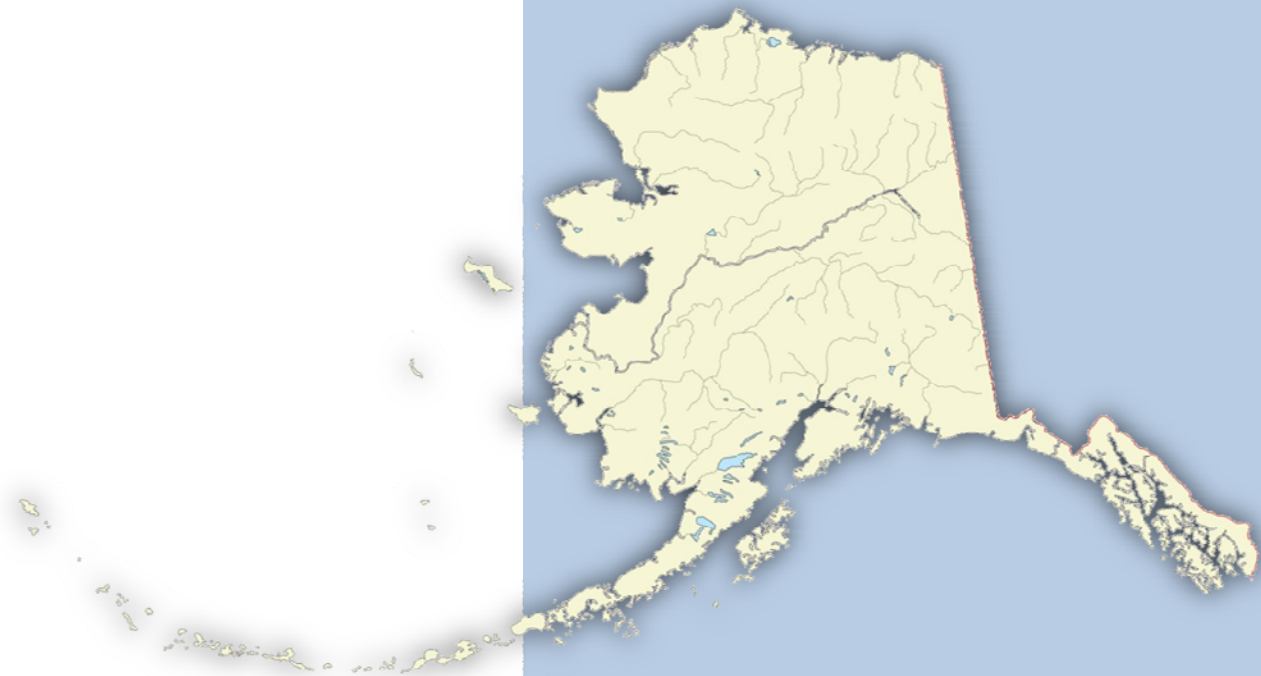


# ALASKA

**Aviation System Plan**



## Alaska Aviation System Plan

Aviation Functions within  
State of Alaska DOT&PF

November 2010

**ALASKA AVIATION SYSTEM PLAN**

**AVIATION FUNCTIONS**

**WITHIN**

**STATE OF ALASKA**

**DEPARTMENT OF TRANSPORTATION AND PUBLIC FACILITIES**

**DOT&PF Project No. 51156**

**Prepared for:**

State of Alaska  
Department of Transportation and Public Facilities  
P.O. Box 196900  
Anchorage, Alaska 99519

**Prepared by:**

DOWL HKM  
4041 B Street  
Anchorage, Alaska 99503  
(907) 562-2000

W.O. D59825

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**LIST OF ACRONYMS**

AASP .....	Alaska Aviation System Plan
AIP .....	Airport Improvement Program
ARC .....	Alaska Road Commission
BRCA.....	Board of Road Commissioners for Alaska
CIP .....	Capital Investment Program
DOH.....	Department of Highways
DOT&PF.....	State of Alaska Department of Transportation and Public Facilities
DPW.....	State of Alaska
FAA.....	Federal Aviation Administration
FY .....	fiscal year
IAS .....	International Airport System
M&O.....	Maintenance and Operations
MPC .....	Management Policy Committee
NEPA .....	National Environmental Policy Act
PFT.....	Permanent Full-Time
U.S .....	United States
USDOT .....	U.S. Department of Transportation
USEPA.....	U.S. Environmental Protection Agency

## **1.0 INTRODUCTION**

The State of Alaska Department of Transportation and Public Facilities (DOT&PF) is updating the Alaska Aviation System Plan (AASP). As part of this update, the Governor's Aviation Advisory Board requested an assessment of the structure and role of DOT&PF's Statewide Aviation branch. An initial assessment was completed in December of 2008. Following their review of the assessment, the DOT&PF and the Aviation Advisory Board identified the problem statement immediately below.

Problem Statement: "DOT&PF requires additional analysis of the existing data on management, operations and communication flow within the multi-modal, regional structure to identify efficient ways to conduct business to make the department more effective at meeting aviation user's needs."

A multi-step methodology was developed to respond to the problem statement. This paper addresses the first step in that process:

Phase 1(a): "Document historically how DOT&PF arrived at the current aviation management structure."

Records concerning the organizational evolution of the DOT&PF and its predecessor organizations are fragmentary, indirect, and often missing entirely. What follows is an effort to reconstruct this history using department records supplemented by information gathered from other sources such as published histories on related topics, State operating and capital budgets, transition reports for incoming governors, current DOT&PF staff, and past employees. Organization charts recovered during the investigation are attached as Appendix A. Unfortunately, organization charts depicting many organizational changes are no longer available, and the details of these designs must be inferred.

## **2.0 BACKGROUND**

In December 1903, the Wright Brothers made their famous first flights at Kitty Hawk, North Carolina. The United States Census listed Alaska's population as 63,592. The Board of Road Commissioners for Alaska (BRCA) organized within the United States War Department was established in 1905 "...to locate, layout, construct, and maintain wagon roads and pack trails

from any point on the navigable waters...to any town, mining, or other industrial camp or settlement, between any such town, camps, or settlements...if in their judgment such roads or trails are needed and will be of permanent value for the development of the district.” The BRCA consisted of an engineer officer appointed by the Secretary of War and two other officers stationed in Alaska. The BRCA divided Alaska into districts, each with a civil engineer as disbursing agent. The engineer officer was responsible for organization of all work parties and their direction in the field, as far as possible. The disbursing agent was responsible for accounting for funds, property, and records (Naske, 1980, pp. 21-27). Congress appropriated \$28,000 for the construction of roads in Alaska in 1905 and increased this amount to \$230,500 in 1906. By 1907, the BRCA had completed 166 miles of wagon road, 384 miles of winter sled road, 242 miles of dog team trail, but no airfields (Naske, 1980, pp. 32-33).

### **3.0 PRE-STATEHOOD: TERRITORY OF ALASKA (1912-1959)**

When Congress passed the Second Organic Act in 1912, what was previously known as the District of Alaska was reorganized and renamed the Territory of Alaska. The first Territorial Legislature met in 1913. The same year, James and Lily Martin, England’s first lady aviator, shipped their airplane from Seattle to Fairbanks where they took several flights over a three-day period and gave lectures about the future of aviation. Thereafter, they unsuccessfully tried to sell the airplane and ended up dismantling and shipping it back to their home in San Francisco (Akhistorcourse, 2010).

By 1916, as interest in the gold fields waned, the population of the territory decreased to about 58,000 (Wikipedia, 2010). After World War I, aviation started to change the way of life in Alaska. Some events involved demonstration flights undertaken by the United States (U.S.) military. For example, in 1920 a flight of army bombers flew from Long Island, New York, to Nome to demonstrate the potential of long-range air



Source: Archives, University of Alaska Fairbanks

**Figure 1: Ben Eielson Leaving Fairbanks for McGrath - 1924**

transportation. Commercial aviation started in 1924 with the first contract to carry mail between Fairbanks and McGrath. Carl Ben Eielson flew the experimental mail flight, covering in several hours a trip that had formerly required as much as three weeks by dog sled (U.S. Centennial of Flight, 2010). Noel Wien also established the first scheduled airline in Fairbanks in 1924. Around this time, the BRCA officially became the Alaska Road Commission (ARC) under the Department of the Army (University of Alaska Fairbanks, 2010).

The earliest aircraft takeoff and landing sites were grassy fields. The plane could approach at any angle that provided a favorable wind direction. A slight improvement was the dirt-only field, which eliminated the drag from grass. However, these only functioned well in dry conditions.

In 1925, the Air Commerce Act authorized the expenditure of Federal Aid Highways funds for the construction of airports. The BRCA was authorized to spend up to \$40,000 (about 16%) of the \$250,000 territorial road budget on airfield construction. The 1926 District Operations Report of the ARC mentions the construction of new airports at Fort Yukon, Lake Minchumina, Livengood, Takotna, Flat, and Nome. By 1927, the territorial government was maintaining twenty-four airfields, most between 700 and 1,400 feet long (Akhistoricalcourse, 2010).

According to the 1930 Annual Report of the Governor of Alaska to the Secretary of the Interior, 3,654 passengers were carried 684,361 passenger miles by the twenty-four commercial aircraft in service at that time. Almost 18,000 pounds of mail was also carried. On the technological front, the report also noted that the Fairbanks airport had “modern lighting equipment” (Territory of Alaska, Office of the Governor, 1930).

By 1932, seventy airfields had been constructed by the ARC at a total cost of \$173,242.47 (ARC, 1956). In that same year, the ARC was transferred to the U.S. Department of the Interior (University of Alaska Fairbanks, 2010). An airport at Cordova was constructed in 1933.



Source: Archives, University of Alaska Fairbanks

**Figure 2: Airport Construction in Cordova - 1933**

During the 1930s, the organizational design of the ARC in Alaska was a combination of divisions based on professions (i.e., design and construction, operations, and administration) and district offices reflecting geographic distribution. The communication technology of the time limited the amount of information exchange between ARC's Alaskan operations and the continental U.S., the budget was small, the desired product very basic, and the development of Alaska was not priority to a nation dealing with the burden of a severe economic depression.

Airport technology and design also diverged further from highway applications as runway approach lighting systems came into use. These systems indicated the proper direction and angle of descent. The slope-line approach system was eventually introduced, consisting of two rows of lights that formed a funnel indicating an aircraft's position on the glide slope. Additional lights indicated incorrect altitude and direction (Wikipedia, 2010).

By the end of the 1930s, there were over one hundred airfields in Alaska, but only four--at Anchorage, Fairbanks, Juneau, and Nome--were adequate for the most modern aircraft of that time. In 1938, one hundred and fifty-five commercial aircraft in Alaska flew nearly six million miles and carried nearly three and one-half million pounds of freight. This was also the year that the Civil Aeronautics Act created the Civil Aeronautics Authority to regulate air traffic, develop airport design standards, and fund the construction of airports. By 1940, Alaska had ten airfields with runways longer than 2,500 feet. The Territorial Legislature passed an aviation fuel tax to provide matching funding for the federal construction program (Akhistorcourse, 2010).

During World War II, the lend-lease program between the U.S. and Russia led to an increase of military-related aviation activity in Alaska. Northway's airport was built in the 1940s as part of the Northwest Staging Route for lend-lease combat aircraft bound for Russia.

Following World War II, airport design became more sophisticated. Passenger buildings were being grouped together in



Source: Archives, University of Alaska Fairbanks

**Figure 3: Russian Officers Inspect an American Lend-Lease Bomber On Its Way to Siberia**



terminal “islands,” with runways arranged in groups about the terminals. This arrangement permitted expansion of the airport passenger facilities, but it also meant that passengers had to travel further to reach their plane.

At the end of the 1940s, Congress authorized federal funds for the construction of “continental category” airports at Anchorage and Fairbanks. In 1949, federal funds were authorized for the improvement of airfields at Fort Yukon, Kotzebue, Seward, and Valdez as well as the construction of the Palmer Airport (Akhistorcourse, 2010).

