

CLERK'S OFFICE
APPROVED

Date:

4-24-01

Submitted by:

Chairman of the Assembly at the
Request of the Mayor

Prepared by:

Planning Department

For reading

March 20, 2001



Anchorage, Alaska
AR 2001-75

A RESOLUTION OF THE ASSEMBLY ADOPTING THE AMATS 2001 ANCHORAGE
BOWL LONG-RANGE TRANSPORTATION PLAN

WHEREAS, the Assembly has reviewed the 2001 Anchorage Bowl Long-Range
Transportation Plan submitted by the Mayor; and

WHEREAS, the 2001 Anchorage Bowl Long-Range Transportation Plan update
does not change any of the transportation improvement recommendations contained in
the existing 1991 Anchorage Bowl Long-Range Transportation Plan, and

WHEREAS, the 2001 Anchorage Bowl Long-Range Transportation Plan has been
found to be in conformity with the Federal Clean Air Act as amended in 1990, and

WHEREAS, on March 12, 2001, a duly advertised public hearing was held by the
Planning and Zoning Commission.

NOW, THEREFORE, The Anchorage Assembly resolves:

Section 1. That the 2001 Anchorage Bowl Long-Range Transportation Plan is
adopted.

Section 2. This resolution shall become effective immediately upon passage and
approval by the Anchorage Assembly.

PASSED AND APPROVED by the Anchorage Assembly this 24 day of
April, 2001.

ATTEST:


Chairman


Municipal Clerk

MUNICIPALITY OF ANCHORAGE

ASSEMBLY MEMORANDUM

No. AM 275-2001

Meeting Date: March 20, 2001

From: Mayor

Subject: AR 2001-75

A resolution Adopting the 2001 Anchorage Bowl
Long-Range Transportation Plan.

1 The Anchorage Bowl Long-Range Transportation Plan (LRTP) is the document, which guides long-term
2 transportation improvements within the Anchorage Bowl. Federal regulations require that the
3 Municipality update the LRTP every three years in order to remain eligible for federal funding. The intent
4 of the 2001 Anchorage Bowl Long-Range Transportation Plan is to serve as an interim update which meets
5 these federal requirements. As a result, no changes have been made with respect to the transportation
6 improvement recommendations contained in the previous plan.

7
8 The reason why a major update was not attempted at this time is the strong interrelationship between land
9 use and transportation planning which ideally should be addressed through the comprehensive planning
10 process. Since the new Comprehensive Plan, *Anchorage 2020*, has recently been completed and adopted,
11 it makes sense to delay major revisions to the LRTP in order to take advantage of this unique opportunity
12 to integrate these two major elements of the Comprehensive Plan. Moreover, it does not seem appropriate
13 to encourage an extensive investment of citizen time in a public process which will be revisited in a more
14 effective and meaningful manner in the very near future.

15
16 Although no significant changes were made to the major transportation improvement recommendations,
17 this interim update accomplishes several important tasks. The important changes involve the addition of
18 new elements, including Ship Creek Multi-modal Transportation Plan, Freight Mobility, Congestion
19 Management System, and recognition of the major investment by the Alaska Railroad Corporation, which
20 were added to comply with the Transportation Equity Act for the 21st Century (TEA21) regulations. Other
21 sections were revised based on more up-to-date assumptions and data.

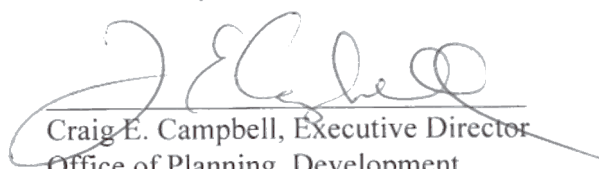
22
23 THE ADMINISTRATION SUPPORTS THE ADOPTION OF THE 2001 ANCHORAGE BOWL LONG-
24 RANGE TRANSPORTATION PLAN UPDATE AND RECOMMENDS APPROVAL OF AR NO. 2001-75
25

Concurred by:



