standard of living; and infrastructure issues. They acknowledge that 'the level of infrastructure needed is yet to be determined (unknown) and the scope and scale of infrastructure issues facing rural Alaska is staggering'. This is no less true in Southeast where rural village communities are on islands separated from the mainland and urban centers. As the marine highway is the key way of moving people, automobiles, and goods in and out of communities, any changes to those services has pronounced effect on rural populations.

Angoon, Edna Bay, Elfin Cove, Excursion Inlet, Hobart Bay, Haines, Hydaburg, Hyder, Kake, Klukwan, Meyers Chuck, Pelican, Port Alexander, Port Graham, Port Protection, Tenakee Springs, Thorn Bay and Wrangell are on the Denali Commission 2009 *Distressed Community* list.

The sharp rise of fuel prices in 2008 substantially increased the costs of living in rural Alaska and raised concerns as to whether Alaska's rural residents could endure such hardship and maintain village residence. Overall, since November 2005, the statewide average cost of heating fuel has increased 54% from \$3.48; the statewide average cost of gasoline has increased 40% from \$3.83.⁹ Many remote rural Alaska communities purchased most or all of this winter's fuel at peak prices during June and July 2008, and some communities are still selling this high-cost fuel.

Municipalities and tribal governments represent a key piece of the employment and service picture in small communities and they are operating on ever-shrinking budgets, severely limiting

⁶ Source: Southeast Conference and Alaska Chamber of Commerce reports.

⁷ Source: Alaska Economic Trends, November 2009. Alaska Department Labor & Workforce Development.

⁸ Source: Anchorage Daily News article reporting on *The Great Alaska Sportsman Show*, April 4th, 2009.

⁹ *Report to the Director: Fuel Prices Across Alaska, July 2009*. DCRA Research and Analysis Section.

their ability to push economic development projects forward. Although the economic situation has worsened since 2005, we are citing statistics on municipalities pulled from an Alaska Municipal League report issued in that year: 13 cities are no longer functioning, 18 cities are in deep debt, and 39 cities had terminated key local services (police, road/utility/facility maintenance). Identified among the contributing factors were:

- Lack of a tax base- a chronic and obvious problem
- Inability to raise even minimum dollars
- Financial inequities seen in the provision of education
- Question of village, as well as individual, survival is a critical one
- Extremely high costs: gas was \$5.15 to \$6.00 per gallon.
- Loss of Municipal State Revenue Sharing

Native Challenges - To help the reader understand the added challenges faced by Alaska Natives, we examined a 2004 Status of Alaska Natives Report prepared by UAA Institute of Social and Economic Research (ISER) titled *Status of Alaska Natives*. That 2004 report marks the first comprehensive look at conditions among Alaska Natives since 1989. ISER found some changes for the better, some persistent problems, and some new challenges.

- Natives gained more than 8000 jobs between 1990 and 2000, but only 35% are full time and year round.
- Despite job gains, the number of unemployed Natives increased 35% from 1990 to 2000.
- Incomes of Natives remain just 50 to 60% of other Alaskans, despite gains. Transfer payments are a growing share of Native income.
- Natives are three times as likely as other Alaskans to be poor.
- Half the Native families below the poverty line are headed by women. Many Alaska children are growing up in families headed by women, but the share is about a third larger in Native families.
- All the economic problems Natives face are worst in remote areas where living costs are highest.
- Native education levels continue to rise, but haven't yet reached those among other Alaskans. Native students are more likely to drop out of school and less likely to pass standard tests.
- Alaska Natives are increasingly urban. About 42 percent live in urban areas now, and that share could reach more than 50 percent by 2020.
- Alcohol continues to fuel high rates of domestic violence, child abuse, and violent death in the Native community. But two thirds of small villages have imposed local controls on alcohol.

D. Population¹⁰

In May 2008, the Institute of Social and Economic Research spearheaded research that found the current rural migration to urban centers to be the continuation of a long lasting trend. The

¹⁰ Source: *Alaska's Rural Population and School Population Trends, April 2009*. DCRA Research & Analysis Section.

scarcity of jobs combined with low earnings was cited as the principal reason for rural residents moving to urban centers. The sharp rise of fuel prices in 2008 raised additional concerns and lead to another study lead by the Alaska Division of Community and Regional Affairs. Those study conclusions are summarized here.

Regional Trends 2000-2008: Although most of Alaska’s rural regions lost population between Census 2000 and 2008, impacts differed by region. By far, rural Southeast Alaska lost the most people, absorbing 69% of the total rural population decline. In just eight years its population fell by 3,596 persons and the regional population base eroded by 8.5% from 2000. Hardest hit areas were the Ketchikan Gateway Borough and the Prince of Wales–Outer Ketchikan Census Area each posting a decline of 1,066 and 797 persons respectively. Alaska’s least populated area, the Yakutat Borough, was impacted the most with a 27% drop from the population base in 2000.

DCRA Report Conclusions: Alaska’s rural population is declining. Overall, rural Alaska has been experiencing lower birthrates than in past decades. Outmigration from rural Alaska has accelerated and natural increase in many areas has not offset the population losses. Moreover, changes in demographics point at the aging of rural residents. School population in rural Alaska has declined, much stronger than overall population. Since 2000, hub schools have lost the most students but rural school student counts have also fallen. This suggests that the overall population decline in rural Alaska will continue.

Statistics pulled by the *Roads and Transportation Department* support these conclusions. Because our target communities are Tlingit and Haida communities, we have also included Alaska Native numbers in our population figures.¹¹

<i>Community</i>	<i>2008 State Est.</i>	<i>2000 Pop.</i>	<i>#Natives in 2000</i>	<i>%Natives in 2000</i>
<i>Angoon</i>	<i>430</i>	<i>572</i>	<i>469</i>	<i>86.4%</i>
<i>Craig</i>	<i>1,117</i>	<i>1,397</i>	<i>303</i>	<i>30.9%</i>
<i>Haines</i>	<i>1,475</i>	<i>1,811</i>	<i>251</i>	<i>18.5%</i>
<i>Hoonah</i>	<i>823</i>	<i>860</i>	<i>521</i>	<i>69.4%</i>
<i>Hydaburg</i>	<i>341</i>	<i>382</i>	<i>325</i>	<i>89.5%</i>
<i>Juneau</i>	<i>30,427</i>	<i>30,711</i>	<i>3,496</i>	<i>16.6%</i>
<i>Kake</i>	<i>519</i>	<i>710</i>	<i>474</i>	<i>74.6%</i>
<i>Kasaan</i>	<i>54</i>	<i>39</i>	<i>15</i>	<i>48.7%</i>
<i>Klawock</i>	<i>785</i>	<i>854</i>	<i>435</i>	<i>58.1%</i>
<i>Klukwan</i>	<i>102</i>	<i>139</i>	<i>123</i>	<i>88.5%</i>
<i>Pelican</i>	<i>113</i>	<i>163</i>	<i>35</i>	<i>25.8%</i>
<i>Petersburg</i>	<i>3,009</i>	<i>3,224</i>	<i>232</i>	<i>12.0%</i>
<i>Saxman</i>	<i>420</i>	<i>431</i>	<i>285</i>	<i>70.1%</i>
<i>Sitka</i>	<i>8,615</i>	<i>8,835</i>	<i>1,641</i>	<i>24.7%</i>
<i>Skagway</i>	<i>846</i>	<i>862</i>	<i>26</i>	<i>5.1%</i>
<i>Tenakee Springs</i>	<i>99</i>	<i>104</i>	<i>3</i>	<i>4.8%</i>
<i>Wrangell</i>	<i>2,112</i>	<i>2308</i>	<i>358</i>	<i>15.5%</i>
<i>Yakutat</i>	<i>590</i>	<i>808</i>	<i>320</i>	<i>46.8%</i>

¹¹ Source: 2000 Census data and 2008 DCCED Certified Population figures.

E. Unemployment Rates¹²

In reviewing this information, it is important to remember that the unemployment rate is based on the number of individuals receiving unemployment insurance and adjusted by the number of workers identified as ‘not employed but seeking work’. That measure does not reflect what is happening in the typical rural situation where individuals are in the labor force and may not seeking work because there are no jobs. For that reason, we have also included the figures for the number of ‘adults in the work force who are not working and not seeking work’.

It is also important to keep in mind that unemployment figures are calculated and presented by borough/census areas. This means that smaller community rates are a composite of the census area average rate. The resulting economic picture is more reflective of what is happening in urban centers in the same census area. Saxman, Kake, Klukwan, and Tenakee Springs are examples of this. See the differences between the 2000 Census data and the 2008 composite ADOL data.

	<i>2000 Census Unemp. Rate</i>	<i>2000 Census # Adults Not Seeking</i>	<i>2000 Census Unemployed + Not Seeking</i>	<i>2008 ADOL Unemp. Rate</i>
<i>Angoon</i>	<i>13%</i>	<i>168</i>	<i>50%</i>	<i>13.0%</i>
<i>Craig</i>	<i>9%</i>	<i>233</i>	<i>29.7%</i>	<i>14.1%</i>
<i>Haines</i>	<i>13.6%</i>	<i>488</i>	<i>44.1%</i>	<i>8.9%</i>
<i>Hoonah</i>	<i>20.5%</i>	<i>257</i>	<i>51.7%</i>	<i>13.0%</i>
<i>Hydaburg</i>	<i>31.3%</i>	<i>136</i>	<i>66.3%</i>	<i>14.1%</i>
<i>Juneau</i>	<i>5.4%</i>	<i>5,719</i>	<i>28.5%</i>	<i>4.8%</i>
<i>Kake</i>	<i>24.9%</i>	<i>161</i>	<i>49.5%</i>	<i>5.8%</i>
<i>Kasaan</i>	<i>20.0%</i>	<i>14</i>	<i>52.9%</i>	<i>14.1%</i>
<i>Klawock</i>	<i>15.7%</i>	<i>175</i>	<i>39.6%</i>	<i>14.1%</i>
<i>Klukwan</i>	<i>44.9%</i>	<i>37</i>	<i>66.3%</i>	<i>8.9%</i>
<i>Pelican</i>	<i>8%</i>	<i>37</i>	<i>34.7%</i>	<i>7.3%</i>
<i>Petersburg</i>	<i>10.3%</i>	<i>701</i>	<i>36.4%</i>	<i>10.6%</i>
<i>Saxman</i>	<i>25.6%</i>	<i>115</i>	<i>47.9%</i>	<i>5.9%</i>
<i>Sitka</i>	<i>7.8%</i>	<i>1766</i>	<i>31.8%</i>	<i>5.8%</i>
<i>Skagway</i>	<i>14.1%</i>	<i>149</i>	<i>32.2%</i>	<i>13.0%</i>
<i>Tenakee Springs</i>	<i>13.7%</i>	<i>19</i>	<i>37.1%</i>	<i>7.3%</i>
<i>Wrangell</i>	<i>8.5%</i>	<i>530</i>	<i>36.8%</i>	<i>10.6%</i>
<i>Yakutat</i>	<i>7.8%</i>	<i>136</i>	<i>28.2%</i>	<i>7.5%</i>

F. Median Household Income¹³

All target communities have median household incomes that are considerably less than the 2000 state MHI of \$51,571 and there are a significant number of poverty level households. On average, the 2000 median household income in these communities is 12.4% lower than the 2000 median state income. In the next section, we have presented cost of living information that will help the reader more fully understand the economic challenges in rural communities where residents have less income and higher costs than most places in the nation.

¹² Source: 2000 Census and Alaska Department of Labor.

¹³ Source: 2000 Census and the DCCED Community Database Online.

	<i>2000 Census Median Household Income</i>	<i>% Below 2000 Median State Income of \$51,571</i>	<i>2000 Census Percentage of Poverty Households</i>
<i>Angoon</i>	<i>\$29,861</i>	<i>43.06%</i>	<i>27.9%</i>
<i>Craig</i>	<i>\$45,298</i>	<i>12.16%</i>	<i>9.8%</i>
<i>Haines</i>	<i>\$39,926</i>	<i>22.58%</i>	<i>7.9%</i>
<i>Hoonah</i>	<i>\$39,028</i>	<i>24.32%</i>	<i>16.6%</i>
<i>Hydaburg</i>	<i>\$31,625</i>	<i>38.68%</i>	<i>24.1%</i>
<i>Juneau</i>	<i>\$62,034</i>	<i>Exceeds</i>	<i>6.0%</i>
<i>Kake</i>	<i>\$39,643</i>	<i>23.13%</i>	<i>14.6%</i>
<i>Kasaan</i>	<i>\$43,500</i>	<i>15.65%</i>	<i>0.0%</i>
<i>Klawock</i>	<i>\$35,000</i>	<i>32.13%</i>	<i>14.2%</i>
<i>Klukwan</i>	<i>\$30,714</i>	<i>40.44%</i>	<i>1.5%</i>
<i>Pelican</i>	<i>\$48,750</i>	<i>5.47%</i>	<i>4.7%</i>
<i>Petersburg</i>	<i>\$49,028</i>	<i>4.93%</i>	<i>5.0%</i>
<i>Saxman</i>	<i>\$44,385</i>	<i>13.93%</i>	<i>12.1%</i>
<i>Sitka</i>	<i>\$51,901</i>	<i>.06%</i>	<i>7.8%</i>
<i>Skagway</i>	<i>\$49,375</i>	<i>4.26%</i>	<i>3.7%</i>
<i>Tenakee Springs</i>	<i>\$33,125</i>	<i>35.77%</i>	<i>11.8%</i>
<i>Wrangell</i>	<i>\$43,250</i>	<i>16.14%</i>	<i>7.3%</i>
<i>Yakutat</i>	<i>\$46,786</i>	<i>9.28%</i>	<i>13.5%</i>

G. Distressed Community Status

The distressed community list is prepared by the Alaska Department of Labor and Workforce Development, Research and Analysis Section based on the most current population, employment and earnings data available. The distressed status is determined by comparing average income of a community to full-time minimum wage earnings, the percentage of the population earning greater than full-time minimum wage earnings and a measure of the percentage of the population engaged in year-round wage and salary employment.

DENALI COMMISSION - Distressed Community Status 2009, Alaska Communities by Borough/Census Area and Place						
Communities	2009 Distressed Status	2008 Distressed Status	Avg 2008 Earnings From UI Empl. & Fishing	% w 2008 Earnings < Min. Wage of \$14,872	% Employed All 4 Qtrs of 2008	Becomes Distressed in 2009 w 3% Formula
Haines Borough						
Covenant Life	Distressed	Distressed	10,881	73.8	29.2	
Excursion Inlet	Distressed	Distressed	ND	76.9	15.4	
Haines	Non-Distr.	Non-Distr.	17,640	70.5	31.4	YES
Lutak	Distressed	Distressed	12,377	66.7	25.0	
Mosquito Lake	Distressed	Distressed	11,708	76.1	24.4	
Mud Bay	Distressed	Distressed	13,501	69.5	29.7	
Hoonah-Angoon Census Area						
Angoon	Distressed	Distressed	11,678	72.2	31.7	
Elfin Cove	Distressed	Distressed	38,219	87.9	24.2	
Game Creek	Distressed	Distressed	ND	100.0	0.0	
Gustavus	Distressed	Distressed	11,866	82.2	19.0	
Hobart Bay	Distressed	Distressed	ND	100.0	0.0	
Hoonah	Non-Distr.	Distressed	16,366	72.0	31.2	
Klukwan	Distressed	Non-Distr.	12,394	71.1	38.9	
Pelican	Distressed	Distressed	25,854	77.6	22.4	
Tenakee Springs	Distressed	Distressed	11,922	81.9	26.6	

Whitestone Camp	Distressed	Non-Distr.	8,779	85.7	14.3	
Juneau Borough						
Juneau	Non-Distr.	Non-Distr.	25,495	50.7	49.8	
Ketchikan Gateway Borough						
Ketchikan	Non-Distr.	Non-Distr.	22,973	56.2	45.0	
Saxman	Non-Distr.	Non-Distr.	15,142	66.9	37.0	
Petersburg Census Area						
ake	Distressed	Distressed	14,190	71.2	36.2	
Kupreanof	Distressed	Distressed	8,198	75.0	25.0	
Petersburg	Non-Distr.	Non-Distr.	35,319	69.6	33.1	
Port Alexander	Distressed	Distressed	33,538	90.2	12.2	
Prince of Wales-Outer Ketchika/Hyder CD						
Coffman Cove	Non-Distr.	Distressed	17,621	65.2	32.6	
Craig	Non-Distr.	Non-Distr.	23,289	65.0	38.1	
Edna Bay	Distressed	Distressed	20,202	82.4	11.8	
Hollis	Distressed	Distressed	13,883	71.7	31.5	
Hydaburg	Distressed	Distressed	16,977	72.5	24.8	
Hyder	Distressed	Distressed	5,692	89.6	11.7	
Kasaan	Non-Distr.	Distressed	14,516	66.7	35.9	
Klawock	Non-Distr.	Non-Distr.	16,570	66.8	36.0	
Metlakatla	Non-Distr.	Non-Distr.	16,528	63.7	38.0	
Naukati Bay	Distressed	Distressed	8,366	84.6	18.8	
Point Bake	Distressed	Distressed	ND	91.3	13.0	
Port Protection	Distressed	Distressed	3,037	92.6	14.8	
Thorn Bay	Distressed	Distressed	12,986	75.3	25.8	
Whale Pass	Distressed	Distressed	3,088	90.5	9.5	
Sitka Borough						
Sitka	Non-Distr.	Non-Distr.	18,753	59.6	34.0	
Skagway Municipality						
Skagway	Non-Distr.	Non-Distr.	18,753	59.6	34.0	
Wrangell Borough						
Meyers Chuch	Distressed	N/A	ND	100.0	5.3	
Thoms Place	Distressed	Distressed	ND	62.5	25.0	
Wrangell	Non-Distr.	Non-Distr.	20,648	68.1	31.8	YES
Yakutat Borough						
Yakutat	Non-Distr.	Non-Distr.	21,288	65.8	38.0	

H. High Cost of Living

Median household income information becomes more meaningful when looked at in conjunction with cost-of-living information.

Cost of Living by State - Although there is no official cost-of-living index, certain cost-of-living inferences can be made by using the U.S. Bureau of Labor Statistics *Consumer Price Index* (CPI). The *Top50states Group* calculated the cost-of-living for each state using data compiled from the Federal Cost of Living Index, the Bureau of Labor Statistics, and various state websites. Alaska's cost-of-living is 26.4% higher than the national average and it costs more to live in Alaska than every other state but Hawaii and California. Alaska's housing costs are 37.7% higher than the national average.¹⁴

Anchorage vs. US Average – The Economic Research Institute (<http://www.erieri.com>) is a survey firm dedicated to research and development. ERI conducts geographic- and industry-specific surveys gathering data on salaries, cost-of-living, and executive compensation. They have a program which compares the cost of living in any city with the national average. As the new 2008 Alaska Geographic Differential Study uses Anchorage as the baseline to compare

¹⁴ Source: <http://www.top50states.com/cost-of-living-by-state.html>.

other Alaska communities to, we used the ERI program to compare the cost-of-living in Anchorage with the US Average. It is 22.9% higher.

Data as of Oct. 1, 2009	Base City US Average	Anchorage Alaska	Differentials
Consumables	\$17,588	\$25,465	\$7,877
Transportation	\$7,943	\$9,170	\$1,227
Health Services	\$2,269	\$3,272	\$1,003
Rent/Util/Insurance	\$21,636	\$34,560	\$12,924
Income & Payroll Taxes	\$15,264	\$8,712	-\$6,552
Miscellaneous	\$7,300	\$7,300	0
Total Cost of Living	\$72,000	\$88,479	\$16,479
Cost of Living % of Base City	100%	122.9	22.9
Cost of Living of US Average	100%	122.9	
Monthly Rent	\$1,503	\$2,562	\$1,059
Per Diem Lodging	\$70	181	\$111
Per Diem Food/Other	\$39	\$97	\$58

2008 Alaska Geographic Differential Study - For the first time in nearly 25 years, Alaska's state government has a new, comprehensive cost differential study that allows us to compare the costs of one part of the state with another. It is available on the Alaska Department of Administration website. The *2008 Alaska Geographic Differential Study* was prepared by McDowell Group, ECONorthwest and GMA Research Corporation.

The study shows that it costs 2% more to live in small Southeast communities than in Anchorage, and 5% more to live in mid-size Southeast communities than Anchorage. Ketchikan and Sitka residents pay 9% more than Anchorage residents.

I. Conclusions

If you are using the top50states index, the cost of living in Alaska is 26.4% higher than the national average. If you are using the ERI calculation plus the Alaska Differential Study, the cost of living in Alaska is between 24.9% to 27.9% higher than the national average, and 31.9% higher if you are living in Sitka or Ketchikan. Rural residents are faced with the challenge of living with higher unemployment, less opportunity and smaller incomes in the face of higher costs.

III. TRIBAL GUIDING PRINCIPLES, VISION AND STRATEGIES

A. The Central Council – Its Constitution and Mission

Through their Constitution, the Tlingit and Haida Indian Tribes of Alaska: organized a single regional tribal entity; preserved their identities as Indian Tribes; preserved the identity and culture of their tribal citizens and descendants; provided for the exercise of their tribal sovereignty and the government of the property and affairs of the Tribes; and promoted the dignity and welfare of the tribal member citizens.