The 1950 U.S. Census lists Alaska’s population as 128,643. The ARC at this time was organized along divisional lines, with groupings by profession (design, operations, and administration) and geographical regions (Anchorage, Fairbanks, Valdez, Nome, and Haines), somewhat similar to DOT&PF’s organization today (ARC, 2010, pp. 5-7). Highways and aviation were not separated in the organizational scheme. A Director provided direction to a Chief Engineer who in turn supervised the three divisions. One significant difference is that part of the organization accountable for financial resources (Finance and Budget) was separate and distinct from the part executing projects (Design and Construction) and performing maintenance (Operations). This structure provided an opportunity for independent oversight within the organization regarding how efficiently projects were executed and cared for.

In 1956, the ARC was absorbed by the Bureau of Public Roads; part of the U.S. Department of Commerce. Alaska’s transportation network consisted of 3,594 miles of roads and “many” bridges, airstrips, trainways, and ferries (ARC, 2010). Between 1905 and 1956, the ARC spent a total of nearly \$204 million on road and trail (and airfield) development in Alaska. In most years, the annual expenditure was less than \$1 million (sometimes much less), although in 1951 annual expenditures reached a high of almost \$30 million (ARC, 2010, p. 44).

The Federal Aviation Act created the Federal Aviation Administration (FAA) in 1958. It also brought stability to airport funding in Alaska by providing about \$4 million per year.

#### **4.0 THE EVOLUTION OF THE STATE OF ALASKA DEPARTMENT OF TRANSPORTATION AND PUBLIC FACILITIES: STATEHOOD (1959 - 2010)**

With statehood in 1959, the State of Alaska accepted the responsibility for building and maintaining roads and airports in Alaska, but contracted with the Federal Bureau of Public Roads

to provide these services (University of Alaska Fairbanks, 2010). The following year, the State terminated the agreement with the Bureau of Public Roads and established the State of Alaska Department of Public Works (DPW), which was organized along modal lines with separate divisions for Aviation, Highways, Waters and Harbors, and Buildings (Campbell, 1991, p. 2).

Airport construction boomed throughout the nation during the 1960s with the increase in jet aircraft traffic. Runways at major airports were extended out to 9,800 feet. The fields were constructed of reinforced concrete using a slip-form machine producing a continual slab with no disruptions along the length. The early 1960s also saw the introduction of jet bridge systems to modern airport terminals, an innovation that eliminated outdoor passenger boarding. These improvements were gradually incorporated into Alaska's largest airports.

In 1960, the Alaska State Legislature issued its first general obligation bond to provide match money for the federal airport construction program. The annual capital budget for the State's entire airport system, inclusive of the international airports at Fairbanks and Anchorage, was \$4.6 million. Of this amount, \$3.2 million was federal with the remainder coming from various State sources. This was somewhat atypical of this era as in most years, the State and federal governments contributed nearly equal amounts to the program (Alaska State Planning Commission, 1960).

The following year, the State of Alaska International Airport System (IAS) was created by Chapter 88 of the Session Laws of Alaska. Although it is likely that the IAS reported through the DPW, it is not clear how this was accomplished (DOT&PF, 2004).

During the first three years of statehood, the DPW did not produce enough highway projects to obligate the available State and federal funds.



Source: Anchorage Museum of History and Art, Library and Archives

**Figure 4: Anchorage International Airport - 1959**

In an attempt to remedy this, the governor established a separate Department of Highways (DOH) by Executive Order in 1962. The DPW remained the parent organization of the Divisions of Aviation, Water and Harbors, Buildings, and the newly created Division of Marine Transportation (Campbell, 1991, p. 2). Nearly all Division of Aviation personnel were located in a single building in Anchorage (Pavish, 2003). The DOH was organized according to a functional structure, with Administration, Pre-Construction, Construction, and Maintenance Divisions (Campbell, 1991, p. 2).

In 1962, the legislature also authorized two airport construction programs. One, called the Bush Program, was for remote communities. The other, called the Trunk Program, was for larger communities. In that year, the Trunk Program funded work at Barrow, Saint Mary's, Savoonga, and Sitka. The Savoonga Airport project was notable because it had the effect of retiring the last dog-sled mail route (Akhistorcourse, 2010). By 1964, the aviation capital program had risen by almost 46% to \$6.7 million (Alaska Department of Economic Development and Planning, 1963).



Source: Anchorage Museum of History and Art, Library and Archives

**Figure 5: The Last Dog Sled Mail Run from Gambell to Savoonga - 1962**

In 1970, the Division of Highways (DOH) was organized in much the same way that the ARC had been, with divisional groupings based on occupations (Design, Operations, and Administration with the addition of Planning, Right-of-Way, and Materials) and field offices based on geographical distinctions (Central, Interior, Southeastern, Western, and Southcentral). A Deputy Commissioner was added between the head of the organization (Commissioner) and the State Highway Engineer who directed the six divisions and five field offices. Once again, the responsibility for accounting and reporting on expenditures (Finance Section of the Administrative Division) is separate from the entities responsible for executing projects and performing maintenance (Design and Operations). By this time, occupations previously included under "Design" had become technical specialties and given division status (Right-of-Way and

Materials). Planning was established as a division partly because funds for highway planning and research activities were being apportioned to the states from the Federal Highway Trust Fund and could not be used for any other purpose (Alaska Department of Highways, 1970). By 1974, the DOH had eliminated the State Highway Engineer position and added a Construction Division Alaska Department of Highways, 1974). DPW was organized along strictly modal lines, with the Division of Aviation located primarily in Juneau (Alaska Department of Public Works, 1975).

In the early 1970s, airports at Ketchikan, Petersburg, and Wrangell were constructed, which contributed to the replacement of flying boats and floatplanes by wheeled aircraft and jets as mainstays of Southeast Alaska transportation (Akhistorycourse, 2010). A revenue program was also established with the intention of funding the State's airport system on a revenue-neutral basis. The International Airport Revenue Fund was established by a statute that prohibited tax proceeds from being deposited in the fund. The effect of this was that State aviation fuel taxes collected at all airports, including the international airports, would only go to support the operation of what is now called the rural airport system. Fuel taxes, in addition to rural airport land rents, were enough to pay for the operation of the rural airport system. The two international airports had enough traffic to support themselves with their own fees (Pavish, 2008).

Actions by the legislature and the DOT&PF in subsequent years reduced this source of funding for the rural airports, necessitating the appropriation of annual subsidies to operate and maintain the system. As the aviation fuel tax structure now stands, only fuel used for intra-Alaska and Alaska-origin flights to domestic destinations is subject to aviation fuel tax. Had the original tax structure remained, tax proceeds would very nearly pay for the operation of the rural airport system today (Pavish, 2008).

The 1960s and 1970s saw a rapid increase in the number of environmental regulations enacted by the federal government. Examples to name just a few include the Clean Air Act, Clean Water Act, and the National Environmental Policy Act (NEPA). NEPA created the Council on Environmental Quality that oversaw the environmental impact of federal actions. In 1970, President Nixon created the U.S. Environmental Protection Agency (USEPA) that consolidated

environmental programs from other agencies into a single entity. The effects of this regulation and laws enacted in the following years increased the complexity and cost of projects and increased the amount of time required to develop them.

## **5.0 FORMATION OF THE STATE OF ALASKA DEPARTMENT OF TRANSPORTATION AND PUBLIC FACILITIES**

According to former DOT&PF Deputy Commissioner Richard Holden, by the mid 1970s the legislature had become frustrated with both DPW (especially with the Divisions of Aviation and Waters and Harbors) and DOH. Each of these groups prepared their own Capital Investment Program (CIP) with little input from the governor, the legislature, or affected municipalities (Mayo and Holden, 2010). Virtual control of the State's Ports and Harbors program by DPW's Southeast Region helped the legislature propel the DOT&PF toward an intermodal planning model where transportation investments were to be based not according to mode or region, but on their benefit to the overall State's transportation network (Mayo and Duke, 2010).

In 1977, Governor Hammond merged the Departments of Highways and Public Works with the DOT&PF by Executive Order. This action had two main objectives: (1) to instill a transportation system perspective into the organization by merging modal units; and (2) to encourage performance, responsiveness, and accountability by ensuring an organizational separation between those who managed the CIP (a new Planning and Programming Division) and those who executed it (the new Design and Construction Division). Merging the former DPW and DOH resulted in an overall reduction in staff of 145 positions (Mayo and Holden, 2010). The governor's Management and Efficiency Review contained the following statement: "...over a two-year period, additional savings and cost avoidances resulting from the consolidation of these two departments will result in a figure in excess of \$8.5 million." (State of Alaska, Office of the Governor, 1978.)

The Executive Order also added a regional flavor to DOT&PF's structure: "The commissioner shall establish regions within the state. The functions of the department within each region shall be performed, to the maximum extent feasible, through a regional office. Each regional office shall be directed by a regional transportation and public facilities director appointed by the commissioner." (Alaska State Legislature, 2010.)

Within each region, the new organization was to be organized along functional lines, with Divisions of Planning and Programming, Design and Construction, Maintenance and Operations (M&O), and Administrative Services. A regional director managed day-to-day operations in each of three regions (Northern, Central, and Southeast). In addition, four deputy commissioners, one for each division, were to be responsible for policy direction within and coordination between the four functional areas. This arrangement required close coordination between the deputy commissioners and regional directors since they jointly supervised the same workforce. It also tended to ensure consistency in operations between the three regions (Mayo and Holden, 2010). The IAS had their own executive director, roughly equivalent to the other regional directors, who reported to the Deputy Commissioner of Administration (Mayo and Duke, 2010). Implementation of this new structure was done piecemeal and took several years, however.

The FAA was generally supportive of the proposed re-organization. They wanted better statewide aviation planning, with a view toward a system of airports in a hub and spoke configuration. Federal airport dollars were scarce, and the FAA wanted assurance that the dollars were being spent effectively (Mayo and Duke, 2010).

This system perspective was reinforced in 1978 when Congress added Section 401 to the Federal Aviation Act. Section 401 established the Essential Air Service Program to ensure that smaller communities would retain a link to the national air transportation system, with federal subsidy where necessary. Under this program, the U.S. Department of Transportation (USDOT) determines:

- the minimum level of service required at each eligible community by specifying a hub through which the community is linked to the national network,
- a minimum number of round-trip and available seats that must be provided to that hub,
- certain characteristics of the aircraft to be used, and
- the maximum permissible number of intermediate stops at the hub.

Where necessary, the USDOT pays subsidy to a carrier to ensure that the specified level of service is provided. As of April 1, 2009, the USDOT was subsidizing service at forty-five communities in Alaska (U.S. Department of Transportation, 2009).

As the 1980s began, nearly as many airplanes were registered to private owners as were automobiles. Alaska had seven times as many aircraft and seventy-two times as many commuter aircraft as the average of the rest of the states in 1983. Air commerce carried the equivalent of fifteen times the state's population each year (Akhistorcourse, 2010). In 1981, the DOT&PF had 2,173 permanent full-time positions (State of Alaska, 2003).

By 1982, DOT&PF was still in many ways a modal organization. For example; in the Northern Region, the design function was still staffed as a modal enterprise with the Aviation, Highways, and Buildings "modes" each having their own staff located in separate buildings and operating according to their own standards and business procedures (Mayo and Ott, 2010). Between 1979 and 1982, there was a major increase in the value of construction contracts issued - from \$118 million to \$258 million. There was also perception among legislators and the public that a large backlog of projects had built up because of a lack of efficiency within the DOT&PF (State of Alaska, Office of the Governor, 1982).

DOT&PF's structure at that time consisted of four divisions: Planning and Programming, Design and Construction, M&O, and Administration and Marine Operations. Each division was headed by a deputy commissioner. All the deputy commissioners, except for M&O, were stationed in Juneau. There were three regional directors (northern, central, and southeast) providing day-to-day direction to the regional staff of three of the divisions (Planning and Programming, Design and Construction, Administration and Marine Operations). M&O had seven directors, each responsible for a geographic area, and a Director of Airport Leasing who all reported to the deputy commissioner for M&O in Anchorage (State of Alaska, Office of the Governor, 1982).