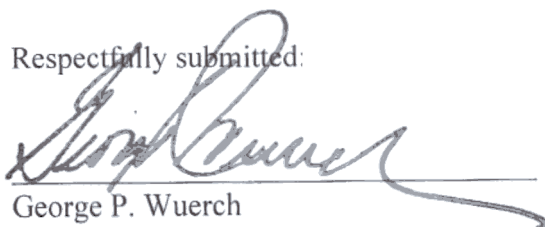
Harry J. Kieling, Jr.
Municipal Manager

Concurred by:



Craig E. Campbell, Executive Director
Office of Planning, Development,
and Public Works

Respectfully submitted:



George P. Wuerch
Mayor

Prepared by:


Susan R. Fison, Director
Planning Department

AR 2001-75

MUNICIPALITY OF ANCHORAGE

ASSEMBLY INFORMATIONAL MEMORANDUM

No. AIM 29-2001

Meeting Date: March 20 2001

From: Mayor

Subject: 2001 Anchorage Bowl Long-Range Transportation Plan

The purpose of this informational memorandum is to summarize the purpose and content of the 2001 Anchorage Bowl Long-Range Transportation Plan review and update.

The Anchorage Bowl Long-Range Transportation Plan (LRTP) is the document, which guides long-term transportation improvements within the Anchorage Bowl. The last major update of the LRTP occurred in 1991. Since that time two minor reviews and updates were conducted in 1994 and 1997. No changes in the 1991 LRTP recommendations were made during the 1994 or 1997 update. The 2001 Anchorage Bowl Long-Range Transportation Plan represents the third minor update of the 1991 LRTP. It also leaves the recommendations contained in the original Plan intact.

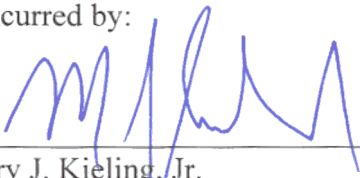
Although no changes in either the major transportation improvements or transportation plan goals and objectives are proposed, this update accomplishes several important tasks. First, it will review the assumptions and population projections that underpin the 1991 LRTP to determine if they are still valid. Second, the Plan update will extend the Plan period from 2010 to 2023. Third, the Plan will strengthen sections pertaining to the 1998 Transportation Equity Act for the 21st Century (TEA21) requirements. These sections include the Freight Mobility and Congestion Management System. Fourth, the Plan will update required sections of the Plan, such as the Financial Analysis, which are subject to change.

The Municipality of Anchorage Transportation Planning Division is preparing the groundwork for the next major update of the Plan, which is expected to occur by the year 2003. As a part of this effort, transportation planning staff has conducting a complete overhaul of the existing transportation planning model. Besides providing an updated, more accurate traffic projection capability, the model contains important new features, including transit, light rail, and pedestrian mode choice submodels. The Municipality is in a much better position to initiate a comprehensive study of the future transportation needs of the community with this new model and the recent adoption of *Anchorage 2020*. Attempting to make changes to major transportation improvements contained in the 1991 LRTP without this new tool or *Anchorage 2020* could result in uninformed decision-making.

The 2001 Anchorage Bowl Long-Range Transportation Plan is a product of the Anchorage Metropolitan Area Transportation Study (AMATS). Completion of the Plan was accomplished through the cooperative effort of the Municipality of Anchorage and the Alaska Department of Transportation and Public Facilities staff.


The Municipal Planning and Zoning Commission will conduct a public hearing on the 2001 Anchorage Bowl Long-Range Transportation Plan on March 12, 2001. Following the public hearing, the Commission will make recommendation to the Assembly and AMATS.

