

**ANCHORAGE METROPOLITAN AREA TRANSPORTATION SOLUTIONS  
TECHNICAL ADVISORY COMMITTEE MEETING**

**Planning & Development Center  
Main Conference Room, 1<sup>st</sup> Floor  
4700 Elmore Road  
Anchorage, Alaska**

**March 8, 2012  
2:30 p.m.**

Technical Advisory Committee members Present:

| Name              | Representing   |
|-------------------|--|
| Jennifer Witt     | Alaska Dept. of Transportation & Public Facilities (ADOT&PF), Central Region, Planning |
| Ken Morton        | ADOT&PF, Central Region  |
| Cindy Heil        | Alaska Dept. of Environmental Conservation (ADEC)                                      |
| Steve Morris      | MOA/Dept. of Health & Human Services   |
| Stephanie Mormilo | MOA/Traffic Department   |
| Jerry Weaver      | MOA/Planning Department  |
| Jerry Hansen      | MOA/Project Management & Engineering (PM&E)  |
| Lance Wilber      | MOA/Public Transportation Department   |
| Lois Epstein      | AMATS Air Quality Advisory Committee   |
| Bruce Carr        | Alaska Railroad Corporation  |

Also in attendance

| Name             | Representing  |
|------------------|---|
| Vivian Underwood | MOA/Community Development/Transportation Planning (MOA/CDD) |
| Jon Spring       | MOA/CDD   |
| Gary Jones       | MOA/PM&E  |
| Bart Rudolph     | ADOT&PF   |
| Kris Riesenberg  | FHWA, Juneau (via phone)                                    |
| George Mayberry  | Alaska Division of Homeland Security & Emergency Management |
| Gary Katsion     | Kittelson & Associates                                      |
| Anne Brooks      | Brooks and Associates                                       |
| Aves Thompson    | Alaska Trucking Association                                 |
| Chris Grgich     | DOWL HKM  |
| Jim Winchester   | Granite Construction  |
| Todd Logan       |   |
| Ted Pease        |   |

**1. CALL TO ORDER**

CHAIR MORMILO called the meeting to order at 2:31 p.m. Stephen Ribuffo was absent. Jerry Weaver arrived at 2:34 p.m. A quorum was established.

**2. PUBLIC INVOLVEMENT ANNOUNCEMENT**

VIVIAN UNDERWOOD encouraged public involvement in this meeting of the AMATS Technical Advisory Committee. She explained staff would first make their presentation, followed by any comments from Committee members, and the floor would then be open to public comment.

**3. APPROVAL OF AGENDA**

MR. CARR moved to approve the agenda as presented. MS. HEIL seconded. *Hearing no objections, the agenda was approved unanimously.*

**4. APPROVAL OF MEETING MINUTES – October 13, 2011**

MR. WILBER moved to approve the minutes of October 13, 2011. MR. CARR seconded.

Ms. Witt provided a minor correction to the names under the call to order.

*Hearing no objections, the minutes were approved with the minor corrections.*

*Jerry Weaver arrived at 2:34 p.m.*

**5. BUSINESS ITEMS**

**a. 2035 Metropolitan Transportation Plan - Update**

JON SPRING discussed changes to the 2035 MTP schedule. He noted the original schedule was based on the Assembly holding a public hearing on March 13, but during introduction of the ordinance for the plan adoption at the Assembly, the Administration requested the public hearing be set for April 10. He noted Mr. Rudolph reviewed the impact to the 2035 Metropolitan Transportation Plan (MTP) schedule. A copy of two scenarios was provided to the TAC showing a potential schedule with an Assembly public hearing and action on April 10, and a potential schedule based on an Assembly public hearing on April 10 and Assembly action at the next meeting on April 17.

As a result, MR. SPRING indicated there would be disruption to the AMATS meetings, and a second AMATS meeting would be required for both the TAC and the Policy Committee in order to adopt the MTP in a timely manner. He noted there was sufficient time for FHWA and FTA to

review the adopted plan and provide federal approval by the June 14, 2012 deadline. Under the first scenario FTA and FHWA will have 25 business days, more than a month, to approve the MTP. With the second scenario, FTA and FHWA would have 19 business days.