In 1983, decentralization was implemented in an attempt to make the DOT&PF more productive. The two international airports (Fairbanks and Anchorage) reported through the regional directors in northern and central regions, respectively (State of Alaska, Office of the Governor, 1990). The four deputy commissioner positions were reduced to two: a Deputy Commissioner of

Highways and a Deputy Commissioner of Administration. Oversight for the Design and Construction and M&O Divisions was transferred to the three regional directors for operations within their boundaries (State of Alaska, Office of the Governor, 1986).

Northern and Central Regions identified aviation design groups that were responsible for aviation projects, although they also did highway projects when their aviation workload allowed (Mayo and Ott, 2010). Planning sections in all three regions identified positions dedicated to aviation planning, although those individuals also worked on highways and other projects.

The DOT&PF formed a Management Policy Committee (MPC) consisting of the commissioner as chairman, the two deputy commissioners, the three regional directors, and the two system directors (Marine Highways and IAS). The MPC met quarterly to review the status of reports developed by managers of strategies identified in a management plan. This allowed for more coordination and provided a broader consensus on activities (State of Alaska, Office of the Governor, 1986).

IAS was created in 1987 as a division reporting to the Deputy Commissioner of Finance and Management. The DOT&PF aviation capital budget, which by this time had become almost entirely funded by the FAA, had increased to \$43 million. Likewise, the highway capital budget had increased to \$152 million (Alaska State Legislature, Legislative Finance Division, 1987). DOT&PF had 2,798 permanent full-time employees but, as the DOT&PF operating data is not broken down by mode, it is not possible to tell how many or to what extent of these individuals are involved in executing the aviation program (Alaska State Legislature, Legislative Finance Division, 1987).

The 1990 U.S. Census listed Alaska's population as 550,043. The project management function (aka Project Control) was moved from Planning to Design and Construction. The number of deputy commissioners was also reduced from four to two: a Deputy Commissioner of Operations and a Deputy Commissioner of Finance and Management. A division of Plans, Programs and Budget was created in Headquarters that reported to the Deputy Commissioner of Finance and Management. This division was responsible for overseeing modal planning (except for the IAS and the Alaska Marine Highway System), capital budget review, development of a six-year transportation improvement plan, programming for airports and highways, federal



reporting, and contact with the FAA through the Office of Statewide Aviation. The regions also had Planning Sections responsible for these functions. The purposes of the Headquarters division were to consolidate statewide management resources, coordinate strategic and operational functions, and strengthen statewide policy development and planning coordination (State of Alaska, Office of the Governor, 1990). The international airports reported to the Deputy Commissioner of Finance and Operations through an Executive Director.

In 1994, the number of deputy commissioners was reduced to one. The Anchorage and Fairbanks International Airports were managed separately by the Central and Northern Region offices, respectively (DOT&PF, 1994). In most cases, the regional functional units (i.e., Planning, Design and Construction, and M&O) contained modal specialists or modal specialty units. For example, Central Region Design had a design group dedicated to aviation projects. Likewise, Southeast Region Planning had an aviation specialist, and the regional M&O divisions had airport managers.

The deputy commissioner was relieved of the responsibility for directing the three regions in 2002. From that point forward, the three regions reported directly to the commissioner. The IAS and Statewide Aviation reported directly to the deputy commissioner. Statewide Construction and Statewide Maintenance eventually also reported to the Deputy Commissioner.

In 2006, the number of deputy commissioners increased from one to three all modal (Highways and Facilities, Aviation, and Marine Operations). The three regions continued to report directly to the commissioner.

In 2008, the DOT&PF consolidated its regional leasing offices as a Headquarters function (Alaska State Legislature, Legislative Finance Division, 2008). DOT&PF's staffing consisted of 3,191 permanent full-time positions (Alaska State Legislature, Legislative Finance Division, 1999-2009).

## **6.0 FINANCIAL/STAFFING HISTORY**

In 2010, there are 10,927 aircraft registered in Alaska. The DOT&PF is responsible for approximately 258 State-owned airports and seaplane bases (Alaska State Legislature, Legislative Finance Division, 2009).

The DOT&PF has undergone two major re-organizations (1964 and 1977) and many minor ones. The various organizational designs utilized have been based on a mix of modal, professional, and geographic themes. Although re-organization has been touted by proponents as a means to improve DOT&PF's efficiency and effectiveness, the degree to which past organizational changes have influenced performance is unclear. Indeed, since complaints regarding performance today (see Appendix B), when the DOT&PF is perhaps less modally organized than in the past, are much the same as when a more modal structure prevailed (i.e., an apparent lack of responsiveness), it appears that re-organization has had minimal effect.

According to the Alaska Statewide Long-Range Policy Plan ("Let's Get Moving 2030"), Alaska is facing a financial crisis with respect to transportation. The cost of addressing known needs in DOT&PF's Rural Airport System is estimated to exceed \$5.2 billion dollars. Since the mid-1980s, the FAA's Airport Improvement Program (AIP) has funded the large majority of Alaska's aviation capital improvement program; State general funds currently make up only about 5% of the budget. Alaska's AIP for 2008--one of the largest annual AIPs in Alaska's history--totaled about \$226 million. At this rate, it will take about 23 years of sustained federal funding at this level to address all of the currently identified airport system needs in the state. However, since Alaska receives the highest federal transportation funding per capita of any state, it consequently bears the highest risk of federal deficit reduction of any state. Alaska is also one of only two states that have no dedicated State-funded transportation fund or user fees.

It is especially interesting to note that between 1987 and 2008, DOT&PF's AIP (representative of the number and value of projects being built) program grew by 426%. During the same period, DOT&PF's highways capital program also grew by 130%. During this twenty-two-year stretch, DOT&PF's permanent full-time staff grew by only 8% (see Appendix C), indicating a substantial increase in productivity.

While the capital funding received by Alaska has resulted in substantial improvements to the states airport system, maintenance funding has not kept pace with system growth. Federal transportation programs typically do not fund facility maintenance; the individual states are expected to maintain the facilities they construct. The graph in Appendix C shows that highway and aviation facility maintenance funding in Alaska for 2008 was at almost the same level as it

was in 1987, adjusted for constant dollars. Data on the additional highway lane miles and airport runway and apron expansions added to the State transportation system since 1987 is not readily available. However, the FAA Alaskan Region AIP grant records for fiscal years (FY) 1982 through 2009 show a very substantial number of airport projects that involve increases in runway lengths and widths, new taxiways, and apron space that require an additional effort for snow removal, grading, and pavement maintenance. Also listed are many new airport runway lighting system installations. For illustrative purposes, the first five pages of the ninety-five page FAA report are included in Appendix C. Each project title containing the words “extend,” “expand,” “construct,” or “install” is highlighted. This new square yardage or lane-mile equivalents must be graded, surfaced, and snow must be removed in the winter requiring additional effort from maintenance crews as well as demands for equipment, fuel, and supplies. In addition, DOT&PF’s maintenance budget must now also support many federal mandates that did not exist in 1987, like Transportation Safety Administration security directives, new Federal Aviation Regulation Part 139 airport certification requirements, and USEPA stormwater and spill prevention requirements.

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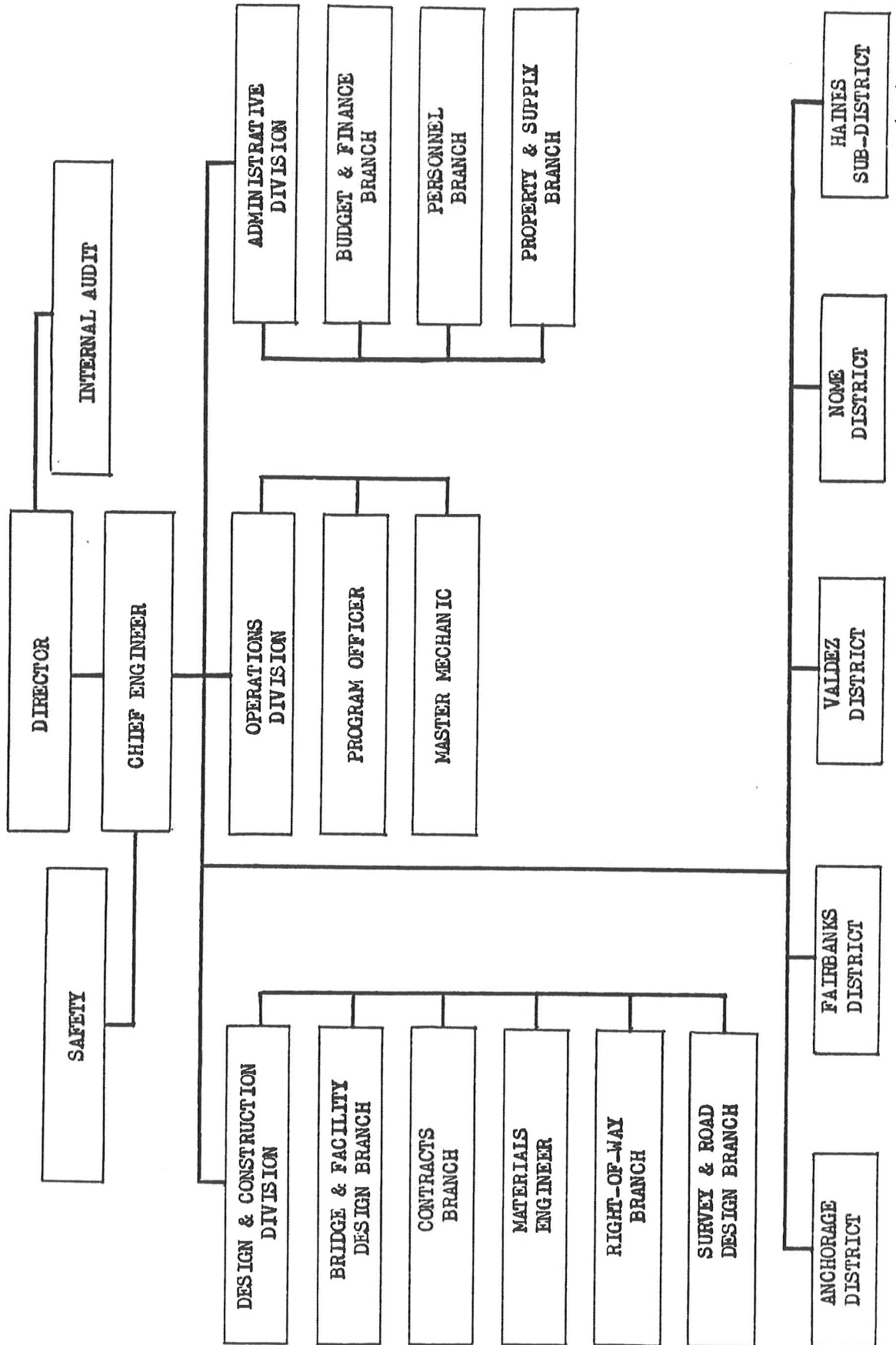
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## APPENDIX A

### Organization Charts/Descriptions

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ORGANIZATION CHART  
ALASKA ROAD COMMISSION



6/30/56

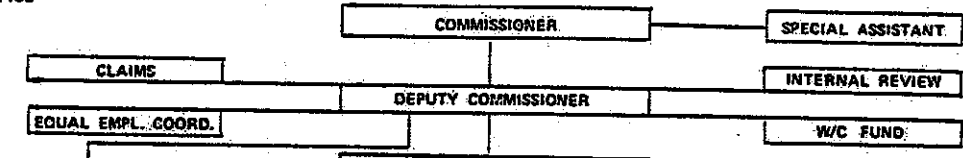


STATE OF ALASKA

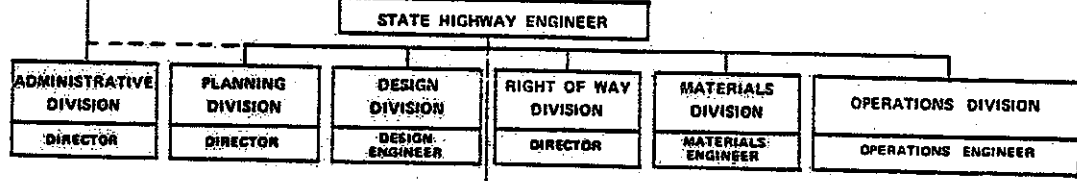
DEPARTMENT OF HIGHWAYS  
UNIT ORGANIZATION CHART