The Tribe is established pursuant to the inherent sovereign authority of the Tlingit and Haida Indian Tribes of Alaska. The Tribe is recognized by the United States of America as a federally recognized tribal government pursuant to Section 8 of the Act of June 19, 1935 (49 Stat. 388), as amended by the Act of August 19, 1965 (79 Stat. 543), and the Act of November 2, 1994 (Public Law 103-454, 108 Stat. 4792). The General Assembly of the Central Council is the general legislative and governing body of the Tribe. Its functions are to secure, preserve and exercise the sovereign rights, powers, authorities, privileges, and immunities of the Tribe and all such other rights, powers, authorities, privileges, and immunities as the Tribe shall possess or be granted, to maintain a roll of and promote the welfare of the member citizens of the Tribe, and to legislate for and govern the Tribe and its member citizens.

The Central Council organization provides administrative and program support to the Tribes. Its mission is to ‘preserve Tlingit and Haida sovereignty, enhance Tlingit and Haida economic and cultural resources, and promote self-sufficiency and self-governance for our citizens through collaboration, service, and advocacy.’

B. The Roads and Transportation Department Mission and Vision

The mission of the *Roads and Transportation Department* is to ensure adequate transportation services and public access to and within Indian lands and communities in Southeast Alaska (including visitors, recreational users, resource users and others), while contributing to tribal economic development, self-determination and employment. The Department is responsible for developing and maintaining programs and projects that meet the local and regional transportation needs of tribal constituents, who reside predominantly in Southeast villages.

The tribal vision is for a transportation system that improves rural accessibility to services and goods. At the regional level, our vision is that we continue to have a robust open planning process in which local tribes and municipalities have meaningful participation. At the program and operational levels, our vision is that we continually apply the best management practices, use new technology, and innovate to preserve and ensure the reliable operation of marine transportation services. Lastly, our vision calls for evaluating and minimizing the impacts of transportation on the environment as is consistent with national priorities.

C. Tribal Transportation Guiding Principles

The principles, discussed in this section and approved by the Tribe, were developed to guide the Roads and Transportation Department as it goes about planning for and implementing priority transportation projects identified by Southeast Alaska communities.

- Our tribal plan will be based on a realistic assessment of transportation systems and resources.
- To be of value, the plan will provide specificity to guide implementation.
- It is imperative that Southeast villages get the most value possible through the efficient management of transportation funds.
- Likewise, it is imperative Southeast villages get the most value possible through the efficient management of transportation operations that may be set in place; this is also crucial to future equipment and facility maintenance.
- The communities themselves will provide a framework for resource allocation.
- The communities are, by resolution, supporting the direction of the CCTHITA Roads and Transportation Department as it concerns preservation, operation and future development of the transportation opportunities.
- The Roads and Transportation Department will continue to examine advancements in the industry area, and will use, as warranted, new technologies to increase efficiency in future services/operations.

D. Tribal Transportation Policies

Tribal Policy One: Develop the transportation alternatives to provide safe, cost-effective, and energy-efficient accessibility and mobility for people and freight in rural Southeast communities.

Tribal Policy Two: Establish strategic priorities for transportation system development funding with stakeholder input.

Tribal Policy Three: Ensure consistency between the Tribe's approved plans and operations, and within each plan's relationship to the other.

Tribal Policy Four: Through outreach, increase the understanding of and communicate the importance of CCTHITA involvement in assessing, planning for and/or operating future transportation services.

Tribal Policy Five: Ensure the efficient management and operation of any transportation system developed by the Roads and Transportation Department.

Tribal Policy Six: Use technology and innovation, where cost-effective, to ensure the efficient operation of any transportation operation developed by the Roads and Transportation Department.

Tribal Policy Seven: Ensure safety requirements are met on any developed operation of the Tribe.

Tribal Policy Eight: In any future tribal transportation operations, ensure collaboration with federal, local, and state agencies to provide secure systems and emergency preparedness for all modes.

Tribal Policy Nine: Ensure that future operations preserve the integrity of the ecosystems and enhance the positive attributes of efficient operations.

Tribal Policy Ten: Develop transportation plans in close coordination with local communities to ensure transportation investment decisions reflect rural quality of life values.

E. Tribal Transportation Strategic Priorities

As a result of the Roads and Transportation Department's assessment of state systems and plans, it has set these strategic priorities and goals for system development, system preservation and system management in place.

Tribal Priority One: The Department will work to expand its Federal Lands Indian Reservation Roads/Bridges (IRR) Program efforts, and will continue to pursue the designation of the marine highway system and Juneau roads in the IRR program. A huge challenge in the IRR is that it is designed primarily for reservation status tribes, so many Southeast roads and routes are ineligible for inclusion on the list. Also, IRR does not recognize Alaska Marine Highway System water routes, although some of those routes are included in the National Highway and Alaska Highway Systems.

Tribal Priority Two: The Department will proceed with plans to develop an operational presence in the Southeast Alaska marine transportation arena. We are implementing a *Short Sea Program* in which the Tribe has partnered with a marine service company to provide efficient transportation and shipping services to select villages. In this proposed effort, we will operate a documented U.S. vessel to run a feeder route between Sitka and the villages of Angoon, Kake, Juneau, Tenakee Springs, and Pelican, thus improving access to critical services.

Tribal Priority Three: Advocate and actively lobby to ensure the reauthorization of SAFETEA-LU, Public Law 109-59.

Tribal Priority Four: The Department will develop excellent professional capability, presence, and reputation in the transportation industry. It will do this by developing or acquiring the necessary expertise to plan for, develop and implement transportation projects and services. The end goal is to provide quality, affordable transportation services that meet community needs.

Tribal Priority Five: The Department will develop a research function to support departmental transportation activities, including efforts to secure research funding. The freight services plan is one research project.

Tribal Priority Six: The Department will pursue funding and resources to carry out transportation projects identified as a result of this tribal plan and other sub-tier plans, and based

on priority project lists agreed to by the local cities and tribes. It is understood that transportation services must be subsidized.

Tribal Priority Seven: To support capacity building and project efforts, the Department will continue to pursue and access the federal, state and private funding.

Tribal Priority Eight: As the Department solidifies its operational presence in the marine transportation arena, it will develop a capital management/investment plan to ensure that plans account for future investment needs, including the proper maintenance and timely replacement of vessels, facilities and equipment.

Tribal Priority Nine: The Department will advocate for rural airport and ports/harbors projects within the region. The State identified \$98.9 million (>200 projects) in deferred rural airport needs in 2008. Today that backlog has increased from the more than 200 maintenance projects that were identified at that time.

Tribal Priority Ten: The Department will assist with assessing the rural transit needs of participating communities including the development of community or regional tribal transit plans which address identified needs. Such plans will meet the SAFETEA-LU requirement that projects selected for funding be derived from a coordinated public transit-human services transportation plan or ‘coordinated plan’.

Tribal Priority Eleven: The Department will continue to assess changes and advancements in the Alaska transportation arena and adjust tribal direction and involvements, as necessary.

F. Tribal Transportation Goal

Tribal Goal: To assist tribal communities in developing transportation infrastructure; where appropriate, to develop and operate non-State marine transportation opportunities to meet tribal- and community-identified marine transportation needs. The basic methodology is to assess existing systems and services, identify gaps, and work collaboratively with communities to advance projects. Target Communities: As a regional tribal government, the Department’s advocacy/development efforts are region-wide. Through the IRR Program, we are partnered with Saxman and Douglas. Under the Marine Transportation Program, initial target communities are Juneau, Angoon, Hoonah, Kake, Pelican, Sitka, and Tenakee Springs.

G. Tribal Transportation Strategies

Strategy 1: Develop the capability of the tribal Roads and Transportation Department. Department management must have the expertise, mandate, and tools to effectively implement the plan, administer programs, and manage operations. The multi-functional responsibility and reasonable strength of management will be developed and maintained in all functional areas.

Action 1.1. At the department program level, we will develop multi-modal transportation planning and management capability.

Action 1.2. At the department administrative level, we develop our financial and asset management capabilities.

Action 1.3. At the operational level, we will develop our financial management and our industry operations experience.

Action 1.4. At the project level, we will develop staff project management skills through mentoring and training efforts.

Action 1.5. To support operations, partnering may be used to acquire expertise.

Action 1.6. Department personnel will be required to keep updated on trends and innovations in the industry.

Action 1.7. To support planning, development and management activities at the regional and project levels, we will acquire necessary services through arms length transactions with companies providing financial, architectural, engineering, shipbuilding services, and other needed professional services.

Strategy 2: Develop the Roads and Transportation Department's presence in the transportation arena.

Action 2.1. Develop a transportation plan with community and tribal input to guide tribal department efforts.

Action 2.2. Examine transportation management scenarios, including the potentials of partnering.

Action 2.3. Examine transportation alternatives that might meet community needs more cost efficiently. Development of alternative strategies will be based upon an assessment of different systems, routes, scheduling, ridership and infrastructure.

Action 2.4. Assess and develop project options based on

- Cost recovery to the operation
- Project sustainability
- Affordability of services to community
- Meeting departmental goals/priorities
- Meeting community priority needs
- Increased access to crucial services
- Increased access to the National Highway System
- Route/schedule analysis.

Action 2.5. Design and run demonstration/pilot efforts. The partnering effort with Allen Marine is the first proposed pilot effort.

Action 2.5. Plan for and implement a continuing operations plan which rationalizes fixed expenditures, properly applies labor contract terms and conditions, ensures careful route planning and ship assignment

Action 2.6. To ensure detailed planning of major maintenance and vessel refits, develop a maintenance plan and keep it updated.

Action 2.7. To ensure effective investment in technology and systems, develop a capital investment plan and keep it updated.

Action 2.8. Develop a safety program that meets all regulatory requirements and ensures effective management of the relationship with regulators and similar authorities.

Strategy 3: Evaluate the existing system and transportation options.

Action 3.1. Assess defining transportation laws, regulations and policies.

Action 3.2. Assess the existing transportation system, including historic patterns.

Action 3.3. Develop a transportation program based on gaps and needs identified in the assessment.

Action 3.4. Include guidance in the tribal plan to support development efforts.

Action 3.5. Develop options for management's consideration.

Strategy 4: Outreach Strategy: Involve the impacted communities in planning, development and management efforts affecting those communities.

Action 4.1. The local tribe and municipality will select a primary contact for their community.

Action 4.2. These representatives will comprise the *Transportation Working Group* and will be responsible for keeping the community informed and for obtaining necessary input and resolutions.

Action 4.3. The Department will use public notices and media to keep community residents updated on project activities affecting their communities.

Action 4.4. The Department will develop a transportation plan brochure to help community residents understand tribal goals and strategies.

Action 4.5. Town meetings will be held in each community to review the plan(s).

Action 4.6. There will be one regional meeting to approve the final plan(s).

Strategy 5: Assess community needs for community transportation services.

Action 5.1. Examine the STIP List to identify community transportation projects in the active queue.

Action 5.2. Examine the CEDS to identify transportation projects prioritized by the communities.

Action 5.3. Examine the DOTPF project status site to determine the status of projects underway.

Action 5.4. Collaborate with other transportation providers.

Action 5.5. Collaborate with the local tribes about local transportation needs, once the existing transportation system has been assessed.

Strategy 6: Prioritize needs through an integrated planning process that involves tribal and community input and develop the *Tribal Priority Project List (TPPL)*.

Action 6.1. The *Transportation Working Group* will approve this list.

Action 6.2. Use the project assessment point system contained in this plan; further delineate the process.

Action 6.3. In the assessment process, projects are assigned to categories and then assigned point values, which determines their order on the *TPPL*. For projects with equal point values, the 'first in the door-first out the door' rule applies. See the assessment criteria at Appendix D.

Action 6.4. Identify what role the Department should play in the project/service: planning, developing, finding funding for, managing construction/development, or ownership.

Action 6.5. Obtain approval/support from the Tribe's Governing Body for the process and point system laid out in the TLTP and TMTP.

Action 6.6. Obtain community buy off on the process and point system.

Strategy 7: Maintain a 3-year IRR *Tribal Transportation Improvement Program (TTIP)*, which the list of tribal transportation projects to be funded in the near term.

Action 7.1. Develop the list to be consistent with the tribal long-range transportation plan.

Action 7.2. Include all IRR program funded projects scheduled for construction in the next 3 years.

Action 7.3. Identify the implementation year of each project scheduled to begin within the next 3–5 years.

Action 7.4. Include other Federal, State, county, and municipal transportation projects initiated by or developed in cooperation with the Tribal government.

Action 7.5. Update the list with CCTHITA Executive Council approval.

Action 7.2. Forward updates to the BIA by Executive Council resolution.

Action 7.3. Use a tribal control schedule, an accounting and project management tool, for implementing the TTIP.

Strategy 8: Provide technical assistance to the communities to develop priority projects.

Action 8.1. Develop partnerships, if necessary to successful project development.

Action 8.2. Identify state, federal or private fund sources; facilitate the application process.

Action 8.3. Facilitate local transportation project placement on state and federal project lists, if appropriate and desired by the community.

Strategy 9: Monitor the progress and changes taking place in our rural communities and the extent to which services, facilities, and processes are meeting community needs; make adjustments as necessary.

Action 9.1. At the policy level, determine if:

- The plan complies with the tribal operations and business practices?
- The plan includes provisions for staying in compliance with tribal personnel policies?
- The plan complies with the tribe's accounting procedures and programs?
- The plan allows for tribal membership training and education?
- The plan supports or enhances other tribal programs (i.e., economic development)?

Action 9.2. At the operational level, use performance measures to determine well the tribal transportation system is doing its job:

- Accessibility: Percent population within “x” minutes of “y” percent of employment sites; whether special populations such as the elderly are able to use transportation; whether transportation services provide access for underserved populations to employment sites; also, whether services are ADA compliant.
- Mobility: average travel time from origin to destination; change in average travel time for specific origin-destination points; average trip length; percentage of trips per mode (known as mode split); time lost to congestion; transfer time between modes; percent on-time transit performance.
- Economic development: jobs created and new housing starts in an area as a result of new transportation facilities; new businesses opening along major routes; percent of region's unemployed who cite lack of transportation as principal barrier to employment; economic cost of time lost to congestion.
- Quality of life: environmental and resource consumption; tons of pollution generated; fuel consumption per vehicle mile traveled; decrease in wetlands; changes in air quality, land use, etc.
- Safety: number of crash or other safety incidents or economic costs of crashes.
- Security: Transportation system security is defined as the freedom from intentional harm and tampering that affects both motorized and non-motorized travelers, and includes

natural disasters. Has the plan adequately addressed prevention, management, and response to threats of a region, its transportation system and users.

- o Cost: Cost to travel between communities, transportation costs for person trips and for goods movement.

Strategy 10: Pursue funding and resources to support capacity building, department needs, and project efforts.

Action 10.1. Continue to apply for federal funding and resources available for transportation programs and operations including but not limited to The Recovery Act (ARRA) funds, FHWA program funding, FTA program funding, MARAD, Army Corps of Engineers, EPA and EDA.

Action 10.2. Continue to secure state funding and resources for programs and operations.

Action 10.3. Examine opportunities under the annual Department of the Interior NOFA inviting tribes to submit proposal for Interior services.

Action 10.4. Pursue opportunities for direct appropriation at the state and federal legislative levels.

Action 10.5. Examine and pursue private funding potentials and opportunities.

Strategy 11: Consult, collaborate and coordinate with other transportation providers to maximize resources and services, as well as to avoid duplication

Action 11.1. Initiate consultation with the State. Organize local tribal participation.

Action 11.2. Collaborate with the appropriate AMHS officials.

Action 11.3. Collaborate with appropriate Federal DOT officials.

Action 11.4. Collaborate with local municipal transportation authorities.

Action 11.5. Collaborate with MPO's.

Strategy 12: Develop an internal research function to support department and operational needs.

Action 12.1. Develop a departmental research function; identify research needs. The tribal *Freight Services Plan for Southeast Alaska Villages* is one of those research projects. It is mentioned in this plan because there is a freight component to marine transportation services.

Action 12.2. Seek partners to conduct necessary transportation research.

Action 12.3. Seek funding to support transportation research activities.

Strategy 13: Advocate Native transportation projects at local, regional, state and national levels.

Action 13.1. Stay abreast of existing funding.

Action 13.2. If a project doesn't fit within allowed activities for grant sources, advocate at the state and federal legislative levels for assistance.

IV. TRIBAL ROADS AND TRANSPORTATION DEPARTMENT PROGRAMS

Tribal transportation programs were organized to help the Department to meet its mission of providing adequate transportation services and public access to and within Indian lands and communities in the region. Department responsibilities:

- Transportation planning: develop strategies for operating, managing, maintaining, and financing tribal transportation projects to achieve long-term transportation goals and vision;
- Administer public, private and tribal funds to support transportation programs and projects;
- Maintain road inventories to support programs;
- Allocate funds to support transportation projects for participating tribes;
- Project management: oversee project planning and/or development on selected projects;
- Advocate for priority projects and changes in the regulatory environment;
- Collaborate with transportation providers to maximize service and avoid duplication; and
- Collaborate with local communities and tribes on projects in their geographic area.

A. Tribal Roads and Bridges

The purpose of *Tribal Roads and Bridges* is to plan for and to provide technical assistance to participating communities in the construction and maintenance of tribal roads and bridges, and to do so in accordance with transportation policies, strategic priorities, goals and strategies identified in the LRTP and approved by the Tribe. Staff is responsible for accessing and administering public and private funding for highway projects from such agencies as the DOI Bureau of Indian Affairs, U.S. DOT Administrations, Alaska Department of Transportation and Public Facilities, USDA Forest Service, DOI Bureau of Land Management, municipal governments and private sources.

Tribal Roads and Bridges manages the tribal Indian Reservation Roads/Bridges (IRR) Program in partnership with the Saxman and Douglas Tribes, overseeing IRR funds for planning, designing, construction, and maintenance activities.

Qualifying IRR roads are public roads which provide access to and within Indian reservations, Indian trust land, restricted Indian land, and Alaska native villages. The funding distribution formula, called the Tribal Transportation Allocation Methodology (TTAM), causes tribal inventories of IRR facilities to be the major factor in determining the funding amounts that tribes receive. A project must be included in the IRRTIP to be eligible for Federal funding. *Tribal Roads and Bridges* compiles and manages the participating Tribes' IRRTIP inventory, which is included as Attachment L.

This Section also maintains and updates the *Transportation Improvement Program (TTIP) List*. Tribes may use up to 25% of their tribal share of IRR Program funds for maintenance activities. A portion of our funds are used to support activities on eligible roads in participating communities.

B. Tribal Marine Highways

The purpose of the *Tribal Marine Highway Program* is to implement marine transportation policies, strategic priorities, goals and strategies identified in the *L RTP* and *Tribal Marine Transportation Plan (TMTP)* and approved by the Tribe. The goal is to develop and operate non-State marine transportation opportunities to meet tribal- and community-identified marine transportation needs. The longer-term goal is to collaborate with the state to provide more cost effective and efficient private-owned marine transportation services. This may occur through MOA and/or contract. Legislation may be required.

As a part of its plans to develop an operational presence in the Southeast Alaska marine transportation arena, the section has initiated a *Short Sea Program* in which the Tribe has partnered with Allen Marine, Inc. to provide efficient transportation and shipping services to select villages. In this proposed effort, we will operate a documented U.S. vessel to run a feeder route between Sitka and the villages of Angoon, Kake, Juneau, Tenakee Springs, and Pelican, thus improving access to critical services. More project details are in Section IV of this plan.

C. Tribal Airports, Ports & Harbors Program

CCTHITA has combined airports, ports and harbors since the tribal focus will be on advocacy.

Airports: Air transportation is a critical transportation option for Southeast communities. Of the 32 communities in the region, most are located on islands and only three are connected to other parts of the mainland by road.

At the statewide level, ADOTPF owns/operates 258 airports; local or tribal governments own and operate 25 airports/seaplane facilities; local or tribal governments also operate some ADOTPF-owned airports or own/operate passenger terminal facilities on ADOTPF airports.

FAA provides air traffic control, regulates for safety, and provides funding for airports. Commercially scheduled services and general aviation are provided by the private sector.

In 2008, the State identified \$98.9 million in deferred rural airport needs for more than 200 maintenance projects. The list does not include work that requires major reconstruction through a capital project. Airfields, buildings, and light/NAVAIDs account for 90% of the needs by cost. Given this, it is important to advocate for southeast projects.

Ports/Harbors: The state began divesting itself of waterfront infrastructure facilities starting in 1984. Local governments in exchange for the payment of deferred maintenance funds took over ownership and responsibility for many of these important port and harbor facilities; 95 harbor facilities are now under local ownership. Some assistance is available through the U.S. Army Corps of Engineers and Municipal Harbor Facility grant program. This has not been able to stem steady deterioration of harbors due to lack of funding for upkeep and improvement.

D. Tribal Transit

The purpose of the *Tribal Transit Program* is to assist communities in meeting SAFETEA-LU requirements for a coordinated public transit-human services transportation plan (coordinated plan) compliant with FTA Circular 5310. This enables transit project funding. Guidelines require locally developed plans that:

- Identify the transportation needs of the disabled, older and low income individuals;
- Provide strategies for meeting those local needs; and
- Prioritize transportation services for funding and implementation.

V. TRIBAL PILOT PROJECT – ALLEN MARINE, INC.

A. Phase One – Pilot Period

The CCTHITA/Allen Marine partnership has proposed a 1-year pilot program, in which we will run feeder ferry services from Sitka to the communities of Angoon, Elfin Cove, Hoonah, Kake, Pelican, Tenakee Springs and Juneau, thus improving access to critical services. The proposed service route will act as an "extension of the surface and shipping transportation from Juneau and Sitka, two of the primary shipping and transportation hubs in Southeast Alaska. The proposal will allow for increased economic development opportunity by having increased service to the villages of Angoon, Hoonah, Kake, Pelican, and Tenakee Springs. The routes are established waterways that began thousands of years ago as traditional Tlingit and Haida trading routes.