MR. RUDOLPH noted he talked with Kris Riesenbergh with FHWA in Juneau who did not think the schedule change would be too big a problem. MR. RUDOLPH also noted FHWA has been in the loop with regard to the MTP all along; however, he stated he did offer FTA a work session with the project team on the MTP if they were interested.

MR. RIESENBERG noted he talked with Ned Conroy from FTA. He indicated that he and Mr. Conroy plan to try and stay engaged where they can so as not to come to the end and have issues, and to try to do their best if they have any questions or concerns to have them out there ahead of time. He also noted in the end the only real approval they have on the MTP is the conformity determination and the work engaged in the interagency consultation process, and hopefully there should not be any surprises. MR. RIESENBERG indicated they would do their best to get it done within the timeframe laid out by AMATS. He noted they will try to get all of their issues out ahead of time, and hopefully they can meet that timeline. He does not foresee it being a problem.

MR. RUDOLPH indicated the only issue with the timeline would be if any substantial changes were made at the Assembly or the Policy Committee that would require an additional 30 day public comment period and revising the air quality conformity, which would set the schedule back at least month.

MS. WITT stated they have asked staff to take a look at what it would mean to go into lapse, and to verify which projects in the program would be impacted.

MS. WITT thinks AMATS can make the MTP deadline barring any unforeseen problems.

In response to Chair Mormilo, MS. WITT indicated the affect of a lapse would depend on whether there were new projects to start up, or any advancing of any phases on any projects that require air quality conformity. MR. RUDOLPH further indicated that until there was a new MTP, bike and pedestrian projects, and road resurfacing projects could be advanced, but any phase of a major construction project could not be advanced that leads to a construction project that has not already been obligated.

MR. RUDOLPH noted the TIP has three major projects this year; Eagle River Road; Dimond Resurfacing; and the Glenn Highway Pathway. He also noted that Eagle River Road is not set to obligate until the end of the fiscal year so he did not think a lapse would cause a problem, and he indicated the other projects could be obligated because they do not require an air quality finding. He noted they are still looking at other smaller projects, but indicated AMATS would have to create an interim TIP identifying just those projects that could be carried forward.

MS. EPSTEIN stated by moving the Assembly hearing to April 10 it does put it after the mayoral election. She also stated the mayor has said publicly in recent weeks that he is interested in a “no toll” bridge non-public/private partnership, and she thinks that would certainly be a major amendment requiring the extra time. MS. EPSTEIN clarified she was not at the Dan Fagan luncheon, but she understands it was mentioned there, and then yesterday at Commonwealth North as a question for Commissioner Luiken (ADOT&PF).

MR. SPRING noted there is an Assembly work session on the MTP tomorrow downtown at City Hall at 12:00, and they will be there to make presentation and answer questions. He also noted there were a number of questions raised by Assembly Member Ossiander, which they have responded to. He indicated the only question from Ms. Ossiander that might affect the plan is the Highland Road Project. He noted she was concerned this project was in the illustrative part of the plan and thought maybe it should have been considered as two separate projects; one a short range project, which would rehab or reconstruct Highland Road from Mile 2.2 to Mile 3.4; and a longer term project to reconstruct the rest of the road. He indicated her feeling was if the project was broken out that way maybe they could have fit that short-term project, or 1.2 mile project into the financial constraint part of the plan, and the other could have been put into the illustrative part of the plan. He thinks this will have to be dealt with and the budget analyzed to see if her request could be accommodated if it is determined this is something they want to do. MR. SPRING noted he saw no other major concerns to be addressed.

There were no comments from the public.

**b. 2035 Metropolitan Transportation Plan Air Quality Conformity Determination**

STEVE MORRIS provided an overview on the 2035 MTP Air Quality Conformity Determination. Before AMATS can adopt the 2035 Metropolitan Transportation Plan (MTP), federal regulation requires that it make a determination that the MTP is in conformance with the State Implementation Plan (SIP) for air quality.