A

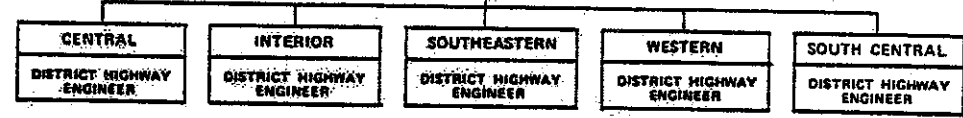
EXECUTIVE OFFICE



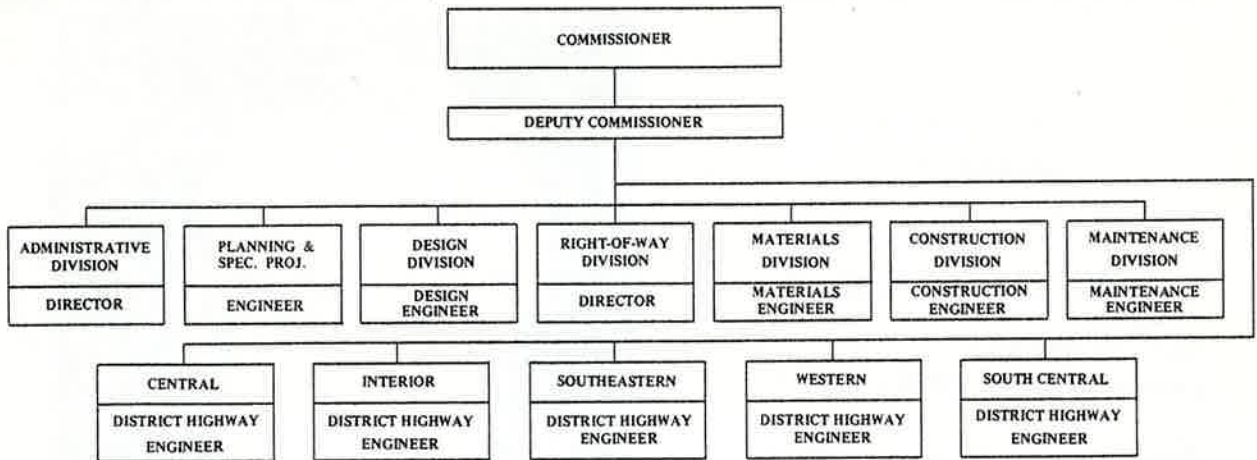
DIVISIONS



FIELD OFFICES  
DISTRICTS



## ORGANIZATIONAL CHART



The above organizational chart represents the administrative structure of the Department of Highways, one of Alaska's largest State agencies.

Alaska is noted for its extreme size and diversity. Recognizing these characteristics, the Alaska Department of Highways, since its establishment as a department in 1962, has operated through a decentralized organization comprised of the headquarters office in Juneau and five district offices, in Anchorage, Fairbanks, Juneau, Nome and Valdez.

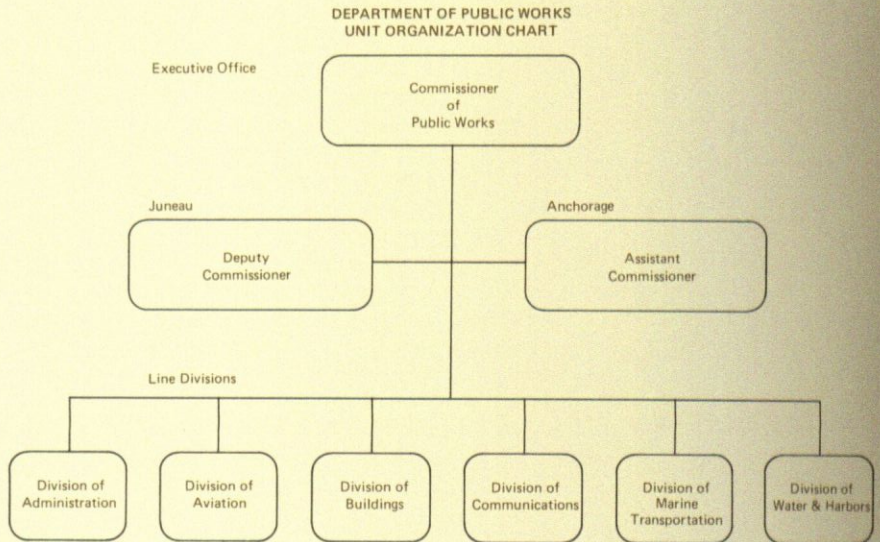
The department is totally responsible for the administration of the State program for the construction, maintenance, and operation of State highways, roads, bridges, traffic signs, signals, and related facilities.

In the following pages an outline of the departments' activities for the year will be covered that includes a list of construction projects awarded during 1973, plus various informative charts and graphs depicting the various functions and associated costs of the highway tax dollar.

## Division of Administration

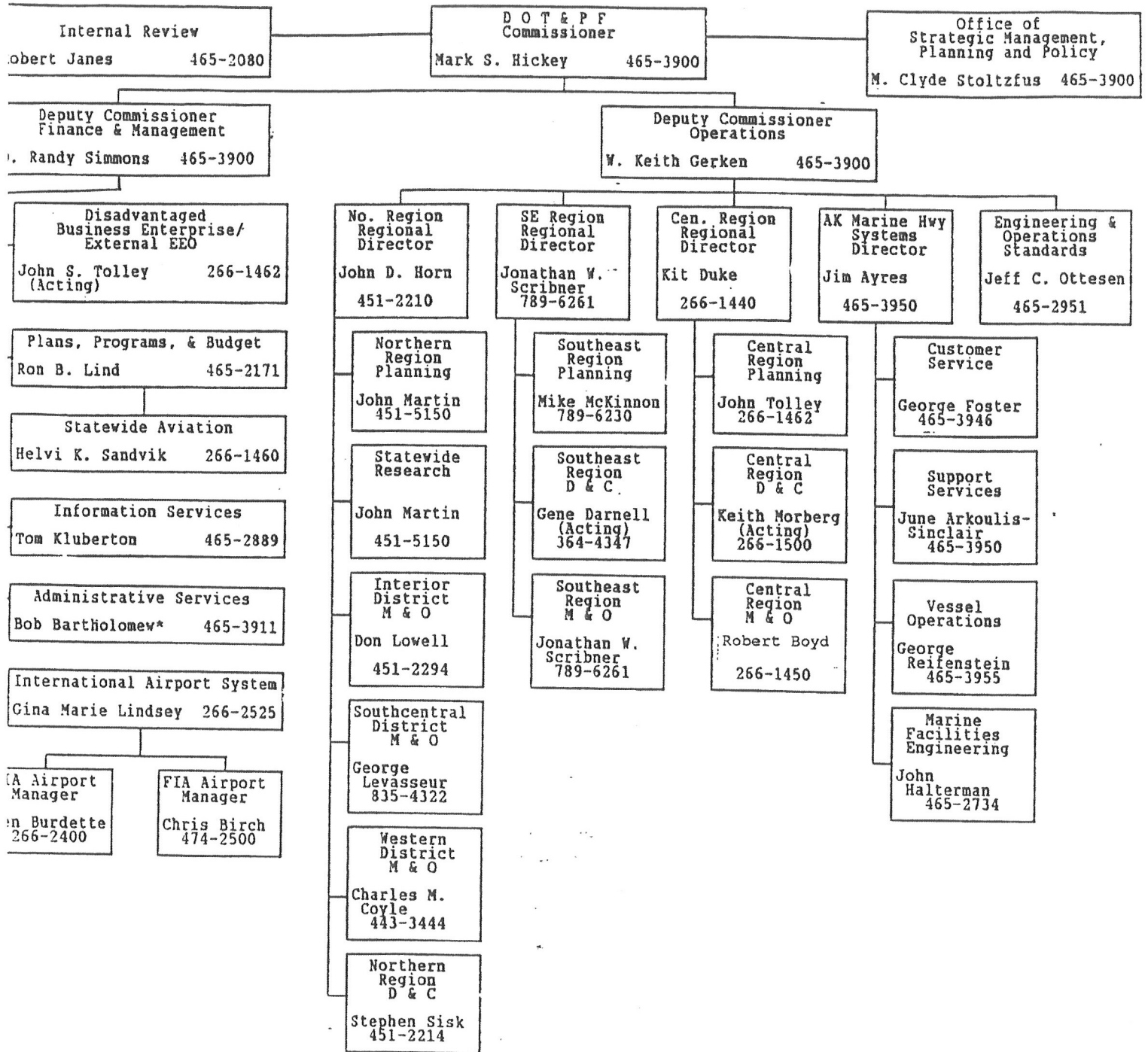
The Division of Administration provides fiscal, personnel, payroll and supply services to the five operating divisions of the Department of Public Works. The Division is in Juneau and provides close liaison between the Departments of Administration and Public Works. Contract advertising, bid tabulations and the awarding of bids are handled by the Division with the assistance of the Assistant Commissioner's office in Anchorage.

The supporting role of the Division is considered to be of mounting importance as expenditures grow to meet statewide public needs.



Nov. 19, 1990

Department of Transportation and Public Facilities



Ron Lind is Acting Director for Administrative Service until November 19, 1990.