We will use an existing vessel built by Allen Marine, Inc in 2004. St. Aquilina is an 88' Catamaran that can carry 150-passengers and up to 10,000 pounds of freight at a service speed of 25 knots. This pilot project will enable us to test service with existing equipment, demonstrate the viability of the proposed service, and return the direct link to and from Sitka.

Hoonah, Kake, Gustavus, Angoon, Pelican, Tenakee Springs, Port Alexander, Elfin Cove, and Baranof Warm Springs residents were recently surveyed by McDowell Group as a part of the ADOTPF *Northern Panhandle Transportation Study*. According to that survey, 52% of the surveyed residents of said that Sitka was the second most important community for regional travel. Residents of Port Alexander and other communities said that Sitka was the most important community to travel to.

Frequent ferry services were important to 34% of the surveyed residents and low-cost ferry service was most important to 29% of those surveyed. Of the Sitka households surveyed, 81% said ferry service is important or very important to their household; 46% used the ferry in the last year.¹⁵

After reviewing various service options, Sitka was chosen as the hub for this pilot project. The project is important to existing system operator owners, because it will:

- Demonstrate the ability to improve service to communities in northern Southeast Alaska;
- Demonstrate the ability to bring service online in a short period of time;
- Provide a model for further service throughout Southeast Alaska.
- Enable frequent service during daytime hours;
- Entail use of hub and spoke style ferry service;
- Enable expansion of ferry service to include some communities without current service such as Gustavus, Elfin Cove, Baranof Warm Springs, Port Alexander and Hyder;
- Provide a reliable, dependable service as vessels are rigidly designed; and
- Improve the movement of passengers and freight between communities and beyond;

¹⁵ Source: *Northern Panhandle Transportation Study – Public Scoping Meeting*. The survey was conducted by McDowell Group for ADOTPF.

PILOT PHASE – SUMMARY OF COSTS		
Personnel Services		83,750
Travel		15,000
Contractual Costs – Short Sea Services:		4,403,000
Wages, Benefits, Per Diem, Uniforms	1,250,000	
Fuel & Oil Expenses	2,075,000	
Maintenance Expense	415,000	
Marketing	43,000	
Interest, Expense, Depreciation, Insurance	305,000	
Direct Project Specific Expenses	285,000	
Contractor Administrative Costs	30,000	
Conferences/Meetings		6,000
Office Rent		5,000
Electric		491
Total Direct		4,513,241
Total Indirect		717,154
Percentage Indirect of Total Project Cost		13.7%
Total Cost – Demonstration Period		5,230,395

Cost efficiencies associated with the initiative: we will be using an existing vessel; all pilot communities have port and landside infrastructure to accommodate such vessels; and the schedule will allow for coordination with AMHS and communities served.

The proposed tribal initiative is consistent with the State’s strategic priority four in which they indicate one of their goals is to transition to shuttle ferry operations. The tribal program is also consistent with the *USDOT 2006-2009 Strategic Plan*, which stipulates a strategy of working proactively with Tribes, States, local governments, industry and other transportation stakeholders to seek integrated approaches to resolving transportation issues, support community needs, and give full consideration to local environmental conditions.

B. Phase Two – Expanded Operations

Phase Two requires the construction of larger vessels to meet longer term need. Allen Marine will build 117' Catamaran vessels that can carry 150-passengers and between 50,000 and 60,000 pounds of freight, and run at a service speed of 25 knots. The project will create positive impacts in the regional economy and will positively affect all aspects of the Sitka economy. Regional impacts:

- Increased mobility of goods, and services;
- Improve ability of people to move about for shopping, entertainment, sports, school functions, business, etc;
- Regular service to communities with little or no current ferry service;
- Increases business potential with increased goods movement;

- Increased involvement of the Southeast Tribes in transportation decisions; and
- Affects all aspects of Southeast Alaska's economy.

During the construction period, the impacts to Sitka will be:

- Up to 80 jobs in the Sitka shipyard;
- Annual payroll of \$4 million during term of construction;
- Pre-construction training and on the job training of boat construction skills;
- Train shipyard employees to be vessel crew members and maintenance staff when ferry construction is completed;
- Ability to hire from communities through out Southeast Alaska and provide training; and

During the operational period, the impacts to Sitka will be:

- Creation of professional & skilled jobs for Southeast Alaska residents;
- Annual payroll of approximately \$600,000 per vessel operated;
- Equipment design for operational efficiency;
- Year-round Jobs for crew and shore-support; and
- Local purchasing of goods and services for ferry operation.

The positive capital investment considerations associated with both the construction and operational periods:

- Smaller efficient vessels;
- Increased flexibility of scheduling;
- Fast vessels to allow operation during daytime hours and with more communities served;
- Lower initial capital investments;
- Lower operating costs;
- Availability of proven vessel designed for Southeast Alaska waters;
- Much of the money generated would stay within Alaska; and
- Ability to buy Alaska.

C. Overall Project Benefits

Integration: proposal routes connect with the urban cities of Juneau and Sitka which integrate with large barge line shippers and Alaska Airlines for in/out of State travel; and proposal routes connect with the main population centers of Juneau and Sitka for jobs, employment, State and federal services, facilities, shopping, and recreation.

Accessibility: proposal routes will provide more equitable access from these feeder routes to the diverse transportation and shipping opportunities out of Juneau and Sitka; and the short sea corridor allows for more flexibility in service for special events and community emergencies.

Connectivity: travel time between the villages, Juneau, and Sitka will be reduced; the proposed routes are within a corridor to possibly add villages once the operation is underway; and the rates

for passengers and freight can better achieve an economy of scale with the short sea route transportation system.

Serviceability: the short sea route between the villages is designed for safety, comfort, and reliability under year round weather conditions; and the marine vessel company will be an experienced ferry operator and have experience in managing passengers and freight.

Cost of Implementation: there are no capital costs of this operation as the proposal calls for a documented vessel in operation; and the costs of the implementation are primarily the costs of operation for one (1) year.

Community Development: over the past (5) years there has been a serious out-migration of rural residents and this proposal can revitalize economic development in areas of fishing, tourism, and mining; Southeast Alaska has strong Alaska Native social and cultural ties. This proposal will enhance regional development in both areas; and the villages will be connected to major shopping centers, regional hospitals, and urban recreation centers. This includes access to cheaper fuel and home energy saving materials.

Attractiveness to Travelers: the likely cost of passenger and freight will become more attractive when the short sea route reaches an economy of scale; and the targeted communities' value marine highway travel and all have mentioned the importance of the marine highway in economic development plans.

Environmental Responsiveness: Southeast Alaska has pristine lands and waters which provide natural plants, herbs, fur, fish, and game for food for rural residents; and Central Council Tlingit & Haida Indian Tribes of Alaska is mindful of this traditional way of life and will find a like partner and operate in a manner which preserves these natural resources. The operation will not have any negative effects on the adjacent land or waters of operation.

Conclusion: Based upon our analysis the Central Council Short Sea Transportation Initiative is a valuable high priority project which has long term economic benefits to State of Alaska.

VI. THE TRIBE’S PROJECT DEVELOPMENT PROCESS

A. Transportation Project Lists

In transportation planning for Indian lands, federal regulations require a Long-Range Transportation Plan (LRTP) and a Tribal Transportation Improvement Program (TTIP). The TTIP is the list of tribal transportation projects to be funded in the near term. The TTIP is defined in CFR Title 25, Section 170.5 (IRR Rule) as a multiyear financially constrained list of proposed transportation projects developed by a Tribe from the tribal priority list or the long-range transportation plan. The CCTHITA Executive Committee will approve updated TTIP lists.

In comparison to the TTIP, the Tribal Priority List includes all of the transportation projects the Tribe wants funded. The *Transportation Working Group* will approve this list.

B. Project Assessment/Prioritization

The following criteria will be used in project assessment:

Tribal Priority Marine Transportation Project List PROJECT ASSESSMENT CRITERIA	
Points	Category One (Highest Ranking Category)
4	Provides for more and better shipping, commuter, and travel options.
3	Promotes regional transportation projects to be completed across tribal, state, and federal jurisdictional boundaries.
2	Enhances opportunities for additional state and federal funding.
1	Provides village place and transportation permanence
Points	Category Two (Second Highest Ranking Category)
4	Improves coordination among the 10 villages, urban communities, and governments, State/Federal agencies.
3	Supports CCTHITA’s “Regional Transportation Plan” to make local plans work more effectively and efficiently.
2	Builds on the foundation of the villages, state and federal general transportation plans.
1	Consolidates transportation planning, programming, and project development in our rural villages.
Points	Category Three (Third Highest Ranking Category)
4	Addresses the need for a comprehensive vision and plan for the rural villages of Southeast Alaska.
3	Offers a governance model inclusive of all 10 rural villages and urban communities.
2	Links land use and public transportation policy decisions.
1	Offers a “big picture” perspective to better maintain our quality of life in our rural villages.
Note: The higher the points, the higher the placement on the list. For projects of equal ranking, the ‘first in the door-first out the door’ rule will be applied.	

Once projects are selected, they must be prioritized. This is usually done based on two considerations: (1) the immediate need for the project and (2) availability of funding.

C. Project Phases

Project Phase	Project Activity
Phase I	Identify need for the project
Phase II	Direct engineers study
Phase III	Conceptual configurations/alternatives for technical feasibility
	Development of cost/schedule for each alternative
Phase IV	Review of study
	Economic analysis
	Benefit/cost ratio
Phase V	No go/request further study ↔ restart
Phase III	Yes/start next phase VI
Phase VI	Final design of project
	Detailed drawings
	Written specifications
	Preparation of contract documents
Phase VII	Purchase of bulk materials
	Line up equipment
	Construction contracts
Phase VIII	Construction occurs - contract administration/oversight
Phase IX	Project close out system testing
	Final inspection
	As built drawings

D. Pre-Project Planning

According to 25 CFR 170.415, pre-project planning is part of overall transportation planning and includes the activities conducted before final project approval on the IRR Transportation Improvement Program, including:

- Preliminary project cost estimates.
- Certification of public involvement.
- Consultation and coordination with States and MPOs on regionally significant projects (particularly in a nonattainment or maintenance area).
- Preliminary needs assessments.
- Preliminary environmental and archeological reviews.

E. Project Cost Estimation

Cost estimates are necessary to compare the transportation needs with available revenues. Needs may include:

- Maintenance of the existing and proposed transportation system.

- Project development, design, and construction of new, expanded, or replacement facilities (e.g., roads, terminals, bridges).
- Acquisition of new transit vehicles and related capital costs (e.g., maintenance facilities).
- Operation of transportation services such as transit or ridesharing.
- Project administration and planning of the transportation system.

Project development costs to consider include planning, environmental analysis and review, engineering, design, construction, right-of-way (property, relocation, and settlement costs), and construction and maintenance costs.

On the highway side, well-established unit costs can be applied to develop estimates for improvements. Rough unit prices such as \$3,000/lf of new roadway, \$800/lf of new shared bike and pedestrian path, and \$200/sq. ft. for new bridge can come from the state, BIA, FLH, FHWA or FTA. Unit costs should also be factored for inflation to reflect the year the funds will be expended. Other transportation modes have less well-established methods for estimating costs.

Operations and maintenance costs must be estimated as these costs will consume a significant portion of the existing/future revenue resources. Estimates are usually based on what has historically been spent on operating/maintaining the existing system. Such data should be available from the finance officer of the agency responsible for operating or maintaining the mode or facility. Estimates for new facilities and services are generally based on a combination historical data and any specific cost information available. Detailed cost estimates based on preliminary engineering, right-of-way appraisals, or operating plans only need to be done for the most immediate recommended improvements. Most of the recommended improvements in an LRTP will need an "order-of-magnitude" cost estimate. These estimates are based on factors such as typical "per mile" construction costs for different types of roadways or the operating costs for similar transit services in other counties.

F. Project Management Plan

Project Manager

The Project Manager (PM) is the lead Project Delivery Team (PDT) member responsible for the overall execution of the project from initiation through the completion of construction, including follow-up on post construction services as may also be part of the scope of this project. The PM will select the PDT members and will coordinate with project partners to establish the overall PDT for the project. The PM is responsible for developing and maintaining this PMP, in coordination with the PDT members.

Project Delivery Team

The Project Delivery Team (PDT) members fully support the provisions of this Project Management Plan (PMP). Each team member is dedicated to the successful execution of this project to ensure complete, comprehensive objectives of designing and constructing the project which are attained with minimal changes, at the least possible cost growth, and within the agreed

timeframe. All changes to the PMP will be coordinated with the PDT for concurrence prior to implementation.

The Project Management Plan

The Project Management Plan (PMP) establishes the framework necessary for the execution of the design, procurement and construction of the transportation project. The plan specifies the project scope, budget, design and construction resource requirements, and roles and responsibilities of the interfacing agencies. The PMP also contains the technical performance requirements for the management and control of the project from initiation of design through final delivery to the customer/user. It provides performance measurement criteria including major milestones. The project schedule outlines the interrelationships of tasks and activities, milestones and durations. The plan/agreement will be in this format:

EXECUTIVE AGREEMENT

- 1.1. Project Manager
- 1.2. PMP Ratification

INTRODUCTION

- 2.1. Purpose of Project Management Plan
- 2.2. Authority

PROJECT DESCRIPTION & SCOPE

- 3.1. Project Description
- 3.2. Location and Site Constraints

PROJECT RESOURCE ALLOCATION REQUIREMENTS

- 4.1. Resource Allocation Plan
 - 4.1.1. Planning & Design (P&D) Funds for Concept and Final Design
 - 4.1.3. Post Occupancy Evaluation (POE)
 - 4.1.4. Other Support Funding
 - 4.1.5. Construction Support Funding
 - 4.1.6. Architect-Engineer Construction Support
 - 4.1.7. Design During Construction (DDC)
 - 4.1.8. Construction Field Offices
 - 4.1.9. Financial Close-out of Construction Contract
 - 4.1.10. Construction Claims

PROJECT SCHEDULE

- 5.1. Design Schedule
- 5.2. Construction Schedule
- 5.3. Phasing/Demolition Considerations

PROJECT DELIVERY TEAM

- 6.1. PMP Development – Design & Construction Partnering
- 6.2. Project Delivery Team (PDT) Roles & Responsibilities
- 6.3. Tribal Roles & Responsibilities
- 6.4. Contractual Design and Construction Authority
- 6.5. Points of Contact (PDT) Information

PROJECT MANAGEMENT

- 7.1. Status Reports and Meetings for Design and Construction
 - 7.1.1. Current Working Estimates (CWE) based on design level or construction
 - 7.1.2. TMA Quarterly Execution Report
 - 7.1.3. Construction Status Report
 - 7.1.4. Claims
- 7.2. Project Initiation and References
 - 7.2.1. Acquisition Strategy for Design and Construction
 - 7.2.3. PDT Project Initiation Meeting

- 7.3. Design
 - 7.3.1. Prenegotiation Conference
 - 7.3.2. Concept and Final Design Submittals and Review Conferences
 - 7.3.3. Technical Review Plan
 - 7.3.4. Design and Construction Deliverable Requirements
 - 7.3.5. Communications Letter of Intent (LOI)
 - 7.3.6. Shop Drawing Review Register
 - 7.3.7. Biddability, Constructability, Operability, Environment (BCOE) Reviews
- 7.4. Construction
 - 7.4.1. Change Order Protocol
 - 7.4.2. Construction Shop Drawing Review Plan
 - 7.4.3. Construction Quality Assurance Management
 - 7.4.4. Construction On-Site Support Offices
 - 7.4.5. Construction Safety Requirements
 - 7.4.6. Commissioning Quality Assurance (QA) & Systems Testing
 - 7.4.7. Construction Project Closeout
 - 7.4.8. Completion and Facility Turnover Plan
 - 7.4.8.1. Pre-Final/Final Inspections
 - 7.4.8.2. Real Property Transfer
 - 7.4.9. Beneficial Occupancy Date (BOD)
 - 7.4.10. Construction physical completion
 - 7.4.11. Contract completion
- 7.5. Post Construction
 - 7.5.1. Warranty protocol 4 and 9 month inspections
 - 7.5.2. Post Occupancy Evaluations (POEs)
 - 7.5.3. Construction Deliverables for Turn-over
 - 7.5.3.1. Construction As-Built Drawings

G. Operations Performance Measurement

Operations performance measurement measures progress toward meeting the objectives of transportation system management and operations.¹⁶

- Define Mission and Goals (including Outcome-Related Goals)
 - Involve key stakeholders in defining missions and goals.
 - Identify key factors that could significantly affect the achievement of the goals.
 - Align activities, core processes, and resources to help achieve the goals.
- Measure Performance
 - Develop a set of performance measures at each organizational level that demonstrate results, are limited to the vital few indicators for each goal at each organizational level, respond to multiple priorities, link to responsible programs, and are not too costly.
 - Collect sufficiently complete, accurate, and consistent data to document performance and support decision making at various organizational levels.
 - Report performance information in a way that is useful.
- Use Performance Information
 - Use performance information in systems for managing the agency or program to achieve performance goals.

¹⁶ Source: Adapted from U.S. Government Accountability Office, *Executive Guide: Effectively Implementing the Government Performance and Results Act*, Washington, D.C., 1996, pp. 8-46.

- Communicate performance information to key stakeholders and the public.
- Demonstrate effective or improved program performance.
- Support resource allocation and other policy decision making.
- Reinforce Performance-Based Management
 - Devolve decision making with accountability for results.
 - Create incentives for improved management and performance.
 - Build expertise in strategic planning, performance measurement, and use of performance information in decision making.
 - Integrate performance-based management into the culture and day-to-day activities of the organization.

H. Collecting Data

Data is needed to clearly demonstrate the Tribe's transportation needs and to support strategies to meet those needs. Because a transportation plan must address future land use, economic development, traffic demand, public safety, and health and social needs, data important to transportation planning includes: historical trends about the use of the transportation system; county, local, and tribal boundaries; location of roads, bridges, buildings, major facilities, and natural resources; number of people who drive, use transit, walk, or ride bicycles; and information on which agencies own and operate transportation facilities.

The specific data to be collected in the Tribe's transportation planning process are:

Category	Examples of Useful Data
Demographic Data	Current and projected: <ul style="list-style-type: none"> ● Population ● Age ranges ● Gender breakdown ● Average household size
System Inventory	<ul style="list-style-type: none"> ● Miles of roadway ● Miles of paved roadway ● Miles of sidewalk ● Number of transit vehicles ● Number of bridges
System Use	<ul style="list-style-type: none"> ● Traffic volume ● Transit ridership ● Number of pedestrians ● Number of bicyclists
Physical Conditions and Operations Performance	<ul style="list-style-type: none"> ● Type of land use ● Congestion ● Physical condition of bridges ● Age of transit vehicles

Demographic Data — Demographic data answers questions about the people currently using the transportation system and who might use the system in the future. Examining demographic data helps transportation planners determine whether the existing roadways, sidewalks, and other transportation facilities are sufficient for the current population and what changes should be made to accommodate population growth.

System Inventory — System inventory data answers questions about who owns or is responsible for each part of the transportation system. Answering these questions helps transportation planners compile information about the existing transportation system, classify roads by volume and condition, and identify system features such as bike paths and sidewalks. This data provides planners with a starting point for evaluating proposed projects with respect to the current transportation system.

System Use — Traffic and transit service data can answer questions about how people travel, such as the number of miles driven, the time of day of travel, and how they travel-car, bus, walk, or bike. Answering these and related questions helps transportation planners decide how roads and other transportation features should be changed to ensure good traffic flow and provide adequate transit service. This data helps planners decide where to locate new transportation investments such as new roads, expanded transit service, or additional sidewalks based on the number of people expected to use the facilities once they are in place.

Physical Conditions — Data on the condition of the bridges, pavement, and transit equipment answers questions about facility wear and tear and how the physical conditions of the transportation network affect travel, now and in the future. Answering these questions helps transportation planners assess a facility's remaining useful life and determine when it will need to be improved or replaced. Information on how land is used, such as for houses, shopping centers, crops, nature preserve-helps to answer questions about how a specific location's land use affects people's travel on particular roadways or transit services. Answering this and related questions allows transportation planners to identify where roads should be built and how land should be used to make it easier for people to get from their home to where they work, shop, or spend their leisure time. Planners can also use the data to minimize the impact that the transportation system has on natural resources and other sensitive areas.

Operations Performance — Operations performance refers to the use of the transportation system rather than its physical characteristics. Data on operations performance helps answer questions about congestion, safety, public ability to access and use the transportation system, and how the operations performance of the transportation system affects people's ability to travel where and when they want. The answers to these and related questions help planners determine how to reduce the growth of congestion, make travel safer, and meet the transportation needs of everyone in the community.