MR. MORRIS explained that any area like Anchorage that has been declared a non-attainment or maintenance area is required to go through the process to ensure that the MTP or TIP will not negatively affect an area’s ability to either continue to maintain standards or to attain standards. He noted Anchorage has not violated federal air quality standards for carbon monoxide (CO) or particulate matter less than 10 microns in diameter (PM-10) for over 10 years. Technically, Anchorage is a maintenance area for carbon monoxide and a non-attainment area for PM-10. The State submitted a PM-10 Maintenance Plan into EPA about two years ago and is still awaiting their approval. Based on discussion with EPA staff, it seems fairly certain that it will eventually be approved.

MR. MORRIS explained staff is asking for the TAC to release the air quality conformity report for 30 day public review, which is another requirement of federal regulations. He noted that staff has gone through preliminary consultation with various federal, state and local agencies. He noted that staff has made a couple minor changes in response to comments by FHWA, which were mostly editorial, and some parts of the report were clarified. In a small section of Appendix 2, he asked for the TAC's latitude to make a few editorial changes, and then release the report for 30 day public comment.

MR. MORRIS provided a brief overview of the report. He noted there are two parts to the report; the first part deals carbon monoxide conformity, and the second with PM-10 conformity. He noted they spent a lot of time on the CO analysis. Essentially the process entails using the AMATS transportation model to project travel activity levels through the course of the MTP, which is 2012-2035. The key travel outputs from that model are the amount of vehicle miles traveled in each of those analysis years, the number of trip starts that occur in each of those years, and characteristics of the travel during that period of time such as speed of travel. He noted those travel model outputs are used as input into the EPA MOVES Model. The MOVES Model basically uses those travel model outputs to estimate how much CO would be produced in each of those analysis years. He explained there is a budget that has to be met, which is set at a level that helps ensure that we will not violate standards. The budget is set at 156.5 tons per day. In other words, on a severe day during the winter period, one with a very strong temperature inversion when CO is likely to build-up and increase concentrations, in theory up to 156 tons per day could be emitted in the CO maintenance area and still maintain the standards. He noted that the modeling process showed that 2035 is projected to have the highest level of emissions at 146 tons per day, which is under budget by about 10 tons.

He explained they have gone through a conventional modeling process, and he thinks the agencies who reviewed it are comfortable with the way it was done. He pointed out that both he and ADEC staff has concerns about the MOVES Model itself. They think the MOVES Model is over-predicting starting emissions in future years, and at one point in time after performing some preliminary modeling thought that Anchorage might not be able to the CO budget. However, later, revised transportation model runs produced lower estimates of future travel activity and revised projections showed that the emissions budget was met. MR. MORRIS noted that concerns about the MOVES model were expressed in the report, and they want to make sure EPA knows that there appear to be problems with the model and that AMATS may find itself unable to meet the emission budget if they are not remedied. For this reason he wants to make sure the concerns about the MOVES Model are on the record.

MR. MORRIS discussed the second part of the report dealing with PM-10. He noted back in the late 1980's there was a small area in the more urbanized part of Eagle River with mostly unpaved roads, and as a consequence of those unpaved roads the PM-10 standards were violated. There was a simple fix of either paving or surfacing of roads with recycled asphalt, and as soon as that was done there has not been a violation since 1989.

He explained EPA allows areas with low PM-10 concentrations, like Eagle River, to prepare what is called a limited maintenance plan (LMP) instead of a full maintenance plan. The State submitted a PM-10 LMP for Eagle to EPA for review and approval in September 2010. Areas with LMPs are also allowed to go through an abbreviated conformity process, and an emissions budget is not required. It requires reexamining the monitoring data from the area to show the area is below the margin of safety standard. He stated this has been done for Eagle River, which is still well below the standards, and EPA is comfortable there is very little possibility of violating the PM-10 standards there as it relates the MTP. Although the EPA has not yet approved the Limited Maintenance Plan for Eagle River, MR. MORRIS noted there is another provision in EPA regulations that allows EPA to find the Limited Maintenance Plan adequate for conformity purposes, and as such allows AMATS to take advantage of the abbreviated conformity process. For this reason there was no emissions budget process required for the PM-10 conformity for the MTP. He thinks all the agencies that have been involved in the consultation process are comfortable with this approach. He said EPA plans to publish a federal register notice finding the Eagle River PM-10 LMP adequate for conformity purposes sometime in April. MR. MORRIS expects that this adequacy determination will be in place by the time AMATS has to make a conformity determination.