Nov. 4, 1994

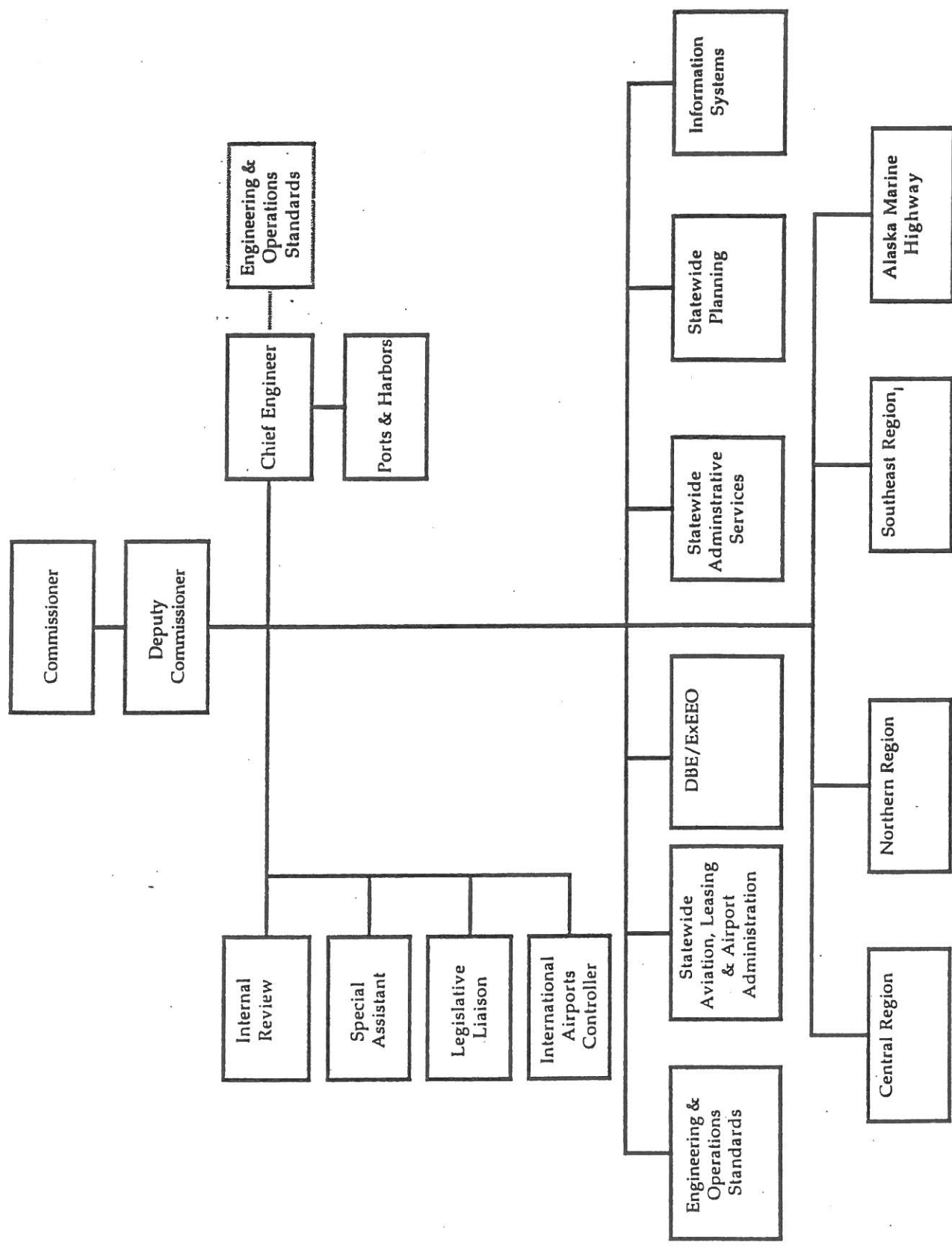
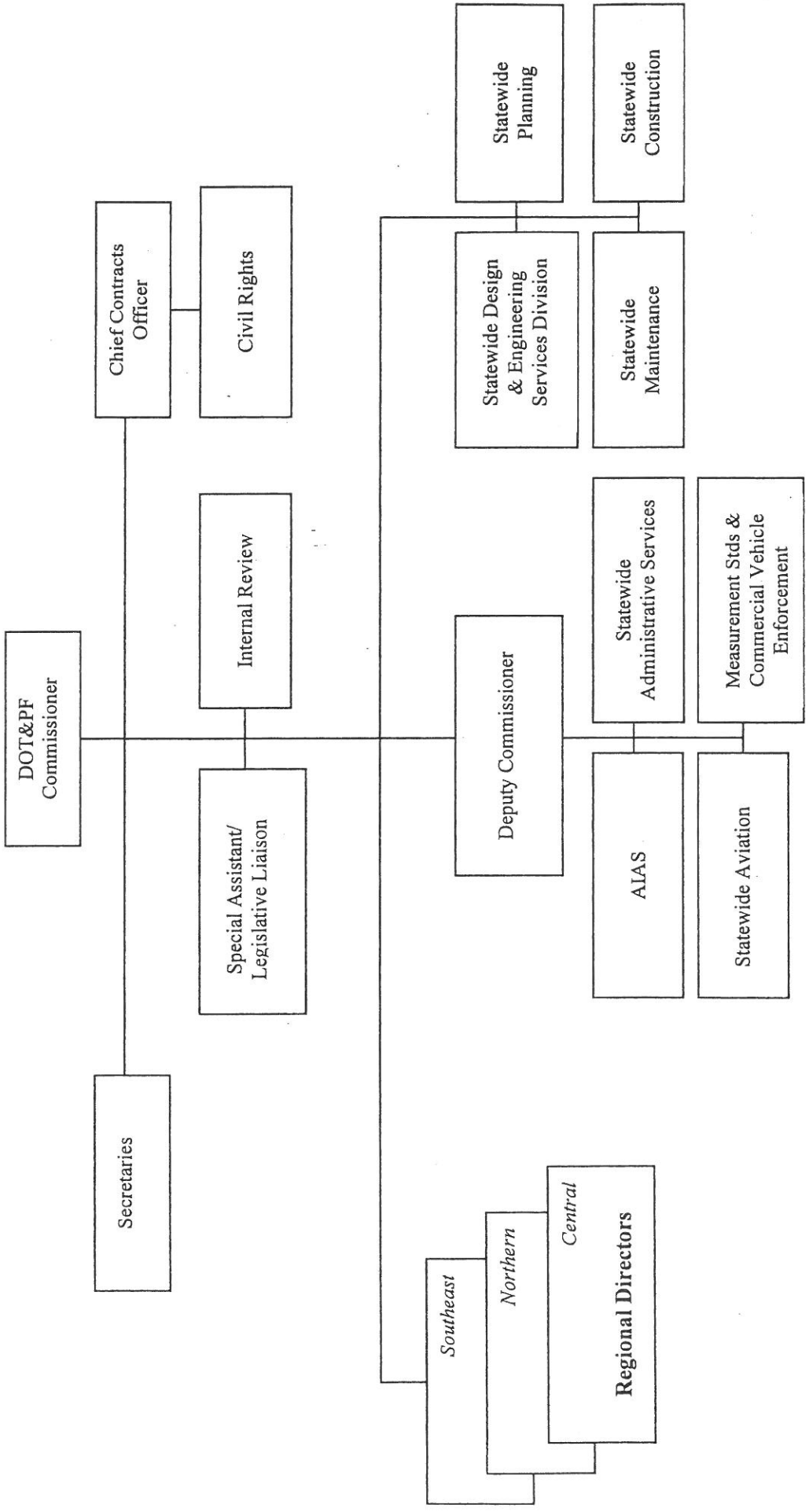


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Department of Transportation and Public Facilities