Concurred by:



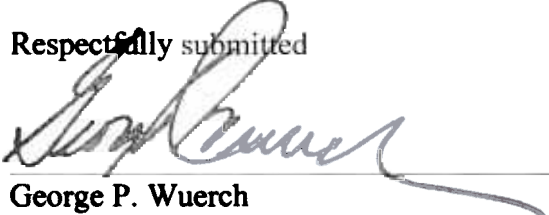
Harry J. Kieling, Jr.
Municipal Manager

Concurred by:



Craig E. Campbell, Executive Director
Office of Planning, Development,
and Public Works

Respectfully submitted



George P. Wuerch
Mayor

Prepared by



Susan R. Fison, Director
Planning Department

Attachments

(1) Draft 2001 Anchorage Bowl Long-Range Transportation Plan

(51 pages)

PUBLIC REVIEW DRAFT



Year 2001 Update

Anchorage Bowl

Long-Range Transportation Plan

Prepared as a joint effort by:

Municipality of Anchorage
Department of Planning
in cooperation with the
State of Alaska
Department of Transportation and Public Facilities

Comments Due: March 27, 2001

Send comments to
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United States Department of Transportation, Federal Highway Administration.

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PREFACE

The Year 2001 Anchorage Bowl Long-Range Transportation Plan Update (2001 LRTP) is intended to guide decision-makers in prioritizing necessary improvements within the Anchorage Bowl, by outlining the policies necessary to implement our community's transportation goals and objectives. The **2001 LRTP** also addresses other specific tasks. First, it reviews the land use assumptions and population projections that underpin the 1991 LRTP to determine if they are still valid. Second, the **2001 LRTP** builds upon interim updates done in 1994 and 1997, and extends the planning horizon to the Year 2023. Third, the **2001 LRTP** addresses the seven planning factors established in TEA-21 requirements with a focus on freight mobility, congestion management, and the major investment/environmental study process. Fourth, the **2001 LRTP** will update time-and-date critical sections of the 1991 Plan, such as financial analyses.

Since its inception in 1977, the LRTP has been periodically reviewed and updated to reflect changes in the community's transportation needs. Plans, by their very nature, are dynamic, not static. Once adopted, a plan must be regularly revisited, and oftentimes revised, to meet shifting conditions. The last major revision of the Anchorage Bowl LRTP, which included a full analysis of alternative roadway recommendations and improvements, occurred in 1991. Triennial reviews were conducted and interim updates produced in 1994 and 1997. No changes to the 1991 LRTP recommendations were made during either the 1994 or 1997 reports.

This document represents the third interim update of the 1991 LRTP. It is not a major revision.

When the 1997 report was approved, it was envisioned that another major revision to the LRTP would be produced in late 2000 or 2001, immediately following the adoption of a new Anchorage Bowl Comprehensive Plan ("Comp Plan"). However, it has taken the Municipality longer than previously expected to update the Anchorage Bowl Comp Plan. At the time of this writing, Anchorage 2020 (the title of the new Comp Plan) is now before the municipal Assembly for final review and adoption. Until its Land Use Policy Map and implementation strategies are formally approved, the land use map and information from the 1982 Comp Plan must be used, as it is the most current information from an adopted Plan.

Though this update does not fully implement the recommendations Anchorage 2020, it does recognize the importance of land use and transportation and the need to enhance mobility, access, and choice at this time.

A Long-Range Transportation Plan, such as this, includes multiple modes. As with the last update, this Plan recognizes the need for road, transit, trail/pedestrian, and freight improvements.

The AMATS Mission: To develop and implement a multi-modal transportation system.

I. BACKGROUND

A. *Historical Perspective and Current Regulatory Requirements*

A long-range transportation plan is one of the major components of federally funded urban transportation planning programs, stipulated in the Federal Code of Regulations. The long-range transportation plan must complement the area's land use plans and other public infrastructure improvement plans, such as those for water and electrical transmission facilities.

The **Federal Highway Act of 1962** stipulated that all urbanized areas must have a metropolitan planning organization [MPO] to carry out a continuing, comprehensive, and cooperative [3-C] transportation planning process. The Act spelled out how highway trust fund dollars (collected from federal taxes on gasoline sales) would be directed to urbanized areas. The U S Bureau of Census defined "urbanized areas" as locales that sustain populations of 50,000 or more.