MR. MORRIS noted they have an Air Quality Committee assembled with a full nine members, and they plan to convene this Committee before the 30 day comment period ends. He asked the TAC to approve releasing the Conformity Determination for public review.

MR. CARR asked what the process was for wiping this off the books given there has not been a violation for 22 years. MR. MORRIS said he believed that Eagle River will remain a maintenance area for 20 years after EPA reclassifies Eagle River from its current nonattainment designation to maintenance. He noted that EPA will redesignate Eagle River as a maintenance area until they approve the limited maintenance plan and that has been under review for several years. He explained that now that the PM-10 LMP process can be used for conformity, the conformity process for PM10 is fairly innocuous and does not take much staff time or effort to do. MR. MORRIS also indicated they are beginning to explore the idea of a limited maintenance plan for carbon monoxide as well, which would also allow AMATS to dispense with the conformity budget issue. He thinks a lot of the work that went into this came from the AMATS planning side from the people running the transportation models for carbon monoxide analysis, and it was not just his staff.

MS. EPSTEIN as the representative of the Air Quality Advisory Committee to the TAC stated today is the first time she is seeing this, and the committee has not gone over this. She thinks that is unfortunate because she cannot convey feedback to the TAC. She stated for process reasons she is going to vote against releasing this today. She further noted this was in no way a statement about what is in this report, but she thinks the Air Quality Advisory Committee should have been convened before it went to the TAC.

MR. MORRIS stated this report was done 3 days ago noting there were numerous problems with the MOVES model, and it has been difficult. He did not think they could have convened the Air Quality Committee. He understands her concerns noting they will convene the committee, and he thinks the committee comments can be conveyed to the TAC.

MS. EPSTEIN asked if the Air Quality Advisory Committee could be convened, and then make a decision at the next TAC meeting in April about releasing it to the public.

MR. MORRIS said this is the way it has been done for the last several times. He thinks one of the main purposes of the Air Quality Advisory Committee is to facilitate public comment, and this is an appropriate use of the committee to do this during the 30 day public comment period.

MS. HEIL stated she does not remember anyone going through a committee prior to going out for public comment. She indicated all AMATS documents go out for public comment, and then a review by the committees that advise the TAC. She indicated what MS. EPSTEIN is asking is for the Air Quality Advisory Committee to review a document that has not been released to the public and before it is released to the public.

MS. EPSTEIN noted it has gone through consultation with different agencies. MS. HEIL noted that consultation is required by federal rule. She indicated there can be a private review prior to it going to public noting there is an interagency consultation draft before it goes to a public draft. She stated those drafts do not get seen by committees.

MS. EPSTEIN stated she cannot recall one way or the other, but remembers reporting to the TAC about the Air Quality Advisory Committee's comments and thinks this would have been an appropriate opportunity to do that.

Ms. HEIL suggested changing the title of the document to read "Carbon Monoxide and PM10 Air Quality Conformity Determination for the 2035 AMATS Metropolitan Transportation Plan." She would like it released to the public with a title showing the conformity analysis is for both carbon monoxide and PM10. MR. MORRIS had no objection.

There were no comments from the public.

MS. HEIL moved to change the title before the document is released. MR. MORRIS seconded.

CHAIR MORMILO clarified the motion is to change the title to "Carbon Monoxide and PM10 Air Quality Conformity Determination for the 2035 Metropolitan Transportation Plan.

*Hearing no objections, the motion passed unanimously.*

MS. HEIL moved to release the document (Air Quality Conformity Determination) for public review and incorporate the minor changes from comments from the Federal Highway Administration and the Environmental Protection Agency. MR. WILBER seconded.

*The motion passed 9 to 1 with Ms. Epstein opposed.*

**c. Bike and Pedestrian Advisory Committee Bylaws**

In Ms. McConnell's absence, MR. RUDOLPH presented this item. Since last month's TAC meeting, a work session held on February 27, 2012 to go over changes, which are before the TAC at this meeting. He indicated the most notable changes were to the makeup of the committee membership. He explained at the work session it was decided DOT and the Municipality would serve more as staff as opposed to being representatives on the committee. In addition, a new section 2.1.6 was added describing staff that would be available to help this committee. He listed other changes to the membership makeup, which included:

- Removal Municipal Planning or Project Management.
- Removal State DOT Planning or Project Management.
- Changing Native Health Organization to Social Service Organization.
- Removal of Anchorage Police Department or Alaska State Troopers.
- Change Community Business Organization, such as Anchorage Chamber of Commerce to Business Organization.
- Addition of 3 more public members.