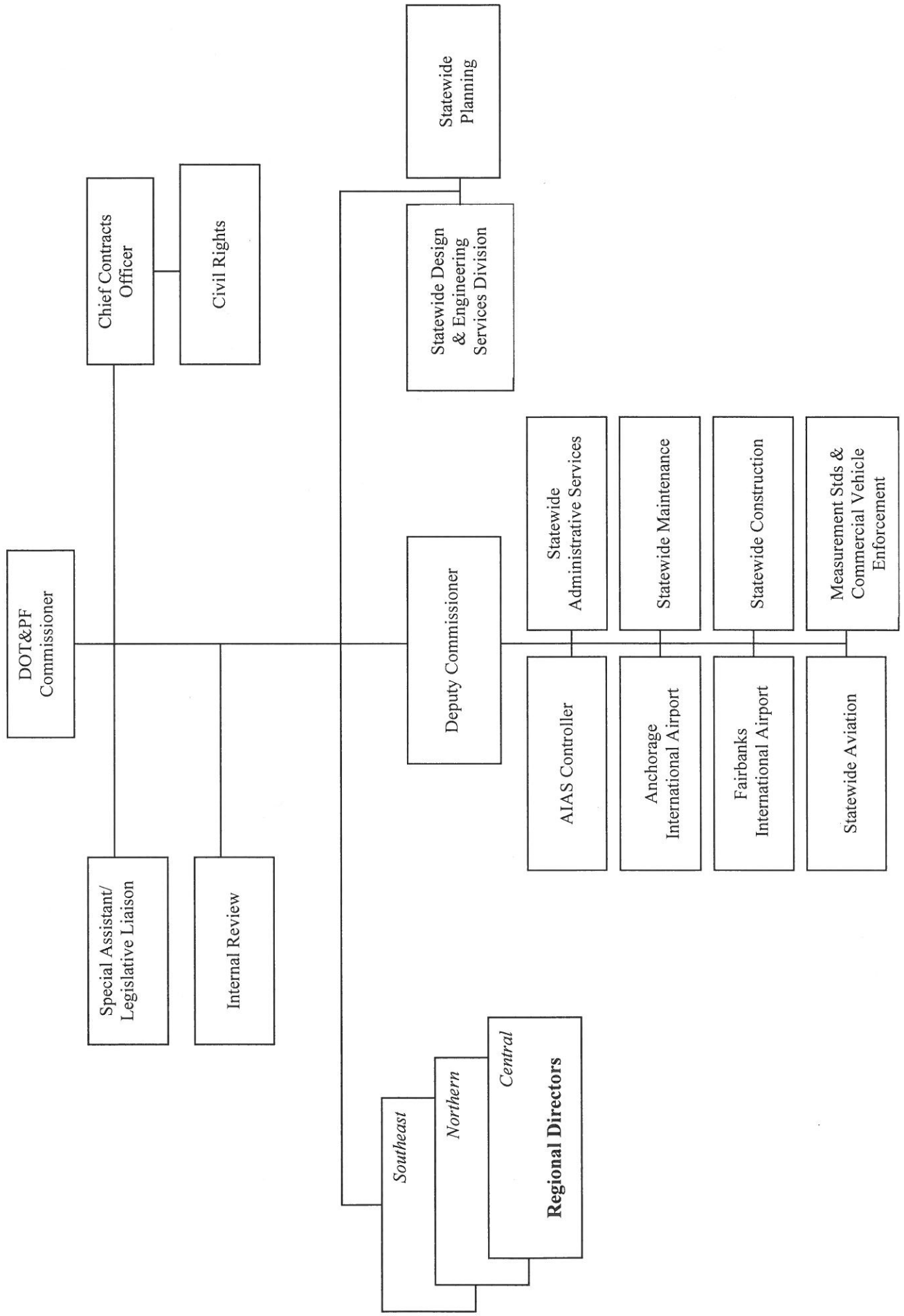
10/25/2002

# Department of Transportation and Public Facilities

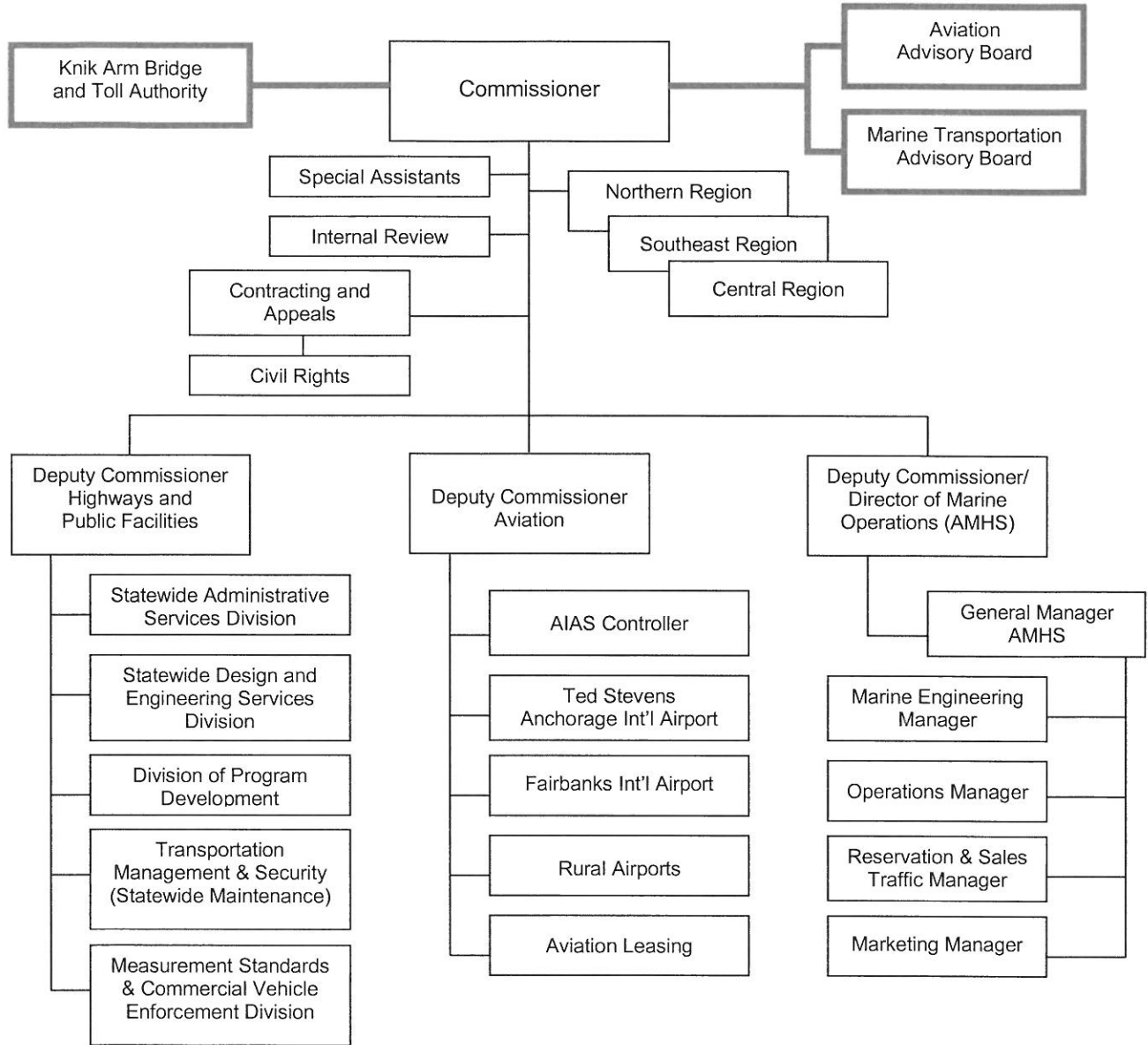


12/10/2002

# Department of Transportation and Public Facilities (12/10/02)



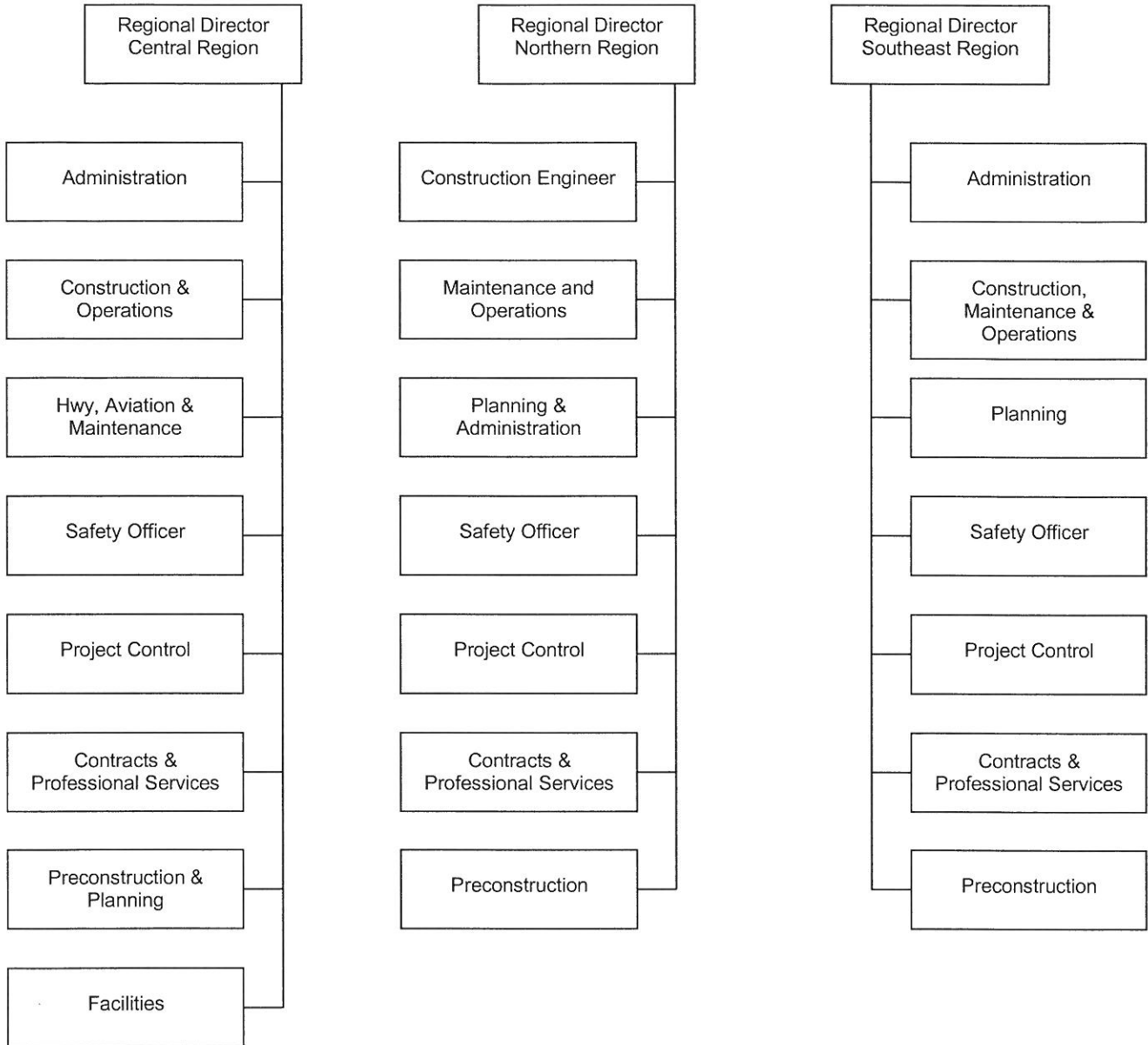
# Department of Transportation and Public Facilities





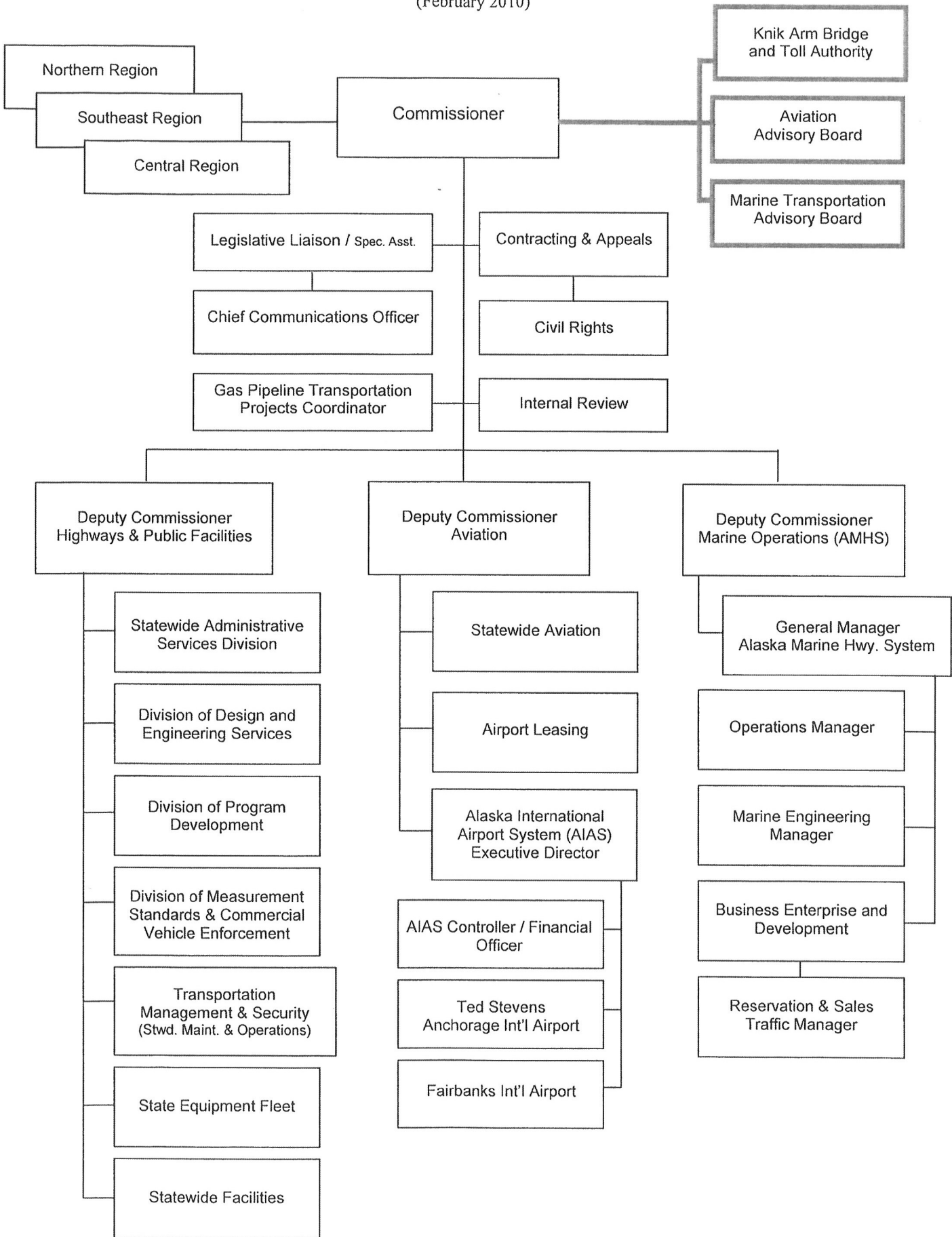
# Department of Transportation and Public Facilities

Page 2



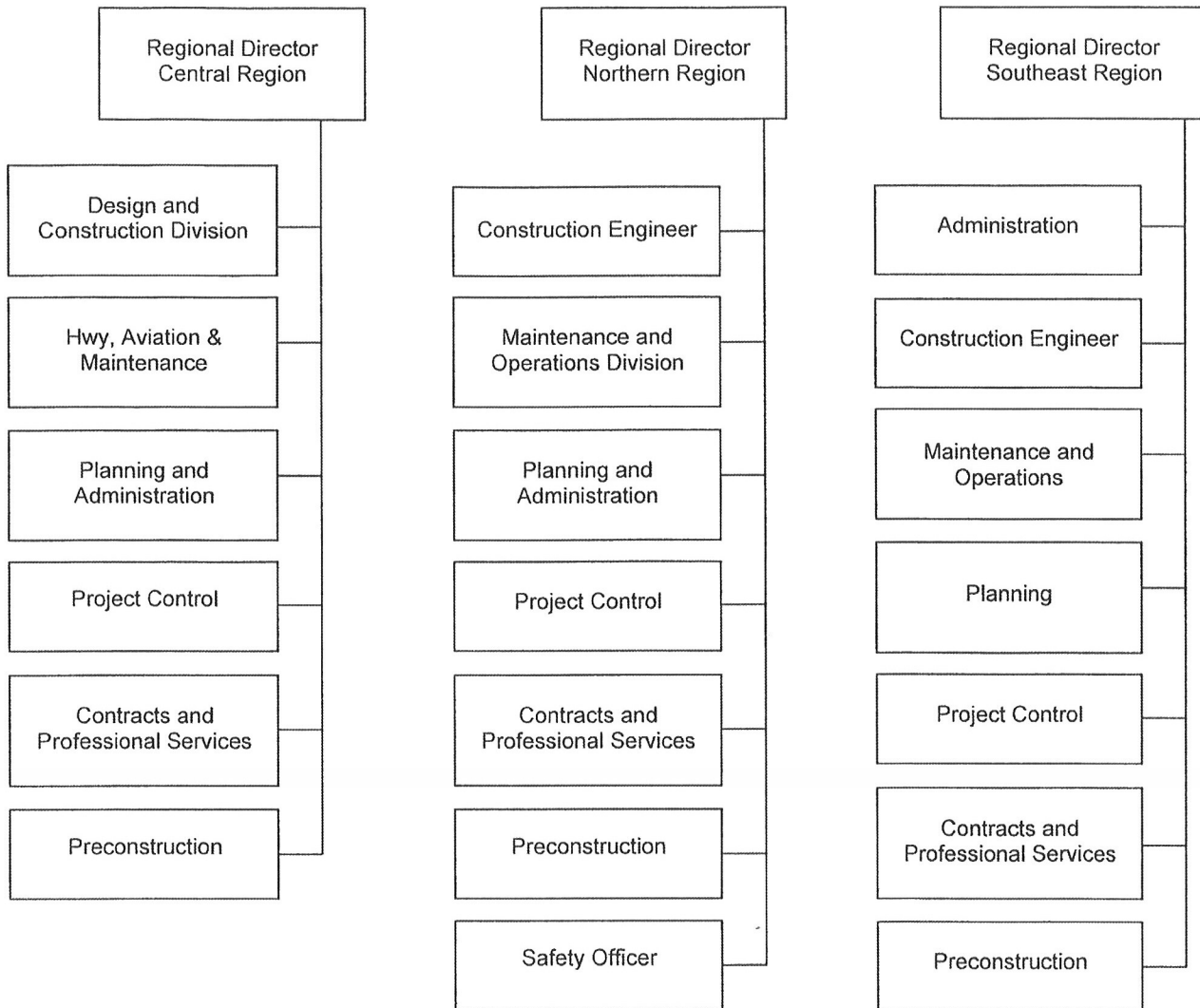
# Department of Transportation and Public Facilities