The Governor of Alaska designated the Municipality of Anchorage an MPO on April 8, 1976. The Municipality's recognized urban transportation planning program is 'AMATS', which is an acronym for the **Anchorage Metropolitan Area Transportation Study**. AMATS was created so that our local area could receive federal highway funds and use those funds to improve the primary transportation network.

Additional requirements relating to transportation planning were imposed with the approval of the **1977 Clean Air Act**. Federal legislation mandated that an air quality planning process be established and closely coordinated with the existing transportation planning process in areas found to be in non-attainment with the "national ambient air quality standards" [NAAQS].

On January 27, 1978, the U. S. Environmental Protection Agency [EPA] Administrator designated Anchorage as a moderate non-attainment area for carbon monoxide. Shortly thereafter, the Governor of Alaska designated the Municipality as the Air Quality Planning Agency for the Anchorage Non-attainment Area. A Memorandum of Understanding for Air Quality between the Municipality of Anchorage [MOA] and the State of Alaska was first enacted on September 25, 1978.

President George Bush signed the **1990 Clean Air Act Amendments [CAAA]** on November 15, 1990. This federal law required the State of Alaska Department of Environmental Conservation [ADEC] to submit a revised Air Quality Plan to EPA by November 15, 1992.

President Bush signed the **Intermodal Surface Transportation Efficiency Act [ISTEA]** into law on December 18, 1991. ISTEA provided funds for highways, highway safety, and mass transit through FFY 1997. Under provisions of that Act, the U.S. Secretary of Transportation designated the Anchorage Metropolitan Area as a Transportation Management Area [TMA]. TMAs are subject to special requirements regarding congestion management systems, project selection, and certification.

The Act stated its policy as: "to develop a National Intermodal Transportation System that is economically efficient, environmentally sound, provides the foundation for the Nation to compete in the global economy, and will move people and goods in an energy efficient manner."
(Note: The 1991 Plan was written and adopted when ISTEA regulations were first introduced but not fully adopted.)
Reauthorization of ISTEA came about in the form of TEA-21. On June 9, 1998, President Bill Clinton signed into law the **Transportation Equity Act for the 21st Century**, authorizing highway, highway safety, transit, and other surface transportation programs for the 6-year period 1998-2003. *Subsequent technical corrections were enacted July 22, 1998, under the TEA-21 Restoration Act.*

TEA-21 built on the initiatives established in ISTEA. **TEA-21** combined the continuation and improvement of then current programs with new initiatives to meet the challenges of improving safety as traffic continues to increase at record levels, protecting and enhancing communities and the natural environment as we provide transportation, and advancing America's economic growth and competitiveness domestically and internationally through efficient and flexible transportation.

Significant features of **TEA-21** legislation include: 1) Assurance of a guaranteed level of federal funds for surface transportation through fiscal year 2003; 2) Extension of the Disadvantaged Business Enterprises (DBE) program; 3) Strengthening of safety programs, with new incentives to increase the use of safety belts, and promoting enactment and enforcement of 0.08 percent blood alcohol concentration standards for drunk driving; 4) Continuation of the proven and effective program structure established for highways and transit under ISTEA [Flexibility in use of funds, emphasis on measures to improve the environment, focus on a strong planning process as the foundation of good transportation decisions – all ISTEA hallmarks – are continued and enhanced by TEA-21]; and 5) Investing in research and its application to maximize performance of the transportation system. [Special emphasis is placed on deployment of Intelligent Transportation Systems to help improve operations and management].

B. Anchorage Metropolitan Area Transportation Study

Transportation planning in the Municipality is conducted under the auspices of the Anchorage Metropolitan Area Transportation Study (AMATS). AMATS is a cooperative, comprehensive, and continuing process in which the State of Alaska and the Municipality of Anchorage jointly plan improvement of local roadway, transit, and trail systems.

AMATS Long-Range Transportation Plans are key planning documents used to forecast development and implementation of transportation system improvements that will be needed at a horizon point twenty years into the future. The Year 2001 Anchorage Bowl LRTP Update, when adopted, will serve this purpose for AMATS.