Possible sources of data:

- Indian Health Service
- Tribal government agencies
- State and local police departments
- Day care centers, Head Start programs, dial-a-ride services, and meal delivery programs
- Public school administrative offices
- Medical and public health facilities
- Local colleges or university extensions
- Freight shipping facilities
- Area businesses and employers State, county, and city departments of transportation

- Metropolitan planning organizations (MPO)
- State departments of revenue and finance.
- State departments of motor vehicles
- State departments of natural resources

Data available on the Internet:

- IRR: <http://www.bia.gov/WhoWeAre/BIA/OIS/Transportation/IRR/index.htm>
- FHWA: <http://www.fhwa.dot.gov/policyinformation/index.cfm>
- National Transit Database: <http://www.ntdprogram.gov/ntdprogram>
- BIA: <http://www.doi.gov/bia>
- US Census Bureau: <http://www.census.gov> & <http://www.census.gov/geo/www/tiger>
- US Bureau of Labor Statistics: <http://www.bls.gov>
- Bureau of Transportation Statistics: <http://www.bts.gov> & <http://www.transtats.bts.gov/>.
- NHTSA: <http://www.nhtsa.dot.gov>
- National Highway Institute: <http://www.nhi.fhwa.dot.gov/home.aspx>
- USHHS: http://www.ihs.gov/PublicInfo/PressPub_index.asp.
- USGS: <http://www.usgs.gov>
- Google Maps: (<http://maps.google.com> & <http://earth.google.com/>).
- GIS Clrhse: http://libweb.uoregon.edu/map/map_section/map_Statedatasets.html.

How Often Data Should be Updated		
Time Frame	Data Set	Data Item
As needed, when new data is available	System Inventory	Road mileage
	System Inventory	Sidewalk and pedestrian paths
	System Inventory	Bike paths
Weekly, Monthly, Seasonally	System Inventory	Land use zones
	Traffic	Hourly traffic counts
	Traffic	Total miles traveled by all vehicles over a given time period
	Transit	Ridership
	Finance	Funding obligations
	Finance	Construction expenditures
	Motor Fuel	Gallons purchased
Annually	Bridge	Bridge structural inspection
	Finance	Revenue forecast
	Safety	Fatal crashes
Periodically	Demographics	Population
	Bridge	National Bridge Inspection Standards Rating
	Pavement	Condition survey (every three years)
	Transit	Equipment replacement

I. Analyzing Data

Once data is collected, it should be analyzed to pinpoint the problems or needs that the LRTP should address. Looking at current or "baseline" conditions compared to the projected needs help to determine what changes will be necessary to meet the community vision and goals for the

future transportation system. The following table shows examples of changes in transportation system characteristics over time and how the current system should be modified to meet the future needs. An analysis of a particular transportation system might include some or all of these categories and will also probably include others as well.

SAMPLE

Category	Current Condition	Future Condition	Change
Demographics	Population: 10,000	Population: 15,000	Growth: 50 percent
	Average Age — 40	Average age — 35	Pop getting younger
Economic Development	Employment: 7,500	Employment: 12,000	Growth: 60 percent
	No Casino	Casino in operation	New employment center
	Visitors' center planned	Visitors' center completed	New tourist attraction
Infrastructure	20 bridges rated adequate	15 bridges rated adequate	Headers 5 bridges deteriorated
	30 buses in operation	35 buses in operation; 10 buses too old to be safe/efficient	5 new buses needed; 10 buses must be replaced
	25 miles of walkway	50 miles of walkway	Need 25 mi. new wkwy
	50 miles of bikeway	75 miles of bikeway	Need 25 mi. new bkwy
System Use	Avg of 800 veh/day on main rd	Avg of 1,000 veh/day on main rd	Growth: 25 percent
	Veh drive total of 2,000 mi/day	Veh drive a total of 3,000 mi/day	Growth: 50 percent
	Transit avg 100 passgrs/day	Transit avg of 200 passgrs/day	Growth: 100 percent
	5% of all trips are by walking	10% of all trips are by walking	Growth: 100 percent
Operation	1 congested intersection	10 congested intersections	9 new cong intersect
	3 intersections w traffic lights	10 intersections w traffic lights	7 new intersections w traffic lights needed
	15 traffic deaths per year	10 traffic deaths per year	Decrease: 33 percent
	2 deaths/100 million mi. traveled by all vehicles/year	1.5 deaths/100 million mi. traveled by all vehicles/year	Decrease: 25 percent
	5 pedestrian deaths per year	4 pedestrian deaths per year	Decrease: 20 percent

J. Tribal Resources¹⁷

Training Modules

Transportation Decision-Making Series: Tools for Tribal Governments

Financial Planning

Funding Resources Module

Federal Lands Highway Program (FLHP)

Emergency Relief Program - Federal Roads (ERFO)

Indian Reservation Roads Program (IRR)

IRR and BIA Roads Maintenance Programs

IRR Roads Maintenance Program

BIA Roads Maintenance Program

IRR Bridge Program (IRRBP)

Park Roads and Parkways Program (PRP)

Public Lands Highway Program (PLH)

Refuge Roads Program (RRP)

¹⁷ Source: FHWA Tribal Transportation Planning provides planning and decision-making tools for tribal governments at: http://www.tribalplanning.fhwa.dot.gov/training_fund_module.aspx.

Federal-aid Highway Program (FHP)

Highway Funding Programs

- Congestion Mitigation and Air Quality Improvement Program (CMAQ)
- Equity Bonus Program (EBP)
- Ferry Boat Discretionary Program (FBD)
- Highway Bridge Program (HBP)
- Highways for Life Pilot Program
- High Priority Projects Program (HPP)
- National Corridor Infrastructure Improvement Program
- National Highway System (NHS)
- National Scenic Byways Program
- Projects of National and Regional Significance Program (PNRS)
- Transportation, Community and System Preservation Program (TCSP)
- Truck Parking Facilities Program

Flexible Funding Programs

- Surface Transportation Program (STP)
- STP - Transportation Enhancements (STP-TE)

Non-Motorized Funding Program

- Recreational Trails Program

Safety Funding Programs

- Alcohol-Impaired Driving Countermeasures Incentive Program (Section 410)
- Child Safety and Child Booster Seat Incentive Program (Section 2011)
- Highway Safety Improvement Program (HSIP)
- Motorcyclist Safety Program
- Occupant Protection Incentive Grant Program
- Safe-Routes-to-School Program
- Safety Belt Performance Program (Section 406)
- State and Community Highway Safety Grant Program (Section 402)

Public Transportation Programs

- Transportation For Elderly and Persons with Disabilities Program (5310)
- Rural and Small Urban Areas Program (5311)
- Job Access and Reverse Commute Formula Program
- New Freedom Program (5317)

Other Funding Programs

- Outdoor Recreation, Acquisition, Development and Planning Program
- Rivers, Trails and Conservation Assistance Program

Innovative Finance Methods

- Grant Anticipation Revenue Vehicle (GARVEE)
- Public Private Partnerships (PPP)
- State Infrastructure Bank (SIB)

VII. SOUTHEAST RURAL NEEDS – COMMUNITY & TRIBAL

In this section, we have identified community transportation projects in the work queue at the ADOTPF and those on community needs and priority lists (not in the State’s work queue).

A. ADOTPF Project Status Site - Projects in Process¹⁸

ACTIVE PROJECTS REPORTED ON ADOTPF SITE AS OF 1/30/10 CONSTRUCTION PHASE		
Community	Transportation Project	Status
POW	IFA Ferry Debt Repayment, AKSAS: 69022	\$3.17m programmed; \$352k balance
Craig	Craig-Klawock Hwy Resurfacing, AKSAS: 68784	\$3.9m programmed; \$339.9k balance
	Criag Road Improvements, AKSAS: 67878	\$855k programmed; \$534 balance
	Perm Traffic Recorder Repair, AKSAS: 67778	\$200k programmed; \$22.9k balance
	Union St Refurbishment, AKSAS: 68317	\$1.3m programmed; \$19.8k balance
	Sawmill Cr Culvert Replacement, AKSAS: 69081	\$671.3k programmed; \$81k balance
	Hns Hwy FT to Union St. Rehab, AKSAS: 72170	\$23.4m programmed; \$4.4m balance
	Sawmill Cr USFWS Culv Improv, AKSAS: 68684	\$50k programmed; \$0 balance
	Union St Util & 3 rd Ave Reconstr, AKSAS: 68623	\$793k programmed; \$30.2k balance
	Front St to Union St Rehab, AKSAS: 68948	\$2.2m programmed; \$305k balance
Klawock	Rwy, Taxiway, Apron Improv, AKSAS: 68164	\$5.5m programmed; \$793k balance
Pelican	Boardwalk Repairs Phase III, AKSAS: 68708	\$419k programmed; \$77k balance
	2005 Storm Repairs, Ferry Term, AKSAS: 69236	\$2.24m programmed; \$189k balance
Petersburg	Airport RSA Improv Stage II, AKSAS: 68329	\$5.24m programmed; \$1.1m balance
	Airport RSA Improvement, AKSAS: 68207	\$6.9m programmed; \$547.7k balance
	Mitkof Hwy-to Crystal Lk Pave, AKSAS: 68819	\$6.8m programmed; \$82.9k balance
	Mitigation Falls Cr Fish Ladder, AKSAS: 68843	\$198k programmed; \$28k balance
	Sandy Beach Dr Pavement Rehab, AKSAS: 68076	\$2m programmed; \$29.9k balance
Sitka	Granite Cr Br Attenuator, AKSAS: 67415	\$63k programmed; \$44k balance
	Utilities Upgrade (CBS), AKSAS: 68852	\$548k programmed; \$29.3k balance
	Indian River Rd Improv, AKSAS: 67733	\$2.54m programmed; \$572k balance
	Harbor Bridge Bearing Replac, AKSAS: 68945	\$1.5 programmed; \$21k balance
	Sawmill Cr/Halibut Pt Roundabout, AKSAS: 68999	\$1.9m programmed; \$181.4k balance
	Airport Slotted Drain, AKSAS: 67961	\$424k programmed; \$33.5k balance
	Indian Rv Rd Basic Bid ‘A’ RSA, AKSAS: 69299	\$540k programmed; \$88.9k balance
	Self-supporting Transmission Pole, AKSAS: 69059	\$118k programmed; \$10.7k balance
	Indian Rv Subdiv - Roads Improv, AKSAS: 68836	\$1.25m programmed; \$65 balance
	Indian Rv Rd Improvements, AKSAS: 69208	\$550.4k programmed; \$655 balance
	Airport Access Improvements, AKSAS: 68187	\$5.8m programmed; \$408k balance
Wrangell	Airport Rwy/RSA & Sp Pullout, AKSAS: 68167	\$30.3m programmed; \$2.3m balance
	Airport Contam Soil Cleanup, AKSAS: 69188	\$50k programmed; \$42.5k balance

¹⁸ Source: <http://www.dot.state.ak.us/stwdplng/projectinfo/index.shtml>.

ACTIVE PROJECTS REPORTED ON ADOTPF SITE AS OF 1/30/10 PRE-CONSTRUCTION PHASE		
Community	Transportation Project	Status
Study & SE Plan	North Panhandle Study: Eval surface access betw Sit-Ptg-Jnu & nearby villages. AKSAS: 67803	\$471.6k programmed \$16.8k balance
Access EIS	Connect WRG-PTS to BC Hwy 37, AKSAS: 68566	\$11.7m programmed; \$11.7m balance
Angoon	Ferry Terminal Improvements, AKSAS: 68502	\$700k programmed; \$ 321k balance
	Angoon Airport EIS, AKSAS: 68940	\$4.37k programmed; \$226.7 balance
Haines	Ferry Terminal Improvements, AKSAS: 68433	\$12.4m programmed; \$11.8m balance
	Haines Hwy MP 3.5-25.2, AKSAS: 68606	\$ 3.1 programmed; \$ 79.4k balance
	Hns Hwy Environ. Mon & Rem, AKSAS: 68004	\$355.7k programmed; \$ 64.7 balance
	Beach Rd & Front St. Imp., AKSAS: 69316	\$ 2.9m programmed; \$ 2.9m balance
	Front St. to Lutak Rd., AKSAS: 69327	\$ 850k programmed; \$ 850k balance
	Airport Right of Way, AKSAS: 68233	\$20.5k programmed; \$585 balance
	Haines Hwy MP 24 to Border, AKSAS: 68800	\$6.26m programmed; \$59.2k balance
	Ferry Terminal – Marine Structures, AKSAS: 69311	\$3.7m estimated
Hoonah	Ferry Terminal Improvements, AKSAS: 67813	\$3.18m programmed; \$ 2.75m balance
	Ferry Terminal Improvements, AKSAS: 69155	\$1.39m programmed; \$1.39m balance
	Paving Ferry Terminal to Airport, AKSAS: 68909	\$3.2m programmed; \$ 3.12m balance
	Ferry Terminal Marine Struc, AKSAS: 69311	\$ 3.8m programmed; \$ 3.8m balance
	Airport Runway Extension, AKSAS: 68303	\$3.782 programmed; \$3.393k balance
	Hoonah to Tenakee Inlet Road, AKSAS: 69149	\$ 200k programmed; \$ 64k balance
Hydaburg	Hyg Hwy Fish Passage Improv, AKSAS: 68026	\$30k programmed; \$29.1k balance
	Salmon River Road, AKSAS: 68602	\$6.73m estimated
	Causway Reconstruction, AKSAS: 69070	\$10m estimated
Kake	Kake to Ptg Rd & Shuttle FT, AKSAS: 68426	\$900k programmed, \$ 233k balance
	Jenny Cr Br Rpl./Constr Review, AKSAS: 69158	\$70k programmed; \$52.8k balance
Klawock	Kla to Hollis Pave Rehabilitation, AKSAS: 68688	\$451k programmed; \$35.2k balance
	Klawock Causeway Fish Passage, AKSAS: 69319	\$ 231k programmed; \$ 231k balance
	Klawock Airport Fill, AKSAS 68311	\$235k programmed; \$18,526 balance
	Cause Way Fish Passage, AKSAS: 79070	\$ 115k programmed; \$ 115k balance
Metlakatla	Walden Pt Rd & 2 FT, AKSAS: 72196	\$1.25m programmed
	Annette Bay Ferry Terminal, AKSAS: 69200	\$70k programmed; \$27.4k balance
	Walden Pt Rd & Ferry Terminals AKSAS: 72196	\$1.3m programmed; \$250.7k balance
Petersburg	Mitkof Hwy, FT South Resurf, AKSAS: 68242	\$7.396m programmed; \$ 23.8k balance
	Road Improvements, AKSAS: 67879	\$ 3.45m programmed; \$2.99m balance
	Mitkof Hwy Coastal Path Handrail, AKSAS: 68169	\$ 60k programmed; \$32k balance
	Airport RSA Ph III, AKSAS: 69360	\$350k programmed; \$334k balance
	S. Mitkof Hwy Fish Pass Improv, AKSAS: 68025	\$70k programmed; \$33.8k balance
	S. Mitkof Hwy Fiber Optic Insp, AKSAS: 68282	\$10k programmed; \$5k balance
Saxman	Surf St. Rehab.- S. Tongass, AKSAS: 67571	\$351k programmed; \$185 balance
Sitka	Airport RSA & Seaplane Improv, AKSAS: 69298	\$ 600k programmed; \$ 484k balance
	Sawmill Creek Road Upgrade, AKSAS: 68216	\$4m programmed; \$66.4k balance
	Halibut Pt Rd, Pave Rehab & Drg, AKSAS: 69351	\$ 800k programmed; \$ 789k balance
	Sawmill Cr/Halibut Pt Roundabout, AKSAS: 68943	\$921k programmed; \$263.2k balance
	Japonski Is. Util. & Rd. Improv, AKSAS: 68790	\$ 2m programmed; \$1.7m balance
Skagway	Dyea Br Rehab-Taiya River Br, AKSAS: 69275	\$1.5m programmed; \$1.49 balance
	Dyea Rd Improvements, AKSAS: 67424	\$377k programmed; \$155.3k balance
Wrangell	IFA Ferry Terminal, AKSAS: 68751	\$283k programmed; \$264k balance
	Utility Improvements, AKSAS: 67789	\$134k programmed; \$4.2k balance
	Road Improvements, AKSAS: 68828	\$3.5m programmed; \$2.98m balance
Yakutat	Airport Drg & Subsurf Invest, AKSAS: 68487	\$100k programmed; \$4.6k balance
	Areawide Paving, AKSAS: 68345	\$7.98m programmed; \$7.53m balance
	Dyea Road Improvements, AKSAS: 67424	\$3.178m estimated
	Yak Hwy Fish Passage Improv. AKSAS: 68027	\$30k programmed; \$27.5k balance

**ACTIVE PROJECTS REPORTED ON ADOTPF SITE AS OF 1/30/10
MAINTENANCE AND OPERATIONS PROJECTS**

Community	Transportation Project	Status
Haines	Hwy MP 19 Rock Slide Cleanup, AKSAS: 69296	\$40k programmed; \$40k balance
	Maint Sta Siding/Wind Repl, AKSAS: 68376	\$85k programmed; \$5k balance
Hydaburg	Hyg Hwy Curve Delineation, AKSAS: 67417	\$162k programmed; \$102k balance
Klawock	FY09 Maint Sta Door Replac, AKSAS: 69266	\$20k programmed; \$20k balance
Petersburg	FY09 Scow Bay Ship Overhead Door & Operator Replac, AKSAS: 69248	\$60k programmed \$36k balance
	FY09 Scow Bay Shop Entry Cover Replac AKSAS: 69260	\$7k programmed \$7k balance
SEA FY99	Jnu-Sit Public Fac Def Maint, AKSAS: 67677	\$504k programmed; \$6k balance
SEA FY06	Gustavus Harbor Maint, AKSAS: 69162	\$258k programmed; \$38k balance
SEA FY07	Gus-Ptg-Ktn-Sit Airport Snow Rem Equip AKSAS: 68971	\$1.2m programmed \$157k balance
SEA FY 08	Hns-Kak-Gus Airports Def Maint, AKSAS: 67955	\$325k programmed; \$195k balance
SEA FY08	Gus-Sit-Yak-Hns-Kla-Ska Airport Surface Maint AKSAS: 68332	\$499.5k programmed \$252.5 balance
SEA FY08	Ktn-Yak Snow Rem Equip, AKSAS: 67954	\$1.5m programmed; \$1k balance
SEA FY09	Yak-Sit-Kak-Wrg Airport Deferred Maint AKSAS: 68635	\$245k programmed \$43.3k balance
SEA FY09	Ktn-Hyg Pavement Rehab, AKSAS: 68835	\$1.67m programmed; \$250k balance
SEA FY09	Jnu-Hns-Wrg-Ptg-POW-Ska-Sit-Ktn Special Projects, AKSAS: 69027	\$350k programmed \$70.7k balance
SEA FY09	Gus-Kla-Ptg-Ska-Sit Fuel Tank Replac & SPCC Update, AKSAS: 68508	\$185k programmed \$185k balance
SEA FY09	Gus-POW-Sit-Ktn Non-NHS pavement markings, AKSAS: 68994	\$500k programmed \$99k balance
SEA FY09	Hns-Sit Snow Rem Equip, AKSAS: 69282	\$936k programmed; \$301k balance
SEA FY09	Jnu-Hns-Ska-Ktn-Sit Scenic View Enhancements AKSAS: 69063	\$201k programmed \$50.4k balance
SEA FY09	Kla-Kak Airport Def Maint, AKSAS: 69143	\$20k programmed; \$20k balance
SE Region	Jnu-Ska-Sit-Ktn-Wrg-Ptg MP & Designation Signs, AKSAS: 69072	\$113.4 programmed \$28.7k balance
SE Region	Jnu-Sit M&O Salt Brine Sys, AKSAS: 69276	\$120k programmed; \$11k balance
Sitka	Chip Seal Lake St, AKSAS: 69036	\$75k programmed; \$33.7k balance
	Court -Office Bldg Boiler Rep, AKSAS: 68206	\$150k programmed; \$0 balance
	Court-Office Bldg, Underground Storage Tank Repl, AKSAS: 68360	\$75k programmed \$0 balance
	FY09 Court-Office Bldg Fuel Pump Repl AKSAS: 69244	\$12.2k programmed \$9.7k balance
	"No Name" Bridge Repair, AKSAS: 68569	\$86k programmed; \$10k balance
Skagway	FY06 Drainage Repair, AKSAS: 67861	\$43.9k programmed; \$17.2k balance
	Maint Sta Land Acquis, AKSAS: 67890	\$120k programmed; \$143 balance
	FY09 Maint Sta Pot Water Sys Rep, AKSAS: 69268	\$25k programmed; \$25k balance
Yakutat	FY09 Sand-Chemical Bldg Boiler Burner & Day Tank, AKSAS: 69250	\$30k programmed \$22k balance
	FY09 Airfield Lighting Regulator & Elect Room Roof, AKSAS: 69262	\$45k programmed \$45k balance
	FY09 Maint Shop Roof Rep, AKSAS: 69279	\$15k programmed; \$15k balance

ACTIVE PROJECTS REPORTED ON ADOTPF SITE AS OF 1/30/10		
DESIGN PHASE		
Community	Transportation Project	Status
Angoon	Angoon Airport Master Plan	EIS in 2009; proposed airport construction 2010
Haines	Haines Highway Improvement	Upgrade hwy from MP 3.5 to 25.3.
Klawock	Klawock Airport Master Plan	Gather data to determine dev details/timeline.
Mid-Region Access	Mid-Region Access EIS (Bradfield Road)	Hwy corridor to connect Ketchikan, Wrangell, and Petersburg to the Cassiar Hwy in Canada.
Pelican	Pelican Boardwalk Repairs	\$400,000 in Sec. 1960 SAFETEA-LU funds.
Petersburg	Petersburg Airport Runway	Expand the Runway Safety Area at the Airport.
Sitka	Sawmill Creek Road Upgrade	Study betw Jeff Davis intersec & Sawmill Cr Br
Sitka	Sawmill Cr/Halibut Pt Roundabout	A single lane roundabout will be installed.