MR. RUDOLPH discussed other changes. He noted Section 2.1.3 describes the makeup of those additional public members providing more flexibility to the committee in filling those spots.

The membership term was changed to end in February consistent with the Freight and Air Quality Advisory Committees so all appointments come to the TAC and the Policy Committee at the same time.

In addition to the changes from the work session, MR. RUDOLPH noted Mr. Hansen asked that Public Works be changed to Project Management and Engineering.

Although she was not at the work session, CHAIR MORMILO noted she read the changes and thought the changes were good. She indicated she liked the flexibility the changes provide noting her staff will always be available for consultation.

MR. RUDOLPH noted the discussion was that a police officer was not needed at every meeting, only when a topic comes up needing their input. The feeling was this would result in more participation.

CHAIR MORMILO asked for public comments.

ANNE BROOKS referred to Section 2.1.3 and suggested the TAC add diversity with regard to ethnicity, profession and geographic location because it does not really have anything that shows ethnic diversity. MS. MORMILO noted Section 2.1.3 would then read as follows:

“For the public members of the committee, the Policy Committee shall seek some diversity with regard to ethnicity, profession and geographic location (within the Municipality)...”

MS. EPSTEIN noted she received positive feedback from some of the public members that were unable to attend.

MR. WILBER moved the draft bylaws for the Bicycle and Pedestrian Advisory Committee to read as amended by staff and to include language in Section 2.1.3 with regard to “ethnicity, profession and geographic location” be recommended for approval by the Policy Committee. MS. HEIL seconded.

*Hearing no objection, the motion passed unanimously.*

d. **Other Business Items - None**

6. **INFORMATION ITEMS**

a. **Upcoming Construction Projects Status – State and Municipality**

MR. RUDOLPH distributed a comprehensive list of projects currently in design, pre-construction or heading for construction. He indicated it does include some projects outside the AMATS area (Old Seward Highway and Girdwood). He noted the main construction projects happening this year are West Dowling Phase 1 and Seward Highway, Dowling to Tudor. Other projects include Victor Road and several HSIP (Highway Safety Improvement Program) projects.

MR. CARR asked whether the flashing yellow arrows were a mandate that had come down. CHAIR MORMILO discussed this issue noting it was not a mandate, but is a recommendation with an MUTCD for using a flashing yellow, which is a four signal head for a permissive left turn, rather than having the five dog head. She also described how the signalization would work noting rather than having a yield on green, there would be flashing yellow arrow to let people know they can go, but must yield. She indicated studies have shown this type of signal improves safety at locations where people are not yielding as they should. She stated there are two signals

in operation: one from Muldoon turning onto Northern Lights; and one at Huffman and Lake Otis for east bound traffic.

CHAIR MORMILO noted the 9 proposed signals are for high risk locations to help where people are not yielding as they should before having to go to a protected only turn.

MR. KATSION noted one benefit is it helps on signal heads that are just permitted to allow additional capacity through the turn. He indicated there is a lot of frustration from drivers seeing red arrows, but no oncoming traffic, and this is a way to allow them to go. CHAIR MORMILO did not think they were changing any protected only signals.

MS. EPSTEIN asked about the start of the Glenn Highway Trail Rehabilitation. She indicated the Gold Nugget triathlon is scheduled for May 20, 2012 along a short section of the trail, but noted the race cannot use Elmendorf this year. MR. RUDOLPH did not know the start date for construction, but he will let the project manager know. MR. MORTON also indicated there is a marathon along that trail as well.

There were no public comments.