The Transportation Improvement Program (TIP) is the short-range counterpart to the LRTP. A rational planning process requires both dimensions. The TIP is an implementation tool used by AMATS to program federal funding for the development of transportation improvements. The TIP programs those recommendations contained in the twenty-three-year Transportation Plan into a short-term (three-year to six-year) timeframe. *[Note: a more detailed flowchart of the transportation planning process, and its relationship with the Comp Plan, is shown on Figure 1, on the following page.]*

C. Study Area

The AMATS Study Area encompasses a major portion of the political boundaries of the Municipality of Anchorage, the urbanized areas of Eagle River/Chugiak/Birchwood/ Eklutna, and the Anchorage Bowl.

As depicted on *Figure 2*, the AMATS Study Area reaches from Eklutna on the north to Potter Creek on the south. The only population centers outside of the AMATS Study Area are the Turnagain Arm communities of Girdwood, Bird Creek, and Indian.

This Long-Range Transportation Plan is an update of the Anchorage Bowl portion of the AMATS study area. A Transportation Plan for the Chugiak/Eagle River area was completed and approved in October 1996 and is not incorporated in this LRTP.

D. Planning Horizon

TEA-21 planning regulations, specified in Title 23 of the Code of Federal Regulations [23CFR450.322(a)], require a transportation plan to address at least a 20-year horizon. The planning horizon for the 1991 Anchorage Bowl LRTP encompassed the years 1991 to 2010. Interim updates to the 1991 LRTP in 1994 and 1997 extended that timeframe to 2017. This Year 2001 LRTP Update further extends the timeframe to the Year 2023, to comply with the above referenced TEA-21 regulations.