B. Community Transportation Projects Identified in STIP

The ADOTPF Statewide Transportation Improvement Program (STIP) and Needs List identify statewide priorities for transportation projects for the 2010 to 2013 period. Through an established process, the state DOT solicits or identifies projects from rural and urbanized areas of the state. Projects are selected for inclusion in the STIP based on adopted procedures and criteria. The department has made the improvement of NHS routes a state priority in allocating funds for the STIP.

In order to get a project funded a community must: discuss the project with a DOT planner; nominate the project to the STIP List along with a resolution from the elected local governing body; and have the project successfully scored by DOT regional and statewide offices. The State is currently accepting community nominations for the STIP List.

Borough Census Area	Project Listing	Cost	Status
Craig	Repay construction loan on IFA first ferry, the M/V Prince of Wales.	\$351k	\$351k in FY10
	Transit Service JARC Program: Job Access and Reverse Commute, FTA Section 3037	\$198k	\$198k in FY10
Haines Borough	Haines Terminal Mod: refurbish/replace sheet piles or replace w dolphin mooring-fendering system; construct end loading facility for ferries. Incl Bridge 0804 Haines FT Dock.	7.2m 18.2	\$9.8m in 2010
	Klehini Bridge Replacement/Transfer: Replace bridge, and upgrade approaches. Transfer to city upon completion.	5.575m	\$325k in FY10 \$250k in FY11 \$5.0m in FY13
	Haines Hwy MP21-25.3 Reconstruction & Chilkat Bridge #742 Replacement: Widen road; possible realignment; straiten curves to meet a 55 mph design speed; provide long-term solution to debris flow problems near MP 23.	53.83m	\$1.8m in FY10 \$1m in FY11 \$1m in FY12 \$26.2m in FY13 \$23.8 after FY13
Hoonah	Hoonah Marine Terminal Improv: replace aging/deteriorated marine structures; grated bridge replacement	3.824m	\$3.824m to be spent in 2010
Kake	Keku Road Rehabilitation from Church St incl Boat Harbor Spur Rd: pavement resurfacing, drainage improvements, subgrade repair, embankment stabilization, and riprap armoring	3.6m	\$310k in FY10 \$3.3m in FY 11

Klawock	Klawock-Hollis Pavement Rehab/Culvert Replac, MP 7.23-30.66: mitigate perched pipe culverts, repl culverts, repl failing pavement, resurf segments, pave FT and seaplane lot	20.6m	\$20.6m in FY10
	Community Streets Paving Project: Resurface 5.4 miles of community streets. Install a sidewalk by pubic school.	\$670.8k	\$670.8k in FY13
Pelican	Repair boardwalks in Port Alexander, Elfin Cove, and Pelican.	\$905k	\$905k in 2010
Petersburg	Haugen Dr & Bike Path Improvements: Reconstruct roadway/sidewalks from Nordic Dr to 8th St. Extend bike path to Sandy Beach Rd.	3.64m	\$380k in FY10 \$10k in FY11 \$3.25m in FY13
	Road Improvements: Resurface, grind, pave and related improvements, including drainage, to city streets	3.67m	\$560k in FY10 \$43.1m in FY11
SE Region	Repair boardwalks in Port Alexander, Elfin Cove, and Pelican.	905k	\$905k in FY10
Sitka	Sawmill Cr Rd Upgrade III: Reconstruct 1.8 mi of road from Whale Park to Sawmill Cove.	\$15.9m	\$15.9m in FY10
	Bus and Bus Facility Allocations, FTA Section 5309 SAFETEA-LU sec 3044 No. 616	\$91.3k	\$91.3k in FY 10
	Halibut Pt Rd Resurf, Drainage Improv & Br Replacement: Pavement rehabilitation, replace bridges #0327 & #0328.	15.1m	\$100k in FY10 \$15m inFY11
	Cross Trail Construction - High School to Baranof, Charles, Yaw and Pherson Sts: construction of 5,050 ft of (10ft on 12ft wide shot rock base) compacted gravel trail.	926k	\$50k in FY10 \$876k in F11
	Pub Trans Bus/Maint Fac: Build public trans bus/maint facility incl maintenance bays and bus wash.	\$6m	\$6m in FY10
Tenakee Spr	Denali - Tenakee Springs Terminal Improvements	\$450k	\$450k in FY10
Wrangell	Road Improvements: Reconstruct Front St in conjunction w municipally-funded utility improvements.	\$3.4m	\$3.4m in F&10
	Evergreen Rd Improv/Pedestrian Access: rehabilitate-widen road FT to airport, straighten curves, construct curbs, gutter and sidewalk, redesign electrical services.	4,127.5m	\$466.5k in FY13 \$3.66 after FY13
Yakutat	Areawide Paving: Resurface Airport Rd from MP 0 to MP 4. Work on Dangerous Ri Rd, Ocean Cape Rd, Max Italio Rd, Mallot Ave	\$5.28m	\$5.28m was paid on negative balance in 2010

C. Aviation Projects

Airport	3300 Ft	24 hr - PAPI & REIL	Runway edge lighting	Total Cost
Angoon	\$30,000,000	\$325,000	\$550,000	\$30,875,000

D. Community Transportation Projects in 2009 CEDS

Transportation-related projects that were identified by communities as priority projects in the 2009 CEDS Update are included in the table below.

Reg. & Comm.	Priority	Tribe	CEDS Strat.	Project	Contact	Est. Cost	Project Status	Pot. Fund Sources
Regional Priorities			1.1	AMHS Organizational Plan	SEC		Planning	AMHS, State
Prince of Wales	10		1.1	Island-wide Transportation Plan & Implementation System	POW Advisory Council	\$ 3m	Planning Funding Implem	STIP, USFS, ADOTPF
Haines	1		1.1.C	Boat Harbor Expansion	Haines Bor.	\$32m	Preconst. Design	Corps, RD, ADOTPF
	2		1.1.C	PH 2 Harbor Repairs & Upland Development	Haines Borough	\$3 m	Design, Construction	Federal, State & Local
	4		1.1.C	Road Development & Upgrades		\$24 m	All Stages	Local, AKDOT, Federal
	9		1.1.C	Port Chilkoot Waterfront Improvements		\$750 k	Design,	Federal, State, Local
	14		1.1.C	Lutak Port Development		\$17 m	Design, Construction	Federal, State, Other
Angoon	15		1.1.C	Ferry Terminal Upgrade	City	\$75k	Planning	Planning DOT/PF
			1.1.K	Road to Hood Bay		\$ 3 m	Construction	DOT/PF
Hoonah	3		1.1.C	Boat Haul Out	City	\$7.4 m	Phase 2 of 3 design/fund	City, EDA Grant, State
Kasaan	3		1.1.C	Kasaan Road, Goose Creek, Road Improvement	City	\$17.2k	Planning	DOT, BIA, FHWA,
	4		1.1.C	Tolstoi Bay Deep Sea Port Development			Funding Stage	City of Kasaan Thorne Bay
Klawock	3		1.1.C	Harbor Expansion			Conceptual Planning	AIDEA, COE, EDA, FWS, HUD, RD
	6		1.1.R	Sidewalk & Walkway from Klawock River to Bell Tower		\$1 m	Design	DOT/PF, BIA, RD
	8		1.1.C	Airport	City	\$5 m	Design	FAA, AIDEA, ADOTPF, EDA, RD
Metlakatla		1	1.1.C	Construction of Walden Point Road, Paving	Met Indian Comm	\$10 m	Construction	DOT/PF, USDA, RD, BIA, US Army
		13	1.1.C	Runway Preservation Measures		\$750 k	Planning	DOT/PF
		5	1.1.C	Emergency Road Preservation Repair		\$910k	Planning	DOT/PF
Pelican	5		1.1.C	Reconstruct Boardwalk	City	\$1.1m	Planning, Permit, Construction	Denali, ADOTPF
	6		1.1.C	State of Alaska Ferry Dock	City	\$800 k	Nominated to STIP	DOT/PF
	7		1.1.C	Road Drainage	City	\$25 k	Nominated to STIP	DOT/PF
	11		1.1.C	Boat Launch Ramp		\$1.2m	CIP list	DOT/PF, ADFG Sport Fish Div
	12		2.5.A	Airplane ramp		TBD	CIP list	DOT/PF
	14		1.1.C	Culvert diversion		\$70k	CIP list	DOT/PF
	15		1.1.C	Pile Support Deck Turnout		\$400k	CIP list	Denali, DOT/PF
Saxman	10	10	1.1.C	AMHS Sax Ferry Terminal, Ktkn-Met Transp Corridor	City	TBD	Planning	DOT&PF, IRR
	4	4	1.1.C	Roads & Housing Master Plan	Joint COS & IRA		\$25k Plan, \$1.5mRoads	THRHA, NAHASDA, IRR
	6	6	1.1.C	Waterfront Development		\$150k	Planning	EDA, ANA

								ADOTPF, FAA
Sitka	1		1.1.C	Airport Improvements	City	\$61m	Final EIS	
	1	1	1.1.C	Community Ride Public Transit & Maintenance Facility		\$4k/yr \$125k capital	In operation	FHWA, JARC, Ment Health Tr, Sections 5310 & 3511, IRR
Skagway	3		1.1.C	Renovation of Small Boat Harbor	Munic.	\$10 M	Planning, Design	Munic., State, Federal, Denali
	4		1.1.C	Port Development		\$35 M	Planning	Munic, State, Federal, Private
	5		1.1.C	Partial Penetrating Wave Barrier		\$3.5 M	Construction	Municip, State, Federal
	6		1.1.R	Main Street Sidewalk Replacement		\$1 M	Planning, Design	Munic, State
	8		1.1.C	Liarsville Bike Path		\$2 M	Planning	Munic, State
	9		1.1.C	AMHS Ferry Terminal Sidewalk/Gateway-Valley Walkway Connections		\$1.5 M	Design, Planning	Munic, State, Federal
	12	4	1.1.C	Road Upgrades	STC	TBD	Planning	STC, EDA, BIA
	13		1.1.C	Main Street Repaving		\$3 M	Design	Munic, State
Craig	1		1.1.C	Street Improvements	City	\$5.6 m	Final Design, Construction	ADOTPF, IRR, FHWA, Denali,
	3		1.1.C	Harbor Improvements	City	\$5 m	Planning, Des., Env. Review	ACE, DCCED, ADOTPF
	14		1.1.C	Port St. Nicholas Road Upgrade		\$6 m	Construction	BIA, DOT/PF, HUD, EDA
	17		1.1.C	Float Plane Terminal Access and Parking		\$200 k	Concept, Assessment	FAA, DOT/PF, RD, EDA
Petersburg	5		1.1.C	Commercial Dock Expansion/Repair	Ptg Ec Dev Coun	\$12m	Planning Construction	Federal, State, Local
	8		1.1.C	Airport By-Pass Road		\$9 m	Feasibility	Federal, State, Local
	1			Scow Bay Marine Services Development		\$6.0 m	Feasibility / Design	Federal, State, Local
	2		1.1.C	Commercial Dock Expansion/Repair		\$12m	Planning Construction	Federal, State, Local
Skagway	9		1.1.C	AMHS Ferry Terminal Sidewalk/Gateway-Valley Walkway Connections	City	\$1.5 m	Design, Planning	Municipal, State, Federal
Wrangell	2		2.1.E	Evergreen Road Rehab, Sidewalk construction to Petroglyph Beach	City & Bor.	\$1m	Planning	City, IRR
	11		1.1.L	Bradfield Road/AK-BC Intertie		\$5 m	Need EIS	
	14		1.1.C	Marine Service Center Upgrades (land improvements, utilities, storm water)	City & Bor.	\$2.554 m	Construction	
	15		1.1.C	Harbor Improvements: Floats, piers and uplands				
	21		1.1.C	Port Staging Area Fill/IFA Terminal	City & Bor.	\$4 m	Funding, Design	
	22		1.1.R	Etolin Road/Hemlock/Shaqteen Road and Sidewalk Rehabilitation			Design	City, IRR
	24		1.1.C	Heritage Harbor Phase III Construction		\$4m	Construction	
	25		1.1.C	City Dock Improvements (cruise dock repair, catwalk ext, wastewater, summer float, upland improvements)		\$4.1	Funding, Construction	State Head Tax
	37		1.1.C	S. Wrangell Terminal and Fool's Inlet Road Improv			Concept	
Yakutat	5		1.1	Construct and Maintain Local Roads	CBY	\$1 to 3 m	Planning	BIA, IRR, FHA ADOTPF, Denali
	7		1.1	Boat Harbor Improvements (restrooms, fuel dock)		\$2.92 M	Funding, Construction	DCCED, USFS RAC

E. IRR Inventory and Projects

The Indian Reservation Roads (IRR) Program is included as part of the Federal Lands Highway Program (FLHP) and receives its funding under Section 204 of Title 23. Tribes use IRR funds to support transportation projects. As of April 13, 2010, CCTHITA, and the Douglas and Saxman Tribes had scheduled paving/resurfacing projects in the Juneau-Douglas area and a signage project in the Saxman area.

Tribe/Community	Project	Project Amount	Fund Source
CCTHITA, Juneau	Resurfacing, Cooperative CBJ	\$368,636.0	IRR/ARRA
DIA, Douglas	Resurfacing, Cooperative CBJ	\$74,773.00	IRR/ARRA
OVS, Saxman	Tlingit Signage, Var. local streets	\$38,180	IRR/ARRA

F. Preliminary Tribal Priority Projects – Marine Transportation

Angoon - Ferry & Airport Terminal Buildings
Kake - Ferry & Airport Terminal Buildings
Pelican - Ferry & Airport Terminal Building
Tenakee- Ferry & Airport Terminal Building
Yakutat - Ferry Terminal Building

Projected Cost for Preliminary Needs¹⁹ - For plan purposes, we have used a cost of \$1.0 million per rural facility. We have conservatively listed the total cost of preliminary projects at \$5 million. These projects will be reaffirmed by the communities before activated. The costs will adjust project design begins.

¹⁹ Figures are based on historic budget figures and excerpted from the CCTHITA Long Term Transportation Plan.

VIII. EXAMINATION OF STATE TRANSPORTATION POLICIES

This section is based on information contained in the *Alaska Statewide Long Range Transportation Policy Plan*, also called ‘*Lets Get Moving 2030*’. The plan, recently finalized, sets out guidelines, goals and strategies that will guide the State’s transportation activities up through year 2030. Regional plans, sub-tier plans, and supporting studies were examined as well.

A. Alaska Department of Transportation and Public Facilities

Passengers and freight travel in Alaska via infrastructure and services provided by government and private industry. ADOTPF owns and operates highways and bridges, the Alaska Marine Highway System, and airports. The State’s responsibilities are to preserve the value of the nation’s large capital investment, operate and maintain the system safely, and plan for its further development. By order of priority, funds are allocated to these major transportation programs:

- NHS, the National Highway System. These are federally designated highways, ferries, and ferry terminals that are the state’s core surface transportation system.
- AHS, the Alaska Highway System. Highways and ferry service that are secondary to the NHS, but link communities and are otherwise of regional significance.
- CTP, the Community Transportation Program. These are local roads, streets, and transit systems. Many are locally owned, but most high-volume routes remain state-owned.
- TRAAK, Trails and Recreational Access for Alaska. This includes trails, pedestrian access, waysides, and similar improvements that enhance roadways and community transportation in general.

Transportation System Plans –The State’s various regional and local plans and project lists (STIP) are a part of the *Alaska Statewide Long Range Transportation Policy Plan*. ADOTPF Southeast Region has completed the alternatives scoping process for the *Southeast Alaska Transportation Plan (SATP)* and is now preparing the draft plan.

B. State Mission and Vision

The mission of the Alaska Department of Transportation and Public Facilities is to provide for the safe movement of people and goods and the delivery of state services. The Department of Transportation and Public Facilities plans, designs, constructs, operates and maintains quality, safe, efficient sustainable transportation and public facilities that meet the needs of Alaska’s diverse population, geography and growing economy.

C. State Transportation Policies

State Policy 1: Develop the multi-modal transportation system to provide safe, cost-effective, and energy-efficient accessibility and mobility for people and freight.

State Policy 2: Establish statewide strategic priorities for transportation system development funding.

State Policy 3: Apply the best management practices to preserve the existing transportation system.

State Policy 4: Increase understanding of and communicate ADOT&PF's responsibilities for system preservation as the owner of highways, airports, harbors, and vessels.

State Policy 5: Ensure the efficient management and operation of the transportation system.

State Policy 6: Use technology and Intelligent Transportation Systems where cost-effective to ensure the efficient operation of the transportation system, accessibility, and customer service.

State Policy 7: Identify system development needs that address travel demand growth, economic development, and funding strategies through regional and metropolitan plans.

State Policy 8: Preserve and operate Alaska's multi-modal transportation system to provide efficient reliable access to local, national, and international markets.

State Policy 9: Increase the safety of the transportation system for users of all modes.

State Policy 10: Work with federal, local, and state agencies to provide a secure transportation system and emergency preparedness for all modes.

State Policy 11: Preserve the integrity of the ecosystems and the natural beauty of the state, limit the negative impacts and enhance the positive attributes – environmental, social, economic, and human health – of an efficient transportation system.

State Policy 12: Support energy conservation, specifically in our consumption of fossil fuels, as a matter of national security and to address climate change.

State Policy 13: Develop transportation plans in close coordination with local communities to ensure transportation investment decisions reflect Alaskans' quality of life values.

State Policy 14: The statewide plan will provide the analytical framework from which ADOT&PF sets investment priorities.

D. Strategic Priorities – Surface Transportation System Development

ADOTPF allocates funds to the National Highway System (NHS), the Alaska Highway System (AHS), the Community Transportation Program (CTP), and Trails and Recreational Access for Alaska (TRAAK) in this priority order. How these systems are ranked plays a role in project selection. Alaska's NHS is the most important surface transportation network.

Strategic Priority 1 - Complete the modernization of the National Highway System to current standards to address safety and connectivity.

Strategic Priority 2 - Address demand-driven urban capacity on the most congested highways in Alaska.

Strategic Priority 3 - Replace ferries and transit vehicles that are old and no longer cost-effective.

Strategic Priority 4 - Add strategic new system links to improve connectivity and reduce ferry links.

Strategic Priority 5 - Improve selected Alaska Highway System links to enable economic development.

Strategic Priority 6 - Other strategic capital needs.

Strategic Priority 7 - Alaska Gasline Inducement Act (AGIA) transportation improvements.

Strategic Priority 8 - Removal of spring weight restrictions on Parks.

Strategic Priority 9 - Transportation improvements in rural Alaskan villages.

E. Strategic Goals – Airports System Development

Strategic Goal One: 24-hour Medivac capability for targeted airports.

Strategic Goal Two: Address seasonal closures impacting targeted airports.

Strategic Goals Three: Participation and Partnership with FAA Initiatives.

F. Statewide Strategies and Actions

Strategy 1: Prioritize needs through an integrated planning process that evaluates choices and guides investment decisions based on fiscal realities.

Action 1.1. Allocate resources between categories of need: fund routine maintenance activities at current levels; fund preservation and life cycle management at current levels; fund system development by applying the balance of available funds to this category of need.

Action 1.2. Prioritize resources within categories of need – target system development to meet statewide plan development priorities: continue the modernization of the National Highway System in Alaska to meet contemporary design standards for mobility and safety; provide demand-driven capacity to accommodate growth; use the regional and MPO planning process to evaluate and propose the most beneficial projects; fund MPO and ADOTPF regional plan priorities first.

Action 1.3. Revisit and prioritize system plans.

Action 1.4. Establish a system plan for ports and harbors.

Strategy 2: Manage for results and apply resources effectively through the application of best practices. This strategy is for ADOTPF to institute a focus on the most strategic needs in the process through which funds are allocated.

Action 2.1. Align ADOT&PF's programs and budgets with policy goals.

Action 2.2. Establish a core set of performance measures to monitor performance against plan goals.

Action 2.3. Apply life cycle management best practices to the selection of pavement treatments – avoid “worst first.”

Action 2.4. Implement pavement management system analytical capabilities.

Action 2.5. Evaluate the future funding and business practices of AMHS.

Action 2.6. Establish a level of service based approach to maintenance and operations planning and budgeting.

Action 2.7. Streamline and further integrate planning and environmental analysis to improve the project delivery process.

Action 2.8. Implement new technologies such as Intelligent Transportation Systems and other tools to improve transportation system productivity.

Action 2.9. Establish a coordinated transportation task force to ensure the efficient use of public transportation resources.

Action 2.10. Improve opportunities for public input and awareness, including providing timely information, and more options for influencing agency decisions.

Strategy 3: Constrain Needs: Integrate the regional, metropolitan, local area, and special transportation plans, set more modest twenty-year goals for system development, and look toward new solutions to meeting future travel demands.

Action 3.1. Address context and affordability in design decisions.

Action 3.2. Target surface transportation finance responsibilities on the National Highway System, Alaska Highway System, and other high-functional class routes.

Action 3.3 Implement the process and methods required for the early identification and evaluation of environmental outcomes in regional and modal planning.

Action 3.4. Reclassify and privatize industrial and resource roads.

Action 3.5. Preserve transportation corridors in high growth areas through corridor management planning, advance acquisition of right-of-way, and coordination with land use planning.

Action 3.6. Pursue demand management and multi-modal solutions where applicable.

Action 3.7. Transfer ownership of local roads to local communities.

Strategy 4: Increase Revenues. Provide a new approach to supplement federal funds; the strategy is to pursue a portfolio of actions to increase revenue.

Action 4.1. Pursue state funding mechanisms.

Action 4.2. Evaluate AMHS to identify mechanisms for increasing revenue.

Action 4.3. Establish rural transportation infrastructure bank.