(February 2010)

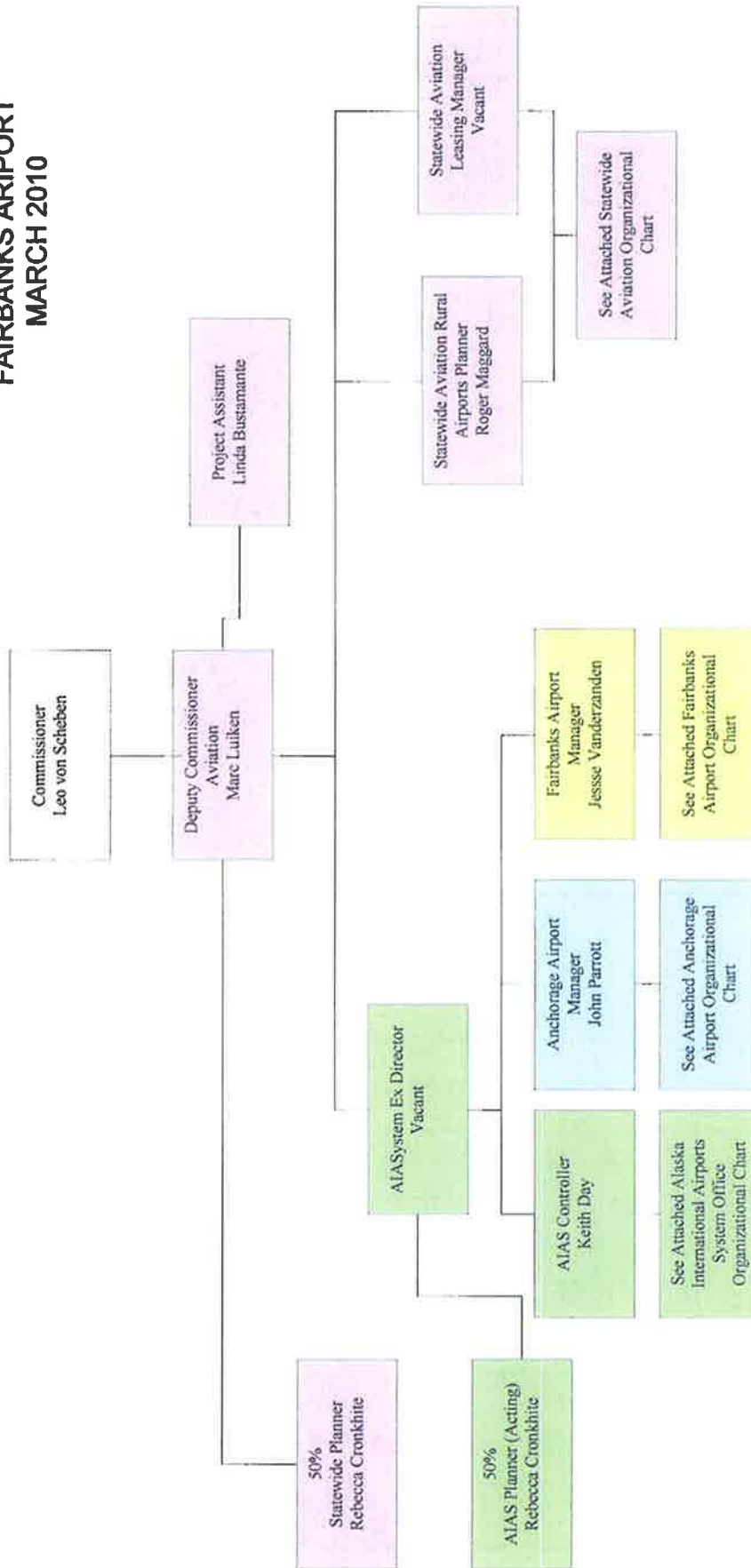


# Department of Transportation and Public Facilities

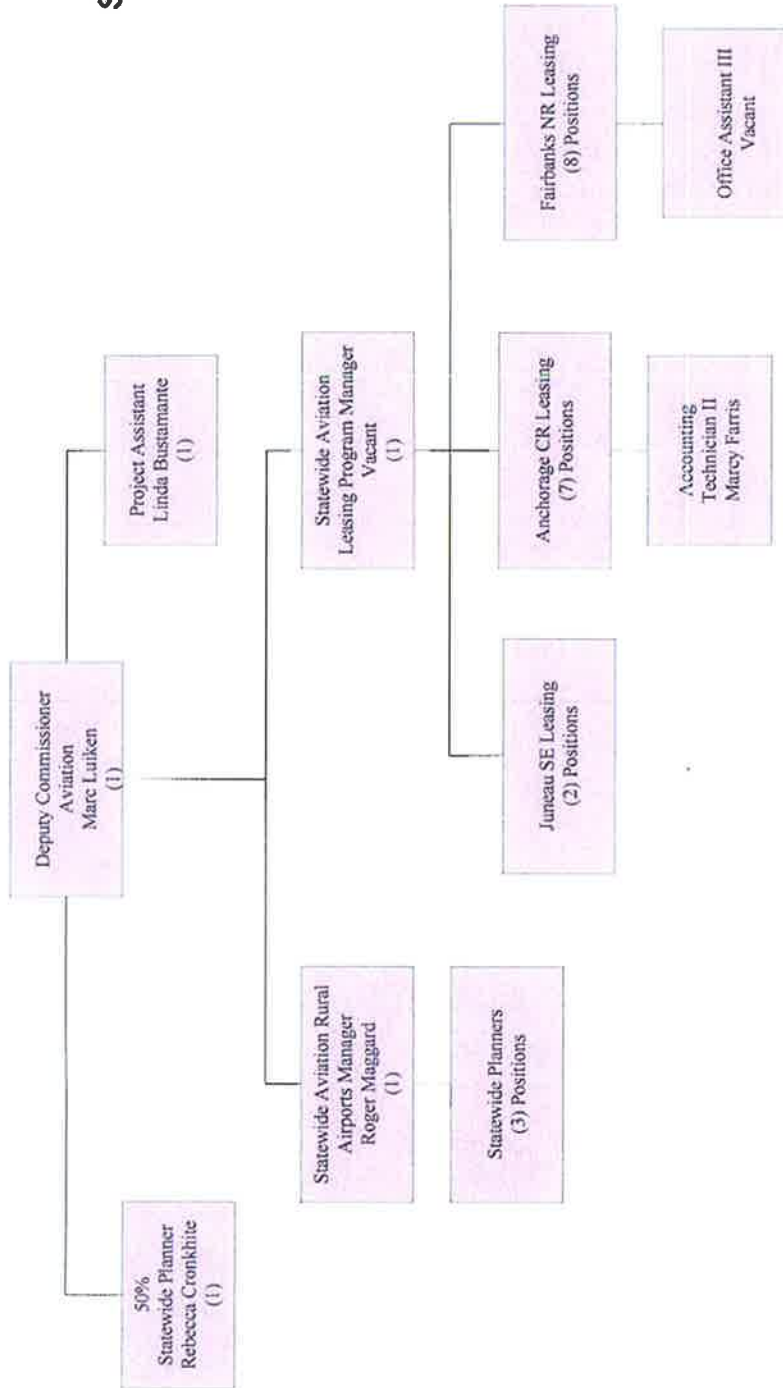
Page 2



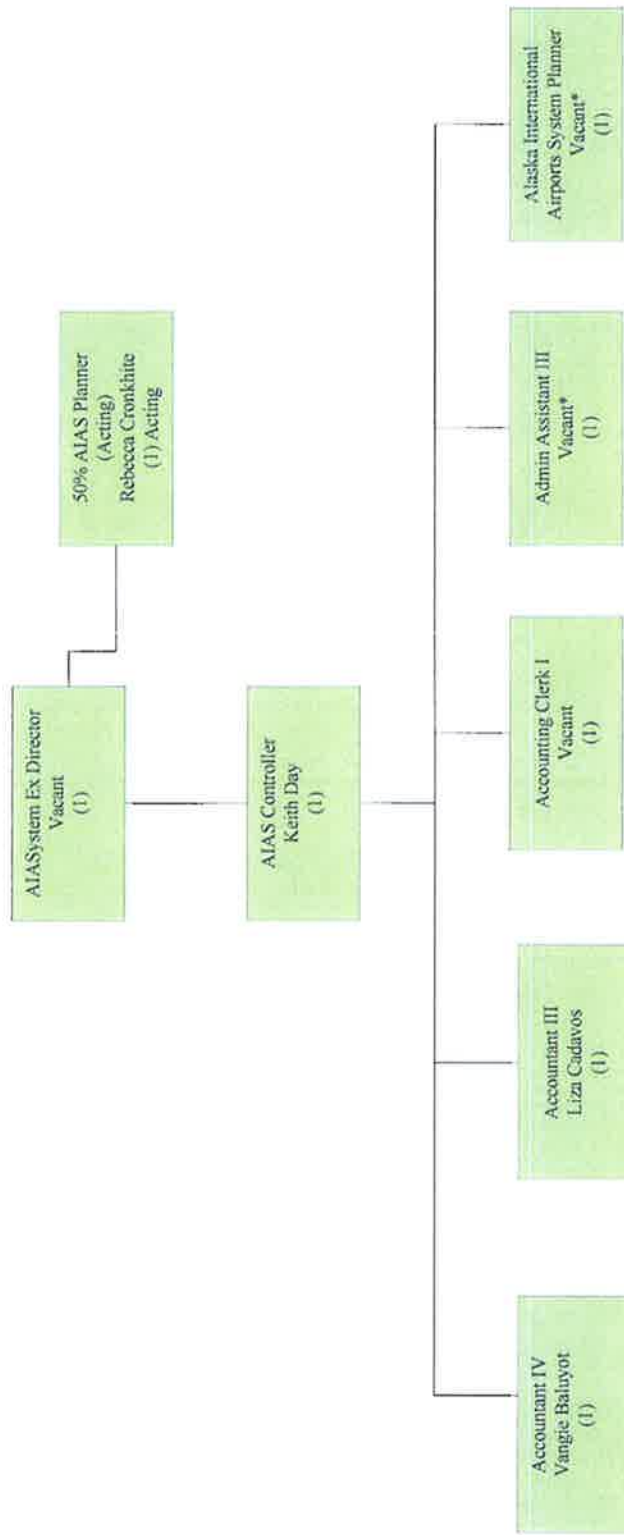
**STATEWIDE AVIATION  
ALASKA INTERNATIONAL AIRPORTS SYSTEM OFFICE  
ANCHORAGE AIRPORT  
FAIRBANKS AIRPORT  
MARCH 2010**