Figure 1

TRANSPORTATION PLANNING & IMPLEMENTATION PROCESS

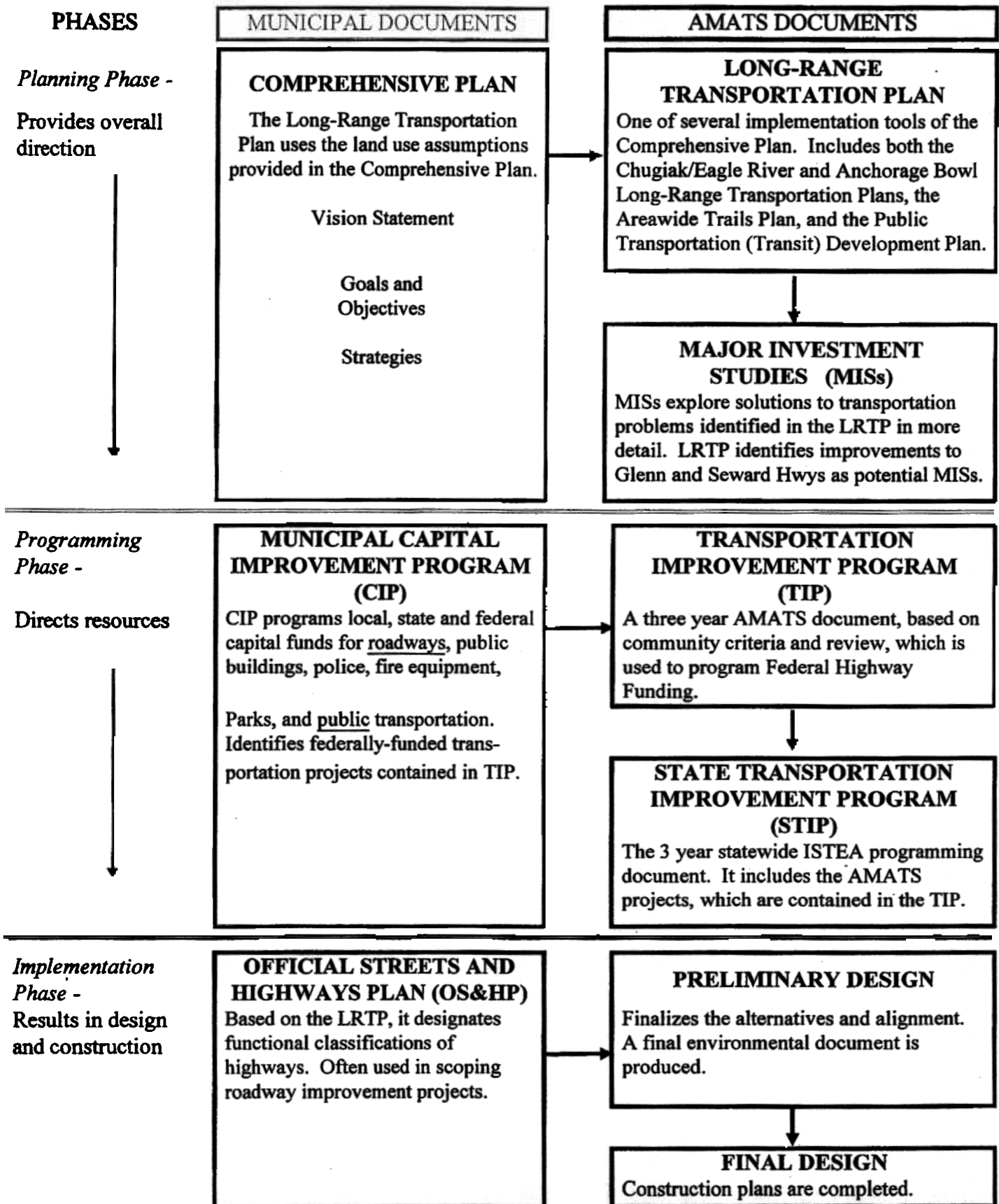
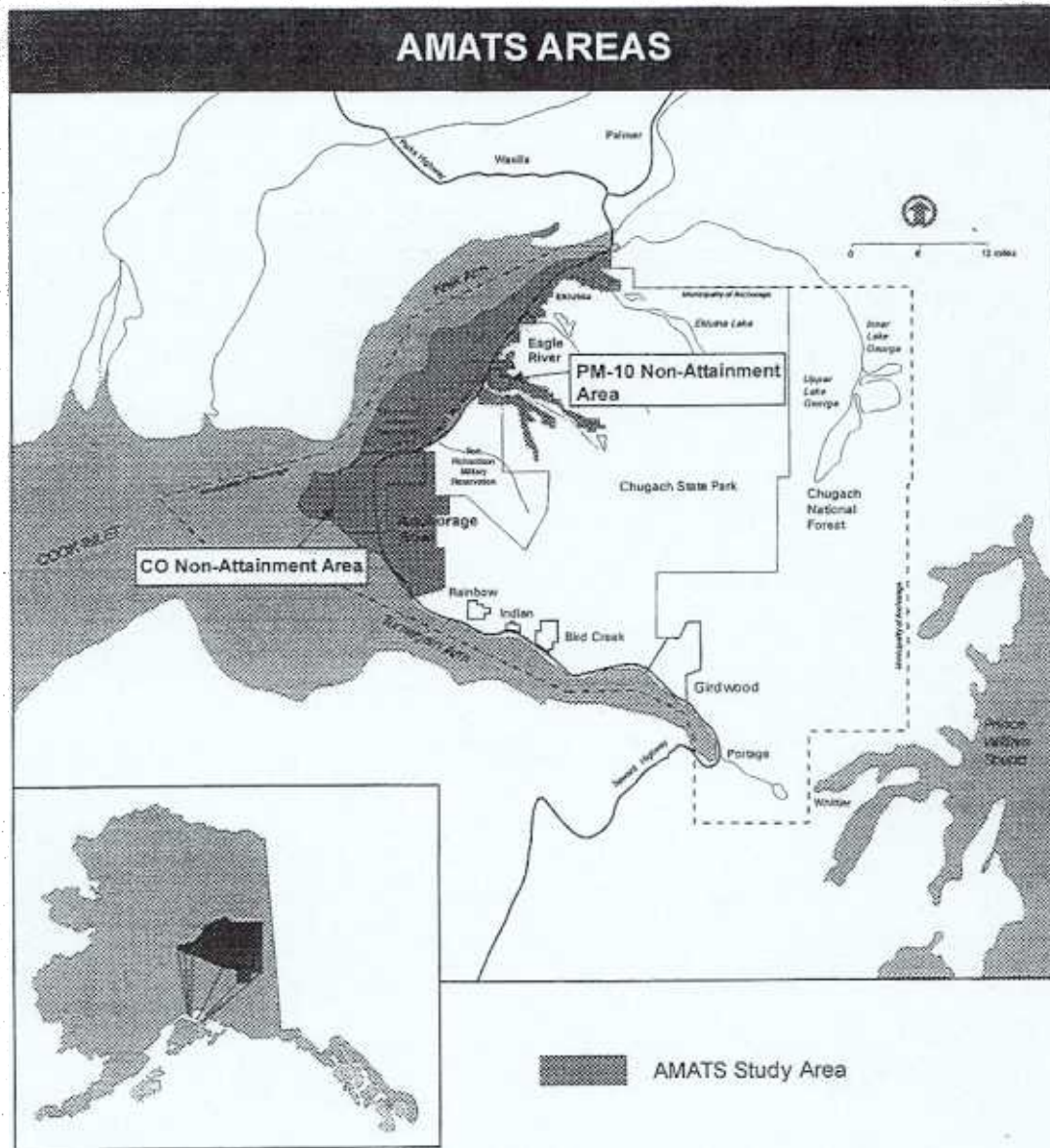