Action 4.4. Pursue local funding mechanisms.

Action 4.5. Evaluate establishing a program for ADOT&PF to levy traffic impact fees.

Action 4.6 Evaluate applicability of tolling and HOT lanes to meeting travel demand needs in heavily traveled corridors.

Action 4.7 Reinstigate the Local Service Roads and Trails Program or a similar state-funded mechanism.

IX. BASELINE ASSESSMENT OF EXISTING TRANSPORTATION SYSTEM²⁰

The analysis addresses the surface, marine, and air transportation facilities that ADOT&PF is responsible for and assesses the current use, condition, and performance of the different elements of this statewide system. Our assessment relies on the State’s own examination and analyses carried out in support of the statewide plan. Analysis, measurement, and approach details are provided in the statewide plan’s *Technical Appendix: System Level Needs Analysis and Finance Analysis*.

A. The State Transportation System Today

Passengers and freight travel in Alaska via infrastructure and services provided by government and private industry. ADOT&PF owns and operates highways and bridges, the AMHS, and airports. Transit service is provided by local entities with some support from the state. Marine ports and some airports are owned and operated by other units of government. Freight rail infrastructure is provided by Alaska Railroad (a public corporation). Aviation services, marine and highway freight services, and some roads are provided by private enterprise and are an integral part of the transportation system.

1. Highways and Bridges

Highways - ADOT&PF is responsible for most of the roads in the state except for some local and CTP roads. There are 14,821 lane miles of state-owned road. Of the 14,800 miles, 10,758 lane miles are paved and 4,063 are unpaved.

Region	System Class	Paved Lane Miles	Unpaved Lane Miles
Northern	NHS	3,825	423
	Non-NHS	1,403	2,714
	Region Total	5,228	3,137
Central	NHS	2,491	0
	Non-NHS	1,711	760
	Region Total	4,202	760
Southeast	NHS	287	0
	Non-NHS	1,041	166
	Region Total	1,328	166
TOTAL	NHS	6,603	423
	Non-NHS	4,155	3,640
Total NHS/Non-NHS Miles		10,758	4,063

Based on the Remaining Service Life (RSL) data available, it was determined that there is a current backlog of 2,426 lane miles that require immediate reconstruction. This represents 22% of the paved road system in the state. The following table contains statewide condition information on roads by region.

²⁰ Source: *Let’s Get Moving, Alaska Statewide Long-Range Transportation Policy Plan* and its *Technical Appendix: System Level Needs Analysis and Finance Analysis*.

Region	System Class	Lane Width <12 ft.	Lane Width >12 ft.	High IRI %	High Rutting %	High IRI & Rutting	Average RSL
Northern	NHS	45	1820	20%	1%	0%	8
	Non-NHS	158	1472	8%	1%	1%	10
Central	NHS	19	750	4%	23%	1%	4
	Non-NHS	91	845	4%	26%	3%	5
Southeast	NHS	3	134	13%	8%	6%	6
	Non-NHS	31	292	13%	5%	1%	9
Statewide	NHS	67	2703	13%	10%	1%	6
	Non-NHS	280	2608	8%	12%	2%	8
Totals		347	5312	11%	11%	1%	7

Life Cycle Management/Routine Maintenance: The current pavement management practice is “worst first”, which means funds are directed to the roads in the worst condition. Under a planning level analysis *extremely conservative* estimate, the current routine maintenance is under funded by \$35.6 million per year. In order to catch up with inflation, routine maintenance expenditure levels would have to increase by 51% in the first year and 3% thereafter. Given the current funding levels, needs, and maintenance practice, the current backlog will keep growing.

Bridges - ADOT&PF owns and maintains about 1,000 bridges across the state. Some 47% of these bridges are in the Northern region; about 36% are on the NHS, while the rest are off the NHS. Of these bridges, 11.5% are functionally obsolete by FHWA standards, and about 12% are structurally deficient. In Southeast on the NHS, 4 bridges are structurally deficient and 12 are functionally obsolete. On Southeast Non-NHS, 22 bridges are structurally deficient and 25 are functionally obsolete.

The goal for bridges has been set to ensure that there are no structurally deficient bridges in the state. Based on this goal, the model shows that bridge life cycle management needs are an average of \$28 million per year over the next 23 years.

Total Highway and Bridge Needs		
	Total Needs (\$ Millions)	Annual Needs 2007 \$Millions
System Development	\$12,699	\$552
Life Cycle Management - Highways	\$8,435	\$367
Life Cycle Management - Bridges	\$644	\$28
Routine Maintenance	\$2,402	\$104
Total System Needs (\$Millions)	\$24,180	\$1,051

2. Alaska Marine Highway System

The AMHS is a critical part of Alaska’s transportation system and the service it provides is part of the National Highway System. There are a number of non-state operated ferry services in

Alaska, including the IFA in southern Southeast. These services form an integral part of the transportation infrastructure. The AMHS carries about 300,000 passengers and 100,000 vehicles every year on their 11 vessel fleet. For rural southeast communities, ferry service is their highway, providing connections to other communities and beyond. The 5 mainline ferries are (year built): Taku (1963), Malaspina (1963), Matanuska (1963), Columbia (1974); and Kennicott (1998). The 5 feeder vessels are: Tustumena (1964), LeConte (1974), Aurora (1977), Fairweather (2004), Chenega (2005). The Lituya is a local vessel built in 2004.

System Development: Terminal addition/replacement needs are expected to be \$10m/year based on the regional plans. There are no plans to increase system-wide AMHS service. Zero vessel additions mean no new shuttle vessels. Life Cycle Management: Four AMHS vessels must be replaced before 2030 at a cost of \$150 million per vessel or an average of \$26 million per year over the 20-year planning horizon. The cost of regular vessel refurbishment/recertification is expected to be around \$23 million per year.²¹ Maintenance and Operations: The average operating cost (3 years) is \$120 million per year; the amount is expected to increase to about \$131 million per year in FY 2007. The average revenue (3 years) is \$48.4 million per year. The statewide plan recognizes that a continued general fund subsidy will be required to maintain the current level of service.

3. Ports and Harbors

Alaska's ports and harbors are critical for the import/export of goods and bulk commodities. Starting in 1984, ADOT&PF began to divest itself of its waterfront infrastructure facilities. Local governments, in exchange for the payment of deferred maintenance funds, took over ownership and responsibility for many of these important port and harbor facilities; 95 public port and small boat harbor facilities are now under local ownership.

There are a total of 476 public and private ports and harbors in Alaska: 240 in southeast; and 236 in southwest and western Alaska. Of the 123 ports and harbors that are public, ADOT&PF owns 28 harbor/refuge float facilities. In the southeast region:

- Angoon Dock and Harbor are operated by the City of Angoon
- Baranof Float is operated by ADOTPF
- Coffman Cove Harbor is operated by City of Coffman Cove
- Craig Dock is operated by the City of Craig
- Craig North Cove and South Cove Harbors are owned and operated by the City of Craig
- Edna Bay Refuge Float is operated by ADOTPF
- Elfin Cove Inner Harbor and Outer Harbor are operated by the Community of Elfin Cove
- Entrance Island Refuge Float is operated by ADOTPF
- Juneau Area is operated by ADOTPF
- Haines Area is operated by the City of Haines
- Helm Bay Refuge Float is operated by ADOTPF
- Hollis Float is operated by ADOTPF
- Hydaburg Harbor is operated by City of Hydaburg
- Hyder Harbor is operated by ADOTPF

²¹ Source: 2006 AMHS fleet survey conducted by The Glostien Associates.

- Kake Dock and Float and Portage Cove Harbor are operated by City of Kake
- Kasaan Float is operated by ADOTPF
- Ketchikan Area is operated by City of Ketchikan
- Klawock Dock and Harbor are operated by City of Klawock
- Metlakatla Dock and Harbor are operated by City of Metlakatla
- Myers Chuck Harbor is operated by ADOTPF
- Pelican Harbor is operated by City of Pelican
- Petersburg Area is operated by City of Petersburg
- Point Baker Float is operated by ADOTPF
- Port Alexander Inner and Outer Harbor are operated by ADOTPF
- Port Protection Floats are operated by ADOTPF
- Sitka Area is operated by City and Borough of Sitka
- Skagway Harbor is operated by City of Skagway
- Tenakee Springs Harbor is operated by City of Tenakee Springs
- Thorne Bay City Harbor is operated by the City of Thorn Bay
- Wrangell Area is operated by the City of Wrangell
- Yakutat Harbor is operated by the City of Yakutat

The majority of Alaska’s public ports and harbors have steadily deteriorated due to lack of funding for upkeep and improvement. The U.S. Army Corps of Engineers provides some assistance for planning, design, and construction of port and harbor facilities and channel navigation improvements. Communities can also apply for Municipal Harbor Facility grants for match dollars for projects. This state program has a limit of \$5 million per project and is only funded at \$10 million a year.

4. Freight

Most goods shipped to and from Alaska move by way of intermodal transportation systems. The relative lack of roads means that air and water transportation are significantly more important in Alaska than in the U.S. as a whole. It also means that a high portion of trips taken in the state and between Alaska and outside destinations use more than one mode. Heavy or bulky commodities are more likely to move by barge than by air in the remote areas in Alaska. Most household items, food, and consumer goods are shipped from Tacoma or Seattle by container ship, barge, or roll-on, roll-off vessel. If the freight is bound for a community connected to the highway system, the freight often completes its journey in trucks.

While there have been some improvements, the majority of Alaska public ports and harbors have steadily deteriorated due to lack of funding for upkeep and improvement. As population has grown, so have the demands for marine shipping, and the need for regular maintenance and periodic expansion of port and harbor facilities. Poorly maintained port facilities limit delivery capacities and increase the risk to the carrier, resulting in higher shipping fees and delivery via alternate, more expensive, modes.

5. Aviation

Air transportation is a critical part of Alaska’s transportation system given the distances between population centers. There are 280 public owned, public used airports in Alaska. FAA provides

air traffic control and regulates for safety. Commercially scheduled services and general aviation are provided by the private sector. This is the statewide aviation system in summary:

- 280 public owned, public use Alaska airports
 - 256 DOT&PF
 - 24 local
- ADOTPF owned:
 - 2 International (Anchorage & Fairbanks)
 - Alaska Rural Airport System (all other 256 airports)
- Alaska Rural Airport system: 256 use airports, seaplane bases/landing areas include:
 - 173 gravel, 45 paved, 37 seaplane, 1 heliport
 - 38 Community Class airports have RWYs < 3,000' (22 have RWYs < 2,500' & 9 have RWYs < 2,000')
 - 28 Community Class airports have no permanent runway edge lighting.
 - Practically all Community Class Airports have at least emergency lighting
 - 20 certificated airports

FAA provides 95% of the funding for airport development through its *Airport Improvement Program (AIP)*, which is supported by the *Airport & Airway User Trust Fund*. Monies for that Fund come primarily from aviation fuel taxes plus the 10% tax on domestic air fares. Following is the historic AIP allocation from 2003 to 2008:

FFY 2003 – 08 AIP Allocation Comparison Nominal Funding (In Millions, Not Inflation Adjusted)					
Fiscal Year	FAA/AIP Allocation*	AIAS (International)	Percentage Allocation	ARAS (Rural)	Percentage Allocation
2003	\$171.0	\$44.5	26%	\$126.5	74%
2004	\$206.0	\$53.6	26%	\$152.4	74%
2005	\$184.0	\$40.5	22%	\$143.5	78%
2006	\$197.0	\$49.3	25%	\$147.7	75%
2007	\$173.0	\$50.2	29%	\$122.8	71%
2008	\$210.0	\$66.5	32%	\$143.5	68%

*Does not include the local share.

Also in 2008, a total of \$1.33 million in needs were identified for the Rural Airport System.²²

Primary Airports:

Airfield Imp -- \$364 M
 Buildings -- \$56 M
 Equipment -- \$7 M
 Subtotal-- \$427 M

Non-Primary Airports:

Airfield Imp -- \$840 M
 Buildings -- \$53 M
 Equipment -- \$13 M
 Subtotal -- \$906 M

An average of 67% of runways are below the standard threshold of 60; 41% of aprons fall below standard; and 36% of taxiways are below standard. That meant that there was a significant

²² Alaska DOTPF Rural Airport System Overview, October 22, 2008 by R. Maggard, Airport Development Manager, ADOTPF.

backlog of airport pavements needing immediate rehabilitation work to maintain proper level of service.

In the southeast region, there are 20 registered airports, 41 registered SPBs, and 10 registered helicopter facilities both publicly and privately owned (source: FAA 5010 database). In 2008, ADOTPF assessed existing conditions and future needs for aviation in Southeast Alaska through the Southeast Region Aviation System Plan (part of the SATP). This chart provides a snapshot of those needs. Areas where needs are unmet are highlighted in yellow:

Southeast Region – Short-Term Facility Needs												
Airport	Runway	RSA	Veget. Penetr.	Runway Taxi Apron	Runway Lighting Markings	Parallel Taxiways	Apron(A) ULD Hardstand(H)	Lease Lots Utilities	Terminal Parking Restrms.	Roads Fencing	Fuel	M&O
Gustavus	MN	DMP	MN	DMP	MN	MN	DMP(H) DMN(ULD)	DMN(U)	DM(R)	MN	MN	MN
Haines	MN	MN	DMP	DMP	MN	MN	MN	MN	DMN(R)	DMN	MN	DMP
Hoonah	DMP	MN	DMP	MN	MN	MN	DMP(A)	DMP(LL)	DMN(R)	DNN	DMN	MN
Juneau	MN	DMP	MN	MN	DMP	DMP	DMP(A)	DMP(LL)	DMP	DMP	MN	DMP
Kake	MN	MN	MN	MN	MN	MN	MN	MN	DMP(R)	MN	DMN	DMP
Ketchikan	MN	MN	MN	MN	MN	MN	DMP(A,H) DMN(ULD)	DMP(LL)	DMP(P)	MN	MN	MN
Klawock	MN	MN	DMP	MN	MN	MN	DMN(A)	DMP(U)	DMN(P)	MN	MN	MN
Petersburg	MN	MN	MN	MN	DMP	MN	DMP(H,ULD)	MN	MN	MN	MN	MN
Sitka	MN	DMP	MN	DMP	DMP	DMP	DMP(H) DMN(H,ULD)	DMP(LL)	DMN(TP)	MN	MN	MN
Skagway	MN	MN	MN	MN	MN	MN	MN	MN	DMN(R)	MN	MN	DMN
Wrangell	MN	MN	MN	MN	MN	MN	DMN(H,ULD)	DMN(U)	MN	MN	MN	MN
Yakutat	DMN	MN	DMP	DMN	DMN	MN	DMN(ULD)	MN	MN	MN	MN	MN

MN=Meets needs, DMP=Doesn't meet needs, but project planned, DMN=Doesn't meet needs and no project planned, Total needs unmet=highlighted

6. Bicycle and Pedestrian Facilities

While ADOT&PF has a bike and pedestrian plan that is part of the statewide long-range transportation plan, it does not provide any funding for those activities. Section 1401 of SAFETEA-LU authorizes funding for bicycle and pedestrian facilities through the DOT Federal Highways Administration. Those funds go to the State's *Alaska Safe Routes to School Program*, which funds local initiatives that make it safer for children to bicycle and walk to school.

7. Public Transportation

Anchorage, Juneau, and Fairbanks operate conventional fixed-route bus systems, while other communities operate demand-responsive service. Transit receives no state assistance for operations or capital programs. Public transportation is funded through federal surface transportation funds. To be eligible, communities must develop coordinated public transit-human services transportation plans that satisfy FTA planning requirements (49 U.S.C. 5310, 5316, 5317).

Transit ridership has been increasing on a statewide basis. In 2006, 6.5 million one-way trips were taken. Alaska Public Transportation Management System data indicate that statewide

transit capital needs in the next eight years will include 85 fixed route buses, 280 paratransit vehicles, and 55 cars, trucks and other support vehicles, and a number of passenger and vehicle shelters.

8. Railroads

While railroads play a minimal role in Southeast Alaska, they play an important statewide role in shipping freight to marine ports and are part of the tourist infrastructure providing access to Denali National Park and beyond. There are 632 total railway miles in Alaska; 611 public miles are owned by the Alaska Railroad Corporation and 21 are privately owned by the White Pass and Yukon Route Railroad providing links into Canada.

B. State Surface Transportation Development Priorities

Strategic Priority 1 - Complete the modernization of the National Highway System to current standards to address safety and connectivity: the Sterling Highway in the Cooper Landing area, the Glenn Highway from Kings Rivers to Cascade, the Seward Highway from Snow River to Trail River, segments of the Richardson Highway between Delta Junction and Gakona Junction, and the Dalton Highway. Other NHS Needs: segments of the Parks Highway between Houston and Fairbanks; segments of the Alaska Highway between Delta Junction and the Yukon border, including replacement of obsolete bridges; selected segments of the Glenn, Haines, and Seward Highways. The cost will be ~\$1.5 billion.

Strategic Priority 2 - Address demand-driven urban capacity on the most congested highways in Alaska: the Glenn–Seward highway-to-highway connection in Anchorage; widening Seward Highway in Anchorage; widening Parks Highway between Lucus Road and Big Lake Road; widening/realignment of the Palmer-Wasilla Highway, Trunk Road, Wasilla-Fishhook Road, Knik-Goose Bay Road, and Seward Meridian Road; and construction of a new through-route south of Wasilla parallel to the Parks Highway. The cost will be ~\$1.6 billion.

Strategic Priority 3 - Replace ferries and transit vehicles that are old and no longer cost-effective: retire the fleet's 4 oldest vessels; build new vessels/infrastructure to support future operations; transition to shuttle ferry service. This will cost ~\$600 million. The cost to upgrade/replace transit capital assets is ~\$75 million over the next 10-15 years for systems in Anchorage, Matanuska-Susitna, Juneau, Fairbanks, and other communities with transit systems.

Strategic Priority 4 - Add strategic new system links to improve connectivity and reduce ferry links. Focus will be: Knik Arm Crossing connecting Anchorage with Point MacKenzie (\$150m); Juneau Access connecting Juneau with the state road system at Haines and Skagway including dayboat ferry connections to Haines and Skagway (\$350m); and a rail connection between Port MacKenzie and the Alaska Railroad (\$200-300m).

Strategic Priority 5 - Improve selected Alaska Highway System links to enable economic development: reconstruct Taylor Highway MP64 to the border; realign/upgrade Pasagshak Road; realign/upgrade Kodiak Island; road projects in Southwest Alaska include improvements to Williamsport-Pile Bay Road, completion of the Iliamna-Nondalton Road and improvements in the Chigniks. The cost will be ~\$300 million.

Strategic Priority 6 - Other strategic capital needs: many segments of the Parks Highway between Houston and Fairbanks; many segments of the Alaska Highway between Delta Junction and Yukon border, including replacement of obsolete bridges; and selected segments of the Glenn, Haines, and Seward Highways. The cost will be ~\$350 million.

Strategic Priority 7 - Alaska Gasline Inducement Act (AGIA) transportation improvements. The process established in the AGIA legislation to select a team to design, build, finance, and operate the gasline was underway as the 2030 Plan was adopted. The route chosen likely will follow the Dalton, Richardson, and Alaska Highways in Alaska and then the Alaska Highway through Canada. As this develops, the ADOT&PF will be a participant to further identify necessary physical improvements to the transportation system. The costs are unknown as yet.

Strategic Priority 8 - Removal of spring weight restrictions on Parks Highway by rebuilding the subgrade/pavement in sections to allow the highway to be used year-round without weight restrictions. The cost will be ~\$100 million.

Strategic Priority 9 - Transportation improvements in rural Alaskan villages. In partnership with other agencies, ADOTPF will support/coordinate with the following programs to improve transportation and mobility for Alaskans living in off-road villages (no projected costs):

- Community Transportation Program to improve village roads with emphasis on roads to airports and cooperative efforts for roads to water/waste disposal facilities.
- Airport improvements made under the Aviation Improvement Program on village airfields with substandard facilities.
- Denali Commission transportation improvement projects (roads and docks).
- BIA funded transportation projects in villages 50%+ Alaskan Native population.
- Local Service Roads & Trails Program for state-funded village road projects.

C. State Airports Development Priorities

Strategic Goal 1 - 24-hour Medivac capability for targeted airports: runways must support 24-hour operations by fixed wing aircraft; runway lighting must support 24-hour operations by fixed wing aircraft; where runway lighting is not available or practical, helicopter landing zones must be identified and helicopter landing zone lighting provided. The total needs are about \$289-310 million for runways and \$21 million for lighting.

Strategic Goal 2 - Address seasonal closures impacting targeted airports: 13 airports experience seasonal closures due to heavy snow, heavy rain, damage from the coastal surf, or high winds, which damage runways compromising landing safety and causing shut downs. The cost will be ~\$123 million.

Strategic Goal 3 - Participation and Partnership with FAA Initiatives: ADOT&PF participates as a partner and grant recipient in the FAA NextGen Program, which is intended to accelerate the implementation of modern technology to improve safety.

Strategic Goal 4 - Other Strategic Considerations: The Postal Service has identified 5 new proposed designated postal hubs at airports. Designation would increase maintenance and

operations costs to meet the increased level of service necessary for year round landing. The proposed hub airports would also need capital improvements to accommodate larger aircraft.

D. Southeast Alaska Transportation Plan (SATP)

The SATP is one of a series of region-wide multi-modal transportation plans that are components of the statewide transportation policy plan. The SATP is currently being updated. The 2030 statewide plan lists southeast system development needs at \$1.358 billion over the 20-year plan horizon.