GARY JONES, Capital Program Coordinator for Project Management and Engineering, reported on the municipal projects anticipated for construction this summer, and a list of the projects was provided to TAC. He indicated there is approximately \$50 million worth of construction projects they expect to have underway this summer. Major road projects include:

- 9<sup>th</sup> Avenue Reconstruction Phase II
- 32<sup>nd</sup> Avenue Upgrade
- 40<sup>th</sup> Avenue Extension
- Arlene Dr/Pelican Dr/Kingfisher Dr Reconstruction RID
- Raspberry Road Upgrade, Arctic Blvd to C St
- Van Buren St/48<sup>th</sup> Ave Traffic Circulation Project completion

He indicated construction is dependent on the road bond passing this year, and he noted their portion of that bond is \$24.42 million.

MR. JONES noted there were drainage projects, pedestrian work, and surface rehabilitation projects scheduled as well. With regard to street maintenance projects, he indicated they anticipate chip sealing approximately 30 miles this year, completing 10 to 12 miles of recycled asphalt resurfacing, and doing regular activities to include street sweeping three times and storm drain cleaning.

He stated they have \$277 million worth of legislative requests. He pointed out that for the last couple of years the capital bill has included approximately \$120 million that would be directed toward the Municipality for road, transportation and drainage type projects, and the Governor

has vetoed about half of that. He indicated the amount actually received has been in the neighborhood of \$60 million and is optimistic in getting a similar number this year. MR. JONES stated none of these current projects are dependent on that funding except for one project.

MR. JONES discussed a different approach they are taking this year. He noted there were some reclaiming projects last year, which was an excellent value for the dollars involved, and they were able to save some of the infrastructure before the road totally went bad and needed to be reconstructed. This year they approached legislators asking for \$3 million for each senate district, and have identified priority areas within each senate district sending copies to each legislator so they would know if funding was received where it would be spent. He noted in this way they could begin to address some of the local roads in Anchorage that are starting to need work.

MR. JONES stated the Annual Construction Coordination Meeting is tentatively scheduled for May 3. Also for information on any project, he referred to their website at [muni.org](http://muni.org) under the Project Management and Engineering Department where there is a link to projects.

MR. JONES explained the chip sealing is for old roads. In response to Mr. Carr, he indicated that 120<sup>th</sup> Avenue is not planned for this year. He described the areas included for wrap or chip seal would be east of Muldoon, the northern section from about 11<sup>th</sup> Avenue to Peck, the corridor between Dimond and Dowling on the Old Seward Highway, and then east of Lake Otis.

In response to a question from Anne Brooks on reclaiming projects, MR. JONES explained a reclaimer is a piece of equipment that chews up the road, and then lays it back down leveling and paving in one motion. MR. HANSEN noted this was done for projects in the Spenard and Sand Lake areas last year, and it providing a brand new surface and was highly successful.

**b. Other Informational Items - None**

**7. COMMITTEE COMMENTS**

MR. WILBER announced that at an event today Chair Mormilo was selected as one of the Top 40 Under 40.

MR. HANSEN noted they were finally able to move some of their agreements with the DOT forward. He thinks they finally have language on their indemnification clause, and some of the agreements are moving forward after 3 years of resolving this issue.

MR. HANSEN reported that he, Ms. Mormilo and Mr. Morton met today. He noted they had been meeting with the DOT because the Municipality has some of the most discontinuous roads in this town as far as ownership, and they are trying to make it more understanding, update maintenance agreements with the State, and not cost anybody any money. He hopes the

Municipality and the State can come to some agreement, and he thinks they have some good prospects.

MR. CARR indicated there is a new sense of cooperation between DOT and various agencies because the Railroad also after 3 years just finished some indemnification language with DOT. As a result, he noted all their crossings from Seward to Fairbanks are now permitted again.

MR. CARR should have sent out an email regarding the train trip scheduled June 20<sup>th</sup> for the Freight Technical Advisory Committee, and AMATS has also been invited. He explained they will tack the business car onto the end of the Seward train.

MR. CARR commented it is only two months until passenger service.

**8. SCHEDULED AMATS MEETINGS**

Policy Committee, March 22, 2012

Technical Advisory Committee, April 12, 2012

MR. RUDOLPH noted the continuation of the April 12 TAC meeting would be scheduled for April 20, 2012. MS. EPSTEIN stated she would be out of town. MR. RUDOLPH clarified the meeting could not be scheduled earlier as it would not allow for advertising the meeting 7 days in advance.

**9. ADJOURNMENT**

The meeting adjourned at 3:21 p.m.