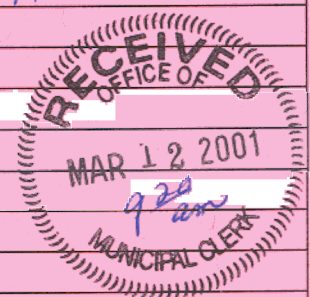
Figure 2



Municipality of Anchorage
MUNICIPAL CLERKS OFFICE
Agenda Document Control Sheet

As 2001-75
As 2001-

1	SUBJECT OF AGENDA DOCUMENT	DATE PREPARED March 5, 2001	
	2001 Anchorage Bowl Long-Range Transportation Plan	INDICATE DOCUMENTS ATTACHED <input checked="" type="checkbox"/> AO <input checked="" type="checkbox"/> AR <input checked="" type="checkbox"/> AM <input checked="" type="checkbox"/> AIM	
2	DEPARTMENT NAME Planning	DIRECTOR'S NAME Susan R. Fison	
3	THE PERSON THE DOCUMENT WAS ACTUALLY PREPARED BY Lance Wilber, Transportation Division Manager	HIS/HER PHONE NUMBER 343-4262	
4	COORDINATED WITH AND REVIEWED BY	INITIALS	DATE
4	Mayor		
	Heritage Land Bank		
	Merrill Field Airport		
	Municipal Light & Power		
	Port of Anchorage		
	Solid Waste Services		
	Water & Wastewater Utility		
3	Municipal Manager <i>§</i>	<i>m</i>	<i>3/11</i>
	Cultural & Recreational Services		
	Employee Relations		
	Finance, Chief Fiscal Officer		
	Fire		
	Health and Human Services		
	Office of Management and Budget		
	Management Information Services		
	Police		
2	Planning, Development, & Public Works	<i>CEC</i>	<i>3-6-01</i>
	Development Services		
	Facility Management		
1	Planning	<i>ARF</i>	<i>3-5-01</i>
	Project Management & Engineering		
	Traffic		
	Street Maintenance		
	Public Transportation Department		
	Purchasing		
	Municipal Attorney	<i>WLS</i>	<i>3/2/01</i>
	Municipal Clerk		
	Other		
5	Special Instruction/Comments		
Planning would like to schedule a worksession with the Assembly prior to the public hearing			
6	ASSEMBLY MEETING DATE REQUESTED March 13, 2001	7	PUBLIC HEARING DATE REQUESTED March 27, 2001, or no later than April 17, 2001



7 days notice requirement