2010 SATP Update (in process):

Assumptions: \$30 million per year new construction (\$5m for new airports; \$25m for new/extended roads and ferry/terminal improvements); and \$50 million per year for refurbishment/deferred maintenance (\$10m for airport improvements; \$15m for SE ferry improvements; \$25m for roadway improvements, including local roads on state system).

Results: System improvement implementation plans (all modes) exceeding \$300 million over the next ten years are not considered realistic. The availability of funding for maintenance and new infrastructure may become more limited, forcing hard choices. Short and long term transportation system plans will become more important in the decision making process. Major infrastructure decisions must be considered in context of an overall system improvement plan.

Updated Mission: The 2010 goals are similar to the 2004 goals except there is a shift to a focus on demand, which is consistent with the trend that CCTHITA sees in the statewide 2030 plan.

The 2004 SATP (effective as of April 2010):

Mission: To increase system capacity and improve efficiency, shift from a surface network that is based on long-distance ferry runs to a surface network that relies on land highways to connect communities and other destinations. The new highways will require shuttle ferries to bridge the gap between Haines and the Lynn Canal Highway, across Behm Canal, across Bradfield Canal, and between Wrangell and Petersburg until a road connection can be accomplished.

Plan Goals: The SATP includes 3 fundamental highway elements to better link the region at large to the continental highway system: the Juneau Access project includes a road up the east side of Lynn Canal to Skagway (short shuttle ferry crossing to Haines); the construction of new highways would establish a through connection from Ketchikan to the Cassiar Highway in Canada with connections to Wrangell and Petersburg and shuttle ferry links that would ultimately could be replaced with bridges; and a highway from Sitka across Baranof Island.

The Long Term Vision: By 2025, the surface network of primary highways will still need to be completed. In summary, the long-term vision calls for 13 ferries (and related terminal improvements) to serve the region. The mainline fleet serving Southeast Alaska is to be reduced

from five to three ferries by 2010. Between 2010 and 2018, two of these vessels will be replaced with new ferries.

Deployment of Fast Vehicle Shuttle Ferries: A fast shuttle ferry system is proposed to replace two mainline ferries in the short term and ultimately will provide the primary connection between Juneau, Sitka, and Petersburg in the Northern Panhandle. Three fast vehicle ferries and the new Southern Gateway Shuttle ferry will initially fill the gap in the regional highway system for traffic moving through the region. When the new highway-shuttle connection for Juneau, Haines, and Skagway is completed, the Fairweather would connect Sitka and Juneau, and the remaining two fast vehicle ferries would connect Juneau and Ketchikan via terminals and transfers in Petersburg.

SATP Shuttle Ferry Study (1/18/10): In 2009, the Elliott Bay Design Group studied southeast ferry performance requirements and how they might impact the capital and operating costs of smaller vessels on minor routes. Given the data drawbacks, results were inconclusive on specific routes. The study did conclude that ‘significant wave height would not be exceeded 99% of the time’ and that ‘this is an appropriate baseline to begin design of new vessel or route selection with existing vessels.’ The study also scored classes of vessels with regard to service reliability, carrying capacity, and service schedule.

Scoring/ Class	Service Reliability	% of Aurora	Carrying Capacity	% of Aurora	Service Sched.	% of Aurora	Sea Keeping	Annual Cost	% of Aurora	Capital Cost	% of Aurora
Aurora	1	100%	1	100%	1	100%	1	4	100%	4	100%
Bartlett	2	83%	2	88%	3	88%	2	3	65%	3	72%
IFA	3	67%	3	88%	2	94%	4	2	21%	2	62%
Lituya	4	50%	4	53%	4	75%	3	1	15%	1	47%

E. Federal Indian Reservation Roads Program

The Indian Reservation Roads (IRR) Program is part of the Federal Lands Highway Program established under Title 23 U.S.C. Section 204. It addresses transportation needs of Tribes by providing funds for planning, designing, construction, and maintenance activities on eligible transportation facilities. IRR Program funds can be used for any type of Title 23 transportation project providing access to or located within Federal or Indian reservations, Indian trust land, restricted Indian land, and Alaska native villages, and may be used for the state-local matching share of apportioned Federal-Aid Highway Funds. The IRR Program is jointly administered by the FHWA Federal Lands Highway Office and the BIA through an interagency agreement.

The Transportation Equity Act for the 21st Century (TEA-21) required DOI and DOT to develop a new funding distribution formula for the IRR Program. The result was the IRR Program Final Rule, 25 CFR Part 170 (July 19, 2004), which contained a new funding distribution formula called the Tribal Transportation Allocation Methodology (TTAM). The TTAM uses an inventory of IRR facilities as the major tool in determining the funding amounts that each Tribe receives.

The current highway authorization, Safe, Accountable, Flexible, Efficient Transportation Equity Act: A Legacy for Users (SAFETEA-LU), passed in August 2005, directs the DOT and DOI Secretaries to complete a comprehensive national inventory of transportation facilities eligible under the IRR Program. That resulted in the *IRR Comprehensive Inventory Report* dated January

2008. Data presented here is sourced from that 2008 report. IRR Inventory roadway mileage by ownership is presented in the table below.

Historical IRR Inventory Roadway Mileage ²³							
Year of Inventory ²⁴	BIA Mileage	Tribal Mileage	State Mileage	County Mileage	Other Agency Mileage	Approved Total IRR Mileage	Additional Mileage
1994	25,700		25,600			51,300	---
2005	27,518	2,851	9,049	22,324	1,037	62,779	
2006 ²⁵	28,882	4,287	13,164	34,345	4,646	85,324	
2007	29,878	9,659	13,676	43,077	5,393	101,683	24,000 ²⁶

The following table shows the approved IRR bridge inventory by ownership for data made available on October 10, 2007.

Inventory Date	BIA	Tribal	State	County	Municipal	Township	Other Agencies	Total IRR Bridges
10/10/07	939	1	2,310	4,452	324	19	37	8,082

Inventory in Alaska is as follows:

Ownership	# Miles Owned	2007 Inventory Status	# Miles
BIA including other BIA offices	772.3	Official Total	12,722.5
County and Township	179.6	Not Official Total:	5,582.5
Other agency or enterprise	1,599.1	At the BIA/DOT	1,970.7
Other Federal depts./agencies	2,010.2	In Process	2,273.1
State	699.2	Returned to Field	15.2
Tribe	6,641.9	Returned to Region	1,323.5
Urban (all urban or municipal)	820.2		
Total	12,722.5	Alaska Total	18,305.0

²³ All mileage rounded to the nearest mile – roadways only (parking, terminals, and overlap sections removed).

²⁴ Calendar year of inventory update.

²⁵ Inventory used to generate route section samples for accuracy evaluation.

²⁶ Mileage in update process – UNOFFICIAL (See Appendix D for Regional status summary as of September, 2007).

X. GAP ASSESSMENT - NEEDS VS. REVENUE

A. State of Alaska Revenue

In 2006, the State of Alaska had about \$10.5 billion in general revenue:

- \$3.2 billion in Restricted Investment Income
- \$0.4 billion in Restricted Other Income
- \$0.7 billion in Restricted Oil Revenue
- \$1.0 billion in Restricted Federal Aid: Other
- \$1.0 billion in Restricted Federal Aid: Transportation
- \$3.7 billion in Unrestricted Oil Revenue
- \$0.4 billion in Unrestricted Other State Revenue
- \$0.1 billion in Unrestricted Investment Income

\$1 billion was received by Alaska through federal aid transportation programs covering all modes of transportation. Only \$4.2 billion of total revenues were unrestricted and available for General Fund expenditures, of which \$3.7 billion – well over 80% - were oil sector revenues. In the fiscal year 2006, Alaska collected about \$42 million of motor fuel taxes; they made up less than 0.5% of Alaska’s revenues that year.

B. Historical Transportation Revenue

The state has historically been dependent on Federal funds to meet most of state needs, followed by general funds, while a small fraction of revenues comes from AMHS farebox. Aviation revenues for ADOT&PF are primarily in the form of Airport Improvement Program (AIP) revenues. These revenues average about \$184 million a year, not including airports in the international airport system.

ADOT&PF Historical Revenues – Millions \$ (Aviation revenues not included)			
Fiscal Year	Federal Receipts per FHWA	AMHS Revenues	General Fund Revenues
1995	232	23	143
1996	246	25	147
1997	226	27	152
1998	200	29	146
1999	183	32	172
2000	310	35	127
2001	313	38	109
2002	328	39	155
2003	403	41	119
2004	397	45	132
2005	392	46	109

C. Transportation Needs Up Through 2030²⁷

The State Transportation Shortfall – In its State plan, ADOTPF has identified \$33,445 billion in transportation needs for the entire plan period. This does not include AMHS system development needs, which haven’t been quantified, or local roads and street needs. On an annual basis, this calculates out to \$1.454 billion a year in needs for all transportation functions. ADOTPF only receives about \$750 million a year in transportation revenue. This means that is a shortfall of about \$700 million a year on state-owned facilities.

TOTAL TRANSPORTATION NEEDS UP THROUGH 2030 (In \$ Millions)				
System	Total Annual Needs	Responsibility	Annual Needs	Total Needs to 2030
Highways and Bridges	\$1,051	System Development: building and expanding roads and bridges.	\$552	\$12,699
		Life Cycle Management (highways): preventative maintenance, rehabilitation and construction	\$367	\$8,435
		Life Cycle Management (bridges): preventative maintenance, rehabilitation and construction	\$28	\$644
		Routine Maintenance	\$104	\$2,402
Alaska Marine Highway System	\$179	System Development: Fleet additions Terminal additions/replacement	Unquant. \$10	Unquant. \$230
		Lifecycle Management: Fleet replacements Fleet refurbishment/recertification	\$26 \$23	\$600 \$529
		Operations/Maintenance	\$120	\$2,760
Aviation	\$224	System Development: building and expanding airports	\$123	\$2,814
		Life Cycle Management: preventive maintenance, rehabilitation and reconstruction	\$62	\$1,427
		Routine Maintenance	\$39	\$905
TOTALS	\$1,454		\$1,454	\$33,445

Highway and Bridges System Development: Needs greatly exceed revenues, and current plans do not provide a basis for setting statewide priorities or effectively guiding regional implementation priorities. In summary, costs will be \$550 million/year.

Highways and Bridges Life Cycle Management: Historically 50% of the budget is allocated to this function. However, there is a backlog, the system is aging, and needs are increasing. At current allocation levels, the system will continue to deteriorate. Ensuring that bridges are structurally sound and functionally valid will become difficult. In summary, highway costs are expected to be \$367 million/year; bridge costs are expected to be \$28 million/year.

Highways and Bridges: Routine Maintenance: Routine maintenance is an important part of ensuring the serviceability of existing infrastructure. Let’s Get Moving 2030 addresses needs by recognizing that the current maintenance budget is not sufficient to follow optimal maintenance practices. In summary: maintenance costs are projected at \$104 million/year.

²⁷ The State has assumed that due to rapid construction inflation in the recent years, projects in the plans will require a higher budget than planned, and the projects planned till 2025 will extend till 2030 due to these higher costs.

AMHS System Development: New vessels are being evaluated by AMHS but no official estimates are available. Terminal addition/replacement needs are expected to be \$10m/year based on the regional plans. There are no plans to increase system-wide AMHS service. Zero vessel additions mean no new shuttle vessels. No new vessels programmed in the STIP. In summary: terminal additions/replacements will be \$10 million per year; zero vessel additions.

AMHS Life Cycle Management: Four AMHS vessels must be replaced before 2030 at a cost of \$150 million per vessel or an average of \$26 million per year over the planning horizon. The cost of regular vessel refurbishment/recertification is expected to be around \$23 million per year.²⁸ In summary: vessel replacement is \$26 million per year; vessel refurbishment/recertification is \$23 million per year; statewide plan maintains current levels of service.

AMHS Maintenance and Operations: The average operating costs (3 years) is \$120 million per year; the amount is expected to increase to about \$131 million per year in FY 2007. The average revenue (3 years) is \$48.4 million per year. Maintenance and operating costs have increased considerably in recent years due to increased costs of fuel, labor, and sailings. In summary: maintenance/operations needs are \$120 million/year; statewide plan recognizes that a continued general fund subsidy will be required to maintain the current level of service.

Aviation System Development: There is a considerable backlog of airport pavement needs. About 62% of runways fall below the pavement condition standard, while 35% of aprons and 27% of taxiways fall below the standards. Funding ADOT&PF goals will ensure that additional areas in Alaska will have 24-hour Medivac capabilities, ensuring safety of the residents and visitors of those regions. In summary: The total system development need is about \$2.81 billion till 2030, or about \$123 million a year. It is important to note here that funds for aviation system development come from a separate source than funds for highways/bridges and AMHS. Based on state plans costs will be \$104 million/year; ADOT&PF goals are \$18.8 million/year.

Aviation Life Cycle Management: The backlog and life cycle management needs average \$62 million a year to meet the life cycle management needs for both paved and unpaved airports. If the life cycle management needs are not addressed, the backlog will keep increasing, and the airports will be in worse condition than at the present. In summary: costs are expected to be \$62 million/year.

Aviation Routine Maintenance: The budget for routine maintenance has not kept up with the rate of inflation. The needs for airports are estimated to be around \$39 million per year. If routine maintenance is not funded at the optimal level, the level of service provided to airport users will continue to deteriorate. In summary: costs are ~\$39 million/year.

Ports and Harbors System Development Needs: Local ports and harbors have no federal capital assistance program comparable to the highway and airport funding programs. These facilities are difficult to develop because port and harbor projects are not part of the STIP or AIP process, and therefore cannot rely on a regularly planned federal funding program. They rely completely upon legislative appropriation or are funded by EDA or the Army Corps of Engineers.

²⁸ Source: 2006 AMHS fleet survey conducted by The Glostien Associates.

Ports and Harbors Routine Maintenance: ADOT&PF is responsible for preserving this infrastructure by reducing the backlog of deferred maintenance of about \$27 million. Maintenance of this infrastructure is far “behind the curve”; as with highways and airports the level of funding has not been sufficient to protect the investment. ADOT&PF doesn’t receive any portion of the federal or state marine fuel taxes collected for ports and harbors maintenance.

Transit Needs: ADOT&PF provides planning and program management support for public transportation. This is primarily through federal surface transportation funds.

D. Transportation Needs by Region

System Development Needs by Region	
Interior transportation plan + Corridor needs (From un-formalized	\$1,673 m
Northwest Alaska transportation plan	\$605 m
Prince William Sound transportation plan	None
Southwest Alaska transportation plan	\$189 m
Southeast Alaska transportation plan	\$1,358 m
Yukon-Kuskokwim Delta transportation plan	\$92 m
MPO and other plans	
Anchorage bowl transportation plan (AMATS)	\$2,926 m
Fairbanks MPO transportation plan (FMATS)	\$1,027 m
Mat-Su transportation plan	\$1,320 m
Parks highway plan	\$295 m
Statewide Transportation Improvement Program (STIP)	\$3,215 m
Total	\$12,700 m

Life Cycle Management Needs by Region				
Region	System	Backlog (\$ Millions)	Life Cycle Needs 2008 – 2030 (\$ Millions)	Total (\$ Millions)
Northern	NHS	\$219	\$2,564	\$2,783
	Non-NHS	\$51	\$1,061	\$1,112
	Reg. Subtotal	\$270	\$3,625	\$3,895
Central	NHS	\$230	\$1,691	\$1,921
	Non-NHS	\$209	\$1,277	\$1,486
	Reg. Subtotal	\$439	\$2,968	\$3,407
Southeast	NHS	\$11	\$187	\$198
	Non-NHS	\$30	\$648	\$678
	Reg. Subtotal	\$41	\$835	\$876
Total	NHS	\$460	\$4,442	\$4,902
	Non-NHS	\$290	\$2,986	\$3,275
Lifecycle Mgt Needs Total		\$750	\$7,428	\$8,178

E. Financial Assessment of AMHS

The figures in the first 4 charts were sourced from UAF *Alaska Marine Highway System Analysis*. Chart one shows the total annual revenues and expenditures for the years from 1995 to 2007. In 1995 the annual revenues covered 58% of the annual expenses. That percentage has gradually decreased over the years to 2007, where the annual revenues only cover 34% of the annual expenditures.

The current AMHS cost recovery ratio is 0.334. Baseline life-cycle analysis of AMHS indicates that the deficits between revenues and operating expenses grew from \$21 million \$79 million a year between 1997 and 2007. This annual gap is expected to grow to \$150 to \$160 million a year by 2024. AMHS has had average revenue of \$48.4 million per year (past 3 years).

AMHS Operating Revenue and Expenditures, FY 1995 - FY2007 ²⁹ (in \$ millions)			
Fiscal Year	Total Revenue	Total Expenditures	Revenue as % of Expend.
2007	\$48.4	\$144.3	34%
2006	\$51.0	\$131.2	39%
2005	\$45.6	\$99.3	46%
2004	\$43.6	\$87.4	50%
2003	\$41.5	\$84.6	49%
2002	\$32.2	\$77.6	42%
2001	\$37.6	\$78.9	48%
2000	\$38.3	\$74.4	52%
1999	\$38.8	\$71.4	54%
1998	\$37.1	\$70.5	53%
1997	\$38.6	\$70.9	54%
1996	\$38.5	\$70.8	54%
1995	\$41.5	\$71.9	58%

Chart two provides detail on the annual expenditures.

AMHS Total Operating Expenditures, FY 1994 - FY 2007 ³⁰ (in \$ millions)								
Fiscal Year	Reserva. Marketing	Vessel Ops Mgt	Marine Shoreside Ops	Marine Vessel Ops	Marine Engring	Overhaul	Other	Total
2007	2.4	3.2	5.8	128.6	2.6	1.7	-	144.3
2006	2.4	2.0	5.2	118.2	1.9	1.6	-	131.2
2005	1.8	1.6	4.5	88.0	1.9	1.7	-	99.3
2003	1.8	1.6	4.2	76.1	2.1	1.5	-	87.4
2003	1.8	1.5	4.0	73.4	2.1	1.7	-	84.6
2002	1.9	1.3	3.9	66.9	1.9	1.7	-	77.6

²⁹Source: UAF *Alaska Marine Highway System Analysis*. Revenue data was compiled from the *Revenue Sources Book* (Alaska Dept of Revenue); expenditure data was compiled from the *Governor's Operating Budget* (OMB).

³⁰ Source: UAF *Alaska Marine Highway System Analysis*. Expenditure data was compiled from Governor's Operating Budget (OMB), Capital Improvement Program, Marine Management Support Services, and AMHS Administration.

2001	1.9	1.2	4.1	68.0	1.8	1.8	-	78.9
2000	1.8	1.0	3.9	64.3	1.6	1.7	-	74.4
1999	1.9	0.8	4.1	62.6	0.3	1.7	-	71.4
1998	2.2	0.9	3.8	58.5	0.6	1.6	3.0	70.5
1997	2.0	0.9	3.8	58.2	0.6	1.6	3.8	70.9
1996	2.3	1.4	3.7	57.8	0.6	1.8	3.2	70.8
1995	2.4	1.4	3.9	58.2	0.6	1.9	3.6	71.9
1994	2.4	1.3	3.8	57.0	0.6	1.7	3.6	70.6

Chart three shows only those expenditures related to the marine vessel operations from 1995 to 2007. Chart four shows what the fleet expenditures are expected to be up through 2025.

Component Breakout: Marine Vessel Operations Expenditures, FY 1995 - FY 2007²² (in \$ millions)							
Fiscal Year	Personal Services	Supplies Commod	Contract Services	Travel	Capital Outlay Equip.	Lands and Building	Total
2007	78.9	35.0	13.0	1.6	-	-	128.6
2006	74.2	32.4	9.7	1.8	-	-	118.2
2005	56.1	21.9	8.8	1.0	0.1	-	88.0
2004	50.5	16.4	8.6	0.7	-	-	76.1
2003	50.2	14.9	7.5	0.7	0.1	0.1	73.4
2002	46.5	12.1	7.7	0.5	-	-	66.9
2001	45.6	13.9	8.1	0.5	-	-	68.0
2000	45.0	12.1	6.8	0.4	0.1	-	64.3
1999	45.9	9.7	6.7	0.3	0.0	-	62.6
1998	42.5	9.1	6.4	0.4	0.1	-	58.5
1997	42.0	9.9	6.0	0.3	0.0	-	58.2
1996	43.2	9.5	4.9	0.2	0.0	-	57.8
1995	42.9	9.8	4.9	0.4	0.2	-	58.2

AMHS Fleet Expenditures through 2025 – In Million \$				
Ferry	New Vessel Constr.	Refurb. Costs	Operating Weeks	Maint. & Operations
Malaspina	0	6	46	11
Bellingham Mainliner	120	26	46	14
Columbia	0	23	26	8
Bellingham Mainliner – Seasonal	120	6	26	8
Kennicott Prince Rupert – Whittier	0	26	46	11.5
Haines/Skagway (Katzehin) Shuttle	17	11	46	0.8
Matanuska	0	0	46	11
Taku	0	0	46	9.5
LeConte	0	0	46	6
Aurora	0	5	46	6
Juneau – Petersburg FVF Shuttle	40	14	46	4.5
Ketchikan – Petersburg FVF Shuttle	40	11	46	4.5
Fairweather Sitka Shuttle	0	16	46	4.5
Ketchikan – Prince Rupert Shuttle	67	12	46	4.5
Northern Panhandle Shuttles	45	12	46	4.5
Lituya	0	10	46	1.2
Behm Canal Shuttle	8	5	46	0.9
Bradfield Canal Shuttle	25	5	46	1.7
Total	482	188		112.1

The next chart presents figures from the SATP Shuttle Study (1/18/10), which was conducted by Elliot Bay Design Group. They collected the following operating cost data from the AMHS Annual Financial Report. The breakdown is not clear with the data from three vessels, but is used to show the relative costs of operating the vessels. In particular, the data was used to compare the Bartlett to the Aurora and was found to have operating costs of about 65% of the Aurora's operating costs.

AMHS Operating Expenditures by Vessel ³¹ (in thousands)												
Vessel	FY94	FY95	FY96	FY97	FY98	FY99	FY00	FY01	FY02	FY03	FY04	FY05
Aurora	4,270	5,536	5,221	3,820	5,115	5,161	6,141	4,849	3,673	4,379	5,565	3,533
Bartlett	4,530	3,523	3,895	2,970	3,071	2,717	2,874	3,000	2,882	4,274	1,032	
Chenega												314
Columbia	6,910	9,081	11,731	9,607	8,470	8,047	6,190	1,851	5,946	7,917	7,787	7,336
Fairweather											692	5,635
Kennicott					858	10,365	11,130	12,974	10,780	12,483	9,744	9,535
LaConte	5,530	5,037	5,457	5,885	5,042	5,564	4,630	6,767	5,392	6,490	4,037	5,869
Lituya											177	629
Malaspina	6,600	9,743	9,760	9,995	6,351	3,639	4,206	6,296	4,265	4,432	10,131	11,492
Matanuska	9,600	6,357	7,100	5,561	9,298	6,606	10,392	7,926	10,780	10,920	5,018	11,202
Taku	9,180	8,791	5,278	9,676	8,627	8,757	6,628	10,188	9,249	9,492	8,709	4,107
Tustumena	3,690	5,501	4,060	5,767	5,486	5,899	6,135	6,674	5,395	5,433	5,483	5,269
Vess.Leave											9,824	9,204
All Vessels	7,301	5,137	5,782	6,364	6,566	7,169	7,156	8,797	8,188	8,185	9,078	13,904
Total All	57,611	58,707	58,285	59,645	58,884	63,924	65,482	69,322	68,551	74,005	77,275	89,028

F. Current and Future Funding at Risk

Funding Gap Between Needs and Revenues - In the statewide plan, transportation needs for the 2008–2030 plan period are quantified at \$33,445 billion; on an annual basis this calculates out to \$1.454 billion a year for all transportation functions. As ADOTPF receives about \$750 million a year in revenue, this leaves a shortfall of about \$700 million a year on state-owned facilities.

Underinvestment in State Transportation Infrastructure - The growing backlog is cited as a huge problem in the UAF *Alaska Marine Highway System Analysis*, the AML *Alaska Transportation Finance Study*, and in the 2030 Plan itself. Routine highway maintenance is under-funded and the backlog in life-cycle needs is over three times the level of spending in annual highway maintenance activities at the state level.

Transportation Funding at Risk³²

- The General Fund is used primarily for State matches on federal funds and to subsidize AMHS operating costs.
- The prognosis for General Fund revenue beyond 2008 is not good. Alaska is running out of oil revenues and, without the gas pipeline (earliest 2015), state revenue will decline.

³¹ Source: *SATP Shuttle Study*. Included are the costs for vessel operations, overhaul, and unbudgeted reimbursable services agreements. Not included are the costs for terminal operations, reservations/marketing, and administration.

³² Source: *Alaska Transportation Finance Study, January 2009* produced by Cambridge Systematics for AML and statewide plan *Technical Appendix System Level Needs Analysis and Finance Analysis*.

Consequently, absent new revenue sources in the form of user fees other taxes, ADOT&PF will have to compete with other agencies for general fund revenue.

- Alaska has no highway fund or dedicated transportation user fees
- Alaska receives on average 75% of its transportation funding needs from federal sources. When the Federal Highway Trust Fund went broke this past year, Congress provided only one year of stopgap funding. Longer-term fixes may include lower levels of funding, which would increase state competition for federal allocations.
- The current negotiations over reauthorization are further reducing the differences between donor states (Alaska receives funding at higher level than most states).
- Reauthorization funding policies are placing more emphasis on tolling/user fees and metropolitan transportation networks than on highway funding or legislative earmarking. Some proposals push greater responsibility to states/cities for financing their transportation improvements.
- Alaska's future ability to secure relatively high-levels of funding from the federal program is at risk as the state may not have the same political influence near term.
- Federal support for Alaska transportation needs is being challenged by other states because of the perception that Alaska's financially better off than other states: there is \$28 billion in the Alaska Permanent Fund; Alaska is the only state that collects neither income taxes nor state sales taxes; and its 8 cents-per-gallon gas tax is the lowest rate in the country.

Finance strategies and mechanisms being pursued in the rest of the country have limited applicability in Alaska:

- User-fees have limited yield in the state due to high costs of highways, few users, and heavy industrial component.
- National trends for revenue bonds and tolls, and ultimately VMT based charges, are not viable in the state due to high costs and few users.
- Rest of the country is incrementally adding capacity to address congestion, while Alaska is building new corridors typically for economic development.

XI. TRIBAL ASSESSMENT FINDINGS/CONCLUSIONS

A. General Transportation Impacts on Communities

Transportation helps shape an area's economic health and quality of life. Not only does the transportation system provide for the mobility of people and goods, it also influences patterns of growth and economic activity by providing access to land. The performance of the system affects public policy concerns like air quality, environmental resource consumption, social equity, land use, urban growth, economic development, safety, and security.

Most Southeast communities are scattered throughout the region on islands. Ferry services provide access to necessary services in the larger communities. For those communities, transportation represents a major share of most household, business, and government expenditures. Marine transportation price structures can impose significant burdens on households with limited income.

B. Economic Environment and Current Trends Affecting Rural Services

Current Statewide Funding at Risk³³ - About 75% of Alaska's funding is federal, which is expected to decrease. Also, other states are now looking for a fairer distribution of funds between states, which may also reduce Alaska's current share. As for the required state matches, the current forecast is for a decrease in state oil revenues. This means DOT&PF will have to compete with agencies for general fund appropriations from a decreasing revenue stream.

The Annual Transportation Funding Shortfall – In its State plan, Alaska has identified \$33,445 billion needs for all transportation functions for the entire plan period up through 2030 (AMHS system development needs were not included). This calculates out to \$1.454 billion a year in needs for statewide needs. However, the Department only receives about \$750 million a year in revenue. This means that is a shortfall of about \$700 million a year on state-owned facilities.

Of the \$1.454 billion in total needs, \$179 million of are AMHS annual needs. The Alaska Marine Highway generates average (3-year) revenue of \$48.4 million per year. Adding the AMHS unfunded needs to the State's total transportation funding shortfall, increases the total annual deficit to \$720 million.

Underinvestment in Transportation Infrastructure/Backlog Remains Unaddressed – There is a growing backlog, the system is aging, and needs are increasing. There are no other revenue sources that will enable the State to 'catch up' on its backlog. In fact, existing funding has become at risk and may decrease. The end result is that the backlog is likely to continue to grow.

AMHS Needs Have Not Been Quantified or Calculated Into the Statewide Needs Gap - The baseline life-cycle analysis in the UAF Systems Analysis indicates that the deficits between AMHS revenues and operating expenses have grown from \$21 million annually in 1997 to \$79 million in 2007. This annual gap is expected to grow to \$150-160 million a year by 2024. The

³³ Source: *Alaska Transportation Finance Study, January 2009* produced by Cambridge Systematics for AML.

State's strategy for addressing this backlog is to begin constraining needs, which means that basically the backlog will remain unaddressed.

Alaska Has No Dedicated Taxes or Highway User Fees - The small population base won't generate enough revenue to pay for infrastructure. Thus, financing strategies and mechanisms like public-private partnerships, tolling, and other approaches may have limited applicability.

Growth in Travel Demand - Forecasts indicate continued growth in traffic on the existing highway system, while revenues are expected to decrease. This will further constrain funds and services to rural communities.

Increasing Construction/Commodity Costs - The costs of doing business in Alaska have increased far faster than the rate of inflation and are higher than the national average. Cost escalation impacts new projects, operations, and maintenance and reduces the buying power of funds considerably.

Unknowns in the Budget - More stringent security requirements, responsibilities to transportation-disadvantaged individuals, and ecological requirements to minimize climate change and green house emissions will have an impact on the budget. Aviation and marine transportation have large carbon footprints per person mile traveled compared to highway use.

Rural Communities Are Failing - Populations are decreasing; transportation services, which enable product import/export and commuting to basic services, are decreasing; public facilities are deteriorating; municipal resources are decreasing; tribal services are decreasing; jobs are becoming even more limited; energy costs are high even with a subsidy; and rural residents pay 24.9% to 31.9% to live in their communities than other U.S. citizens.

AMHS Rural Service Decreasing/Rural Residents Pay More Per Mile - The UAF *Alaska Marine Highway System Analysis* examined one community from each region: Angoon, Cordova, Port Lions, and Sand Point. Angoon was the only one with decreased services. In addition, there is more variation and higher fares per mile for traveling to and from small communities than for traveling to and from the state.³⁴

Privatization - *CCTHITA Roads and Development* estimates that there is significant benefit to privatizing marine transportation services in Southeast Alaska and that the State has a responsibility to thoroughly evaluate and consider alternative management scenarios that may increase efficiency, improve costs, and increase services. This is why CCTHITA has become involved. Our goal is to operate a private/public marine highway system in Southeast Alaska using creative partnering and innovative strategies.

C. State Policies and Strategies Impacting Rural Services

The State's overall strategy, as specified in its statewide policy plan, is to 'prioritize needs, manage for results, constrain needs, and increase revenues.' Communities must be concerned

³⁴ *Passenger/Vehicle/Cabin Rate Study for the Alaska Marine Highway System* prepared by Northern Economics Inc. and submitted to AMHS in April 2008.

about what this means to them. If the State is unable to generate additional revenues to cover shortfalls, they will begin to reprioritize projects based on importance to the national highway system and numbers of users. Rural communities will have even fewer projects than they had in the past. The *Southeast Alaska Transportation Plan 2010 Update*, which reaffirms this direction:

“System improvement implementation plans (all modes) exceeding \$300 million over the next ten years are not considered realistic. The availability of funding for maintenance and new infrastructure may become more limited, forcing hard choices. Short and long term transportation system plans will become more important in the decision making process.”

Statewide Plan Policy 2: Establish statewide strategic priorities for transportation system development funding. Tribal Conclusion: The State’s strategy involves prioritizing needs, constraining needs and increasing revenues. As the revenues are unlikely to increase enough to cover existing shortfalls, it is unlikely that the State can further develop the transportation system without reprioritizing. This doesn’t bode well for rural areas, as the process and criteria that will be used to reprioritize projects have a strong urban focus.

State Policy 7: Identify system development needs that address travel demand growth, economic development, and funding strategies through regional and metropolitan plans. Tribal Conclusion: This policy allows the State to give weighted consideration to projects identified in regional and metropolitan plans, in which rural communities are not well represented.

Statewide Plan Policy 8: Preserve and operate Alaska’s multi-modal transportation system to provide efficient reliable access to local, national, and international markets. Tribal Conclusion: This policy enables the State to focus resources on urban centers as the key connection to these national and international markets.

Statewide Plan Policy 13: Develop transportation plans in close coordination with local communities to ensure transportation investment decisions reflect Alaskans’ quality of life values. Tribal Conclusion: This is the State’s only policy that may address rural lifestyles. However, at best, the rural communities are one of the many balls in a governmental juggling act.

State Policy 14: The statewide plan will provide the analytical framework from which ADOT&PF sets investment priorities. Tribal Conclusion: This policy reinforces the statewide strategy for constraining and reprioritizing needs.

Statewide Plan Strategic Priority: Add strategic new system links to improve connectivity and reduce ferry links. Tribal Conclusion: The intent of this priority is to reduce the need for marine transportation options. Alternatively, the State could develop more cost effective ways to provide the services, such as through private operators. The service would still be subsidized, but less costly than state services.

Statewide Plan Strategy 1: Prioritize needs through an integrated planning process that evaluates choices and guides investment decisions based on fiscal realities. Allocate resources between categories of need, target system development to meet statewide plan development priorities, provide demand-driven capacity to accommodate growth, and use the regional and MPO planning process to identify the most beneficial projects. MPO and ADOTPF regional plan priorities will be funded first. Tribal Conclusion: The impact of this strategy is obvious; weighted consideration will be given to urban projects.

Statewide Plan Strategy 2: Manage for results and apply resources effectively through the application of best practices. ADOT&PF will institute a focus on the most strategic needs in the process through which funds are allocated. The strategy involves making a link between transportation system performance, investment decisions, and outcomes. Tribal Conclusion: This strategy will enable the State to focus resources on larger communities with intercommunity, interstate and international connections.

Statewide Plan Strategy 3: Constrain Needs. Integrate the regional, metropolitan, local area, and special transportation plans, set more modest twenty-year goals for system development, and look for new solutions to meet future travel demands. Target the National Highway System, Alaska Highway System, and other high-functional class routes. Tribal Conclusion: This strategy enables the State to target State surface transportation finance responsibilities on the National Highway System, Alaska Highway System, and other high-functional class routes. It is unknown whether rural marine transportation is classified as high functional.

Statewide Plan Strategy 4: This strategy recognizes that increasing revenue for transportation is a critical element of *Let's Get Moving 2030*. Tribal Conclusion: It is important for the State to pursue all avenues for increasing revenue, including an examination of possible benefits of privatization.

The 2004 SATP Mission: Increase system capacity, improve efficiency, and shift from a surface network with long-distance ferry runs to one that relies on land highways and day shuttle service to connect communities and other destinations. 'Transportation service routing and scheduling decisions should be based on maximizing the overall system user benefits, versus benefiting a few users at the expense of the majority of the users. Decisions should be made to promote the most free and unrestricted movement of the greatest number of users possible between the communities and through the region by using the available transportation resources at the least cost to both the user and the state.' Tribal Conclusion: This regional goal and intent language is consistent with the direction set in the statewide plan. It will enable the state to focus transportation resources on higher population areas.

SATP Goal 1. Transportation System Efficiency: Provide regional transportation facilities and services in the most efficient and cost-effective way possible. Objectives: implement transportation improvements that reduce overall regional system operating costs; develop ferry route options and road-shuttle ferry combinations to improve service at lower cost to the user and the state; provide public infrastructure and services in support of a healthy competitive commercial environment in the provision of commercial air, marine, and land transportation services in Southeast Alaska; utilize ferries designed to serve specific travel markets in the most

efficient manner. Tribal Conclusion: THIS GOAL OPENS THE DOOR TO SHORT SEA SERVICES WITH NON-STATE OPERATORS.

SATP Goal 2. Transportation Mobility and Convenience: Improve the mobility and convenience of the regional transportation system in Southeast Alaska. Objectives: provide more frequent transportation services that reduce duration between opportunities to travel between communities; reduce the time required to travel between communities through faster modes of transportation; provide more choices of transportation modes or options for travel between communities at convenient times of the day; improve reliability of service; improve connections and scheduling between transportation modes to reduce waiting times; provide convenient “real time” information to travelers so that they can plan their travel more efficiently. Tribal Conclusion: THIS GOAL OPENS THE DOOR TO SHORT SEA SERVICES WITH NON-STATE OPERATORS.

SATP Goal 3. Economic Vitality: Support local economic development and strength through the provision of adequate and affordable transportation for people, goods, and vehicles. Provide public infrastructure and services in support of a healthy competitive commercial environment for the provision of commercial air, marine, and land transportation services in Southeast Alaska; provide public transportation services to bridge transportation gaps that are uneconomic for commercial carriers to serve. Tribal Conclusion: THIS GOAL OPENS THE DOOR TO SHORT SEA SERVICES WITH NON-STATE OPERATORS.

SATP Goal 6. Consultation with Affected Communities, Tribal Entities, Business, and the Public and Provision of the Opportunity for Public Comment: Consider affected community, tribal, business, and public interests in decisions about transportation system needs and investments. Tribal Conclusion: This appears to have no consideration in the planning process, although we believe weighted consideration should be applied given to the importance of marine transportation services to the life of rural communities.

D. System Analysis – Tribal Conclusions

Tribal Conclusion/Funding: There is a transportation backlog, the system is aging, and needs are increasing, while resources are dwindling or have become at risk. The gap calculation does not take into account rural community roads. Given this, it is unlikely that rural areas will see improved or increased services, and will likely see even less funding that they have seen in the past. Tribal advocacy is needed.

Tribal Conclusion/Maintenance: The huge and building backlog of maintenance projects in all transportation categories tells us that capital planning is lacking. The shaky funding situation means that the backlog is likely to continue to grow.

Tribal Conclusion/Highways: Under a planning level analysis *extremely conservative* estimate, the current routine maintenance is under funded by \$35.6 million per year. The current pavement management practice is “worst first”, which means funds are directed to the roads in the worst condition. Shortfall calculation does not include local roads and street needs. This means that community roads will receive only nominal attention in the coming years.

Tribal Conclusion/Airports: The State has an identified backlog of \$98.9 million in deferred rural airport maintenance (over 200 projects). Airfields, buildings, and light/NAVAIDs account for 90% of the needs by cost. This is an important tribal advocacy area.

Tribal Conclusion/Ports and Harbors: The State has almost totally divested itself of port and harbor facilities, which means it bears no responsibility for maintenance or replacement. The majority of those port/harbor facilities, which are now under local ownership, are steadily deteriorating due to lack of funding for upkeep and improvement. This is another important area for tribal technical assistance and advocacy.

Tribal Conclusion/Transit: Public transportation is funded through federal surface transportation grants and receives no state assistance for operations or capital programs. To be eligible for federal assistance, transit operators must have coordinated public transit-human services transportation plans. This may be an area of technical assistance for the Tribe.

Tribal Conclusion/Marine Transportation: While some cost efficiencies can be realized by managing marine transportation services more efficiently, marine transportation must be subsidized in the way other highways are subsidized as a needed public service. There is huge incentive for the State to examine more cost effective ways of providing the service. The importance of marine transportation services to Southeast communities makes this a likely area of involvement for CCTHITA.

Tribal Conclusion/Marine Transportation: Marine operations stand a better chance of success if the operator is private or quasi-private, management is strong, and capital planning occurs. The BCF turnaround came only after the Government changed its status to a quasi-private operator with a mandate to operate on a commercial basis and management was improved.

XII. MAINTAINING THE TRIBAL PLAN

A. The Plan Year

The plan is designed around a calendar year from January 1 to December 31 of each year. The long-range plan covers a 20 year period from 2010 to 2030, but will be updated on a yearly basis.

B. Monitoring of the Plan

The tribal *Roads & Transportation Department* will hold quarterly staff meetings where it will receive and review status reports on plan implementation. To supplement that information, the Department will conduct an annual community survey to solicit input on projects in process. It will report on progress to tribal management, partners and participating communities. There will be two meeting a year with partners and participating communities to discuss projects.

C. Annual Review of the Plan

The *Tribal Marine Transportation Plan* will be reviewed on an annual basis to determine what level of update is necessary. The *Marine Transportation Oversight Committee* will be involved in this annual review.

The policy level questions to be answered during that review are:

- Has plan implementation operated to meet the service needs of the communities?
- Is the plan consistent with the tribal mission and current direction?
- Does the plan comply with the tribal policies? Has it necessitated any tribal policy changes?
- Does the plan have sufficient detail to provide guidance to operations?
- Is it flexible and high level enough that you do not have to amend it every time a procedure changes?
- Will the plan cause any tribal shortfall?

The department level questions to be answered during the annual review follow. Where appropriate, the partner(s) will participate in the review with tribal management.

- Have governmental IRR, BIA, FHWA, FTA and any other relevant requirements been met?
- Does the plan enable good tribal operations and business practices?
- Have safety requirements been met?
- Does the plan require any tribal budget modifications?
- Does the plan include adequate provisions for pre/during/post project management communication procedures?
- Does CCTHITA need to establish separate personnel procedures for marine transportation operations?
- Are CCTHITA financial systems adequate to support operations?
- Does the plan encourage staff training and education?

- When necessary, has collaboration occurred with other tribal departments? with agencies?

Participating communities will be invited to participate in the annual review. They will answer the following questions and given the opportunity to make suggestions.

- Does the plan meet the environmental impact objectives of the communities?
- Does the plan address the community transportation and infrastructure needs?
- Does the plan address a cooperative public process?

D. Update of the Plan

When significant changes/amendments are necessary, the plan will be updated and presented to the Executive Committee and General Assembly for approval. The General Assembly may assign subsequent minor updates to the Executive Committee to expedite the process.

XIII. APPENDICES

- A. CCTHITA Authorizing Resolution by Tribal Council
- B. Southeast Community Participation – Sign-In Sheets
- C. Tribal Certification of Public Posting of Plan
- D. CCTHITA Resolution Opposing ADOTPF Fund Diversion
- E. ANB/ANS Grand Camp Resolution Opposing ADOTPF Fund Diversion
- F. Southeast Conference Supporting Supplemental Contract Services
- G. A Guide to Federal-Aid Programs and Projects
- H. Federal Legislation, Regulation and Guidance Documents List – Tribal
- I. President Obama Memo to Executive Heads – November 5, 2009
- J. Executive Order 13175 of November 6, 2000 (President Clinton)
- K. Memorandum for Federal Agency NEPA Contacts & Tribal Coordinators
- L. IRR Inventory/Status Route List
- M. Overview of SAFETEA-LU/Federal Guidance