**STATEWIDE AVIATION  
25 POSITIONS  
MARCH 2010**

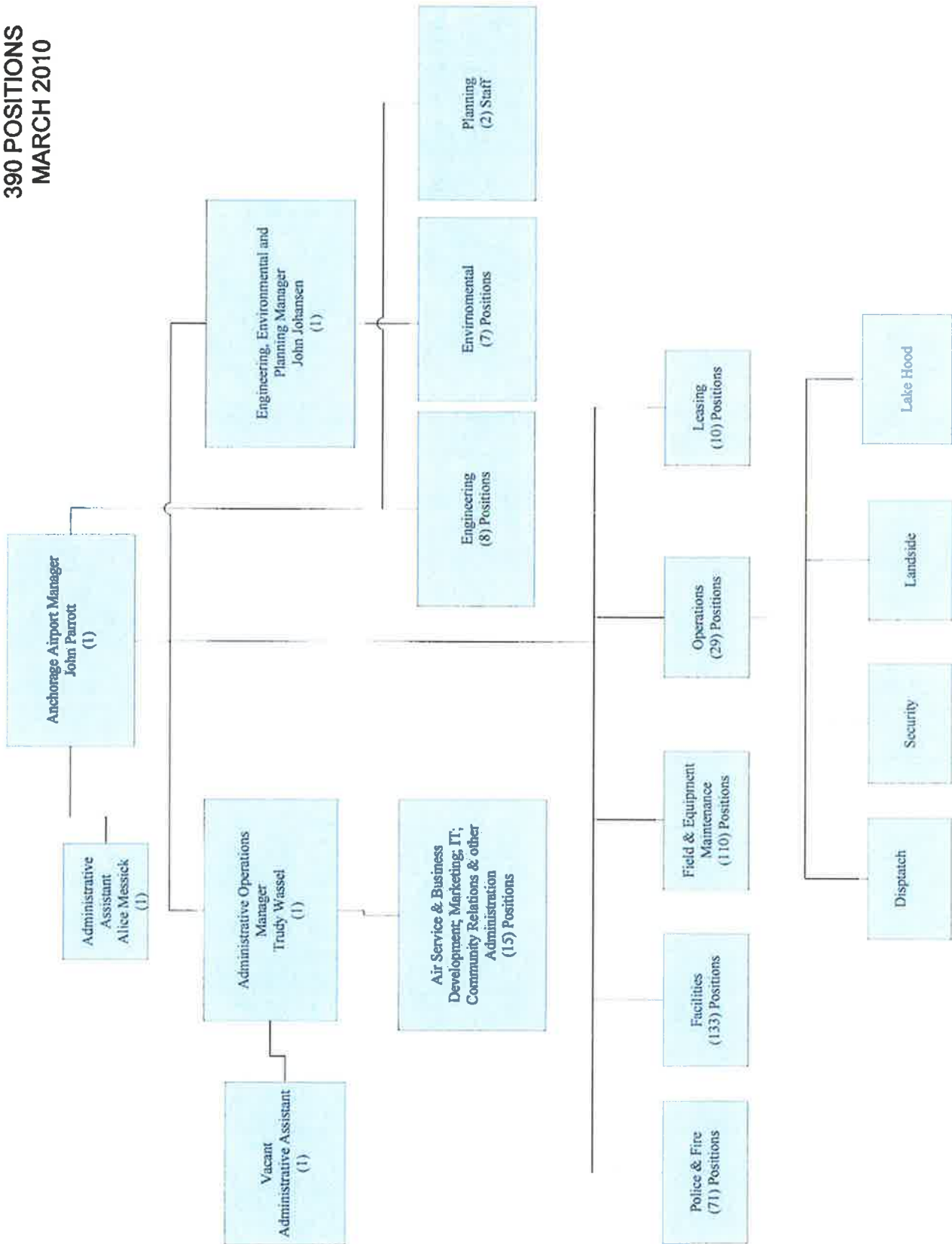


ALASKA INTERNATIONAL AIRPORTS SYSTEM OFFICE  
 (7) POSITIONS  
 (1) ACTING POSITION  
 MARCH 2010

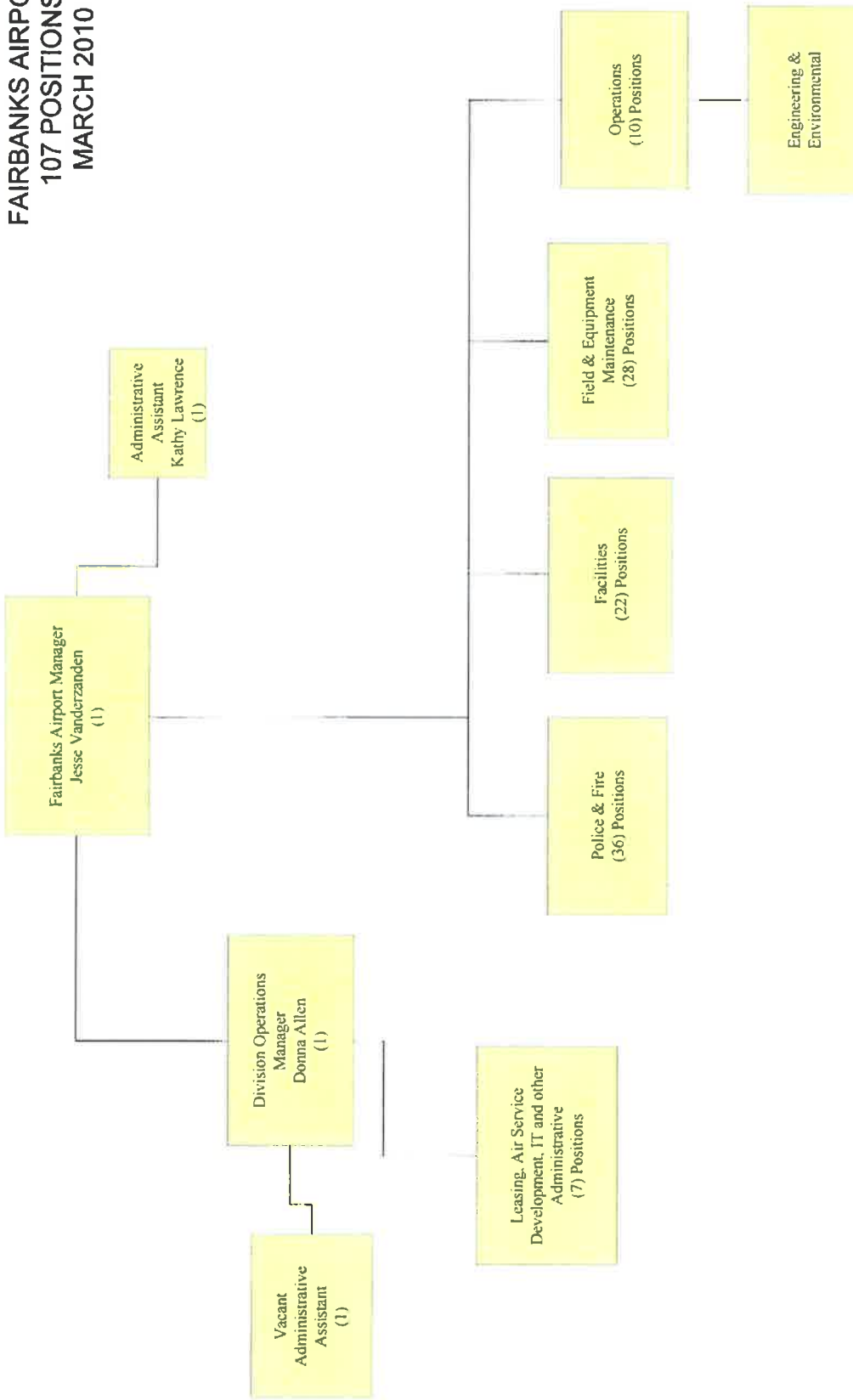


\*these positions require reclassification into these job classes

**ANCHORAGE AIRPORT  
390 POSITIONS  
MARCH 2010**



**FAIRBANKS AIRPORT  
107 POSITIONS  
MARCH 2010**





## **APPENDIX B**

### **Juneau Empire**



## Legislators denounce DOT as defiant State agency disputes bipartisan complaint for 'lack of understanding'

Friday, February 12, 2010

Story last updated at 2/12/2010 - 3:04 pm

Legislators denounce DOT as defiant  
State agency disputes bipartisan complaint for 'lack of understanding'

By Pat Forgey | JUNEAU EMPIRE

Top Alaska legislators have reached a broad, bipartisan agreement that the state's Department of Transportation and Public Facilities is unaccountable and does not do what the Legislature tells it to.

One complaint: Projects approved and funded by the Legislature through the budget process aren't being built. Some have lagged for years, but are being particularly felt with the nation mired in a recession and Alaska struggling to improve the economy.

"My discontent with DOT is with the backlog of projects and the lack of transparency," said Sen. Majority Leader Johnny Ellis, D-Anchorage.

Sen. Minority Leader Con Bunde, R-Anchorage, agreed.

"For a department of government to defy the wishes of the legislature is walking on dangerous ground," he said.

Bunde called DOT "one of the least responsive divisions of state government," and linked the attitude to the fact that most of the DOT budget comes from federal sources instead of state.

DOT officials dispute those claims, however, and say concern often comes from a "lack of understanding of the process," said Mary Siroky, the department's legislative liaison.

Siroky, Deputy Commissioner Frank Richards and other DOT officials are testifying before a host of committees, and trying to dispel legislative concerns.

"Legislators sometimes don't understand there's a lot that goes into a project prior to the first time you see a shovel of dirt moving," she said.

They department may face an uphill battle, and is facing similar concerns from top Republicans and Democrats in the House of Representatives as well.

In the past week, House Majority Leader Rep. Kyle Johansen, R-Ketchikan, complained about losing track of money when it went to the "giant monster DOT."

"There's a perception that our Department of Transportation has some magical powers after we

appropriate, that the decisions aren't exactly the same or on time, ... as legislators want," Johansen said. "We've appropriated (money for) projects that have taken three, four or five years to get out on the street."

House Minority Leader Rep. Beth Kerttula, D-Juneau, this week publicly recalled former Gov. Tony Knowles' reference to the "sovereign nation of DOT."

Siroky said the department may not have been doing as adequate a job of explaining to legislators how many years it can take to develop projects, including environmental impact studies, right-of-way purchases, utility location, engineering and bidding.

"It can, frankly, take years for those things to happen," Siroky said. "I think the Legislature and the public gets frustrated."

Deputy DOT Commissioner Frank Richards said sometimes the Legislature appropriates money for a specific project, but that isn't always enough to complete it.

Siroky said, hypothetically, that \$20 million appropriated for a project based on an engineer's estimate may not be enough, and the project may cost \$27 million when it is finally built.

"We try to see into the future, but we can't always see far enough," she said.

All the money appropriated remains in the state general fund until it is needed.

"Those dollars don't grow interest for us," Siroky said.

Many legislators, however, say the department is simply choosing when to follow or not follow state law.

"We appropriate funds for a particular project in Anchorage, and if DOT doesn't want to build it, they don't build it," said Sen. Bert Stedman, R-Sitka.

Sen. Fred Dyson, R-Anchorage, said DOT has "cheerfully ignored" legislative instructions on projects. Control of DOT is a separation of powers issue, and the governor's office and attorney general need to ensure the law is followed, he said.

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## **APPENDIX C**

### **Maintenance and Operations Budgets**

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DOT&PF M&O Budget Adjusted to Constant Dollars - 1987 to 2008.....	2

# DOT&PF PFT Positions, CIP, and M&O Budget 1987 - 2008

<u>Year</u>	<u># PFT Positions</u>	<u>Aviation CIP</u>	<u>Hwy CIP</u>	<u>A+H CIP</u>	<u>M&amp;O Total</u>
1987	2798	\$43,000,000	\$152,000,000	\$195,000,000	\$ 84,939,000.00
1988	2786	\$38,000,000	\$132,700,000		\$ 48,516,400.00
1989	2813	\$40,000,000	\$145,300,000		\$ 80,943,900.00
1990	2754	\$37,000,000	\$150,300,000		\$ 100,865,800.00
1991	2684	\$62,167,761			\$ 90,616,500.00
1992	2738	\$64,897,228			\$ 113,587,300.00
1993	2691	\$59,994,813			\$ 108,412,500.00
1994	2681	\$67,659,947			\$ 107,695,400.00
1995	2682	\$65,975,308			\$ 110,729,400.00
1996	2691	\$61,703,449			\$ 113,824,800.00
1997	2678	\$75,580,142			\$ 111,932,400.00
1998	2716	\$81,195,873			\$ 112,537,600.00
1999	2798	\$79,039,388			\$ 112,750,200.00
2000	2838	\$88,266,212			\$ 112,376,500.00
2001	2887	\$142,296,065			\$ 114,178,800.00
2002	2933	\$148,804,176			\$ 112,149,000.00
2003	2989	\$189,988,428			\$ 121,137,500.00
2004	2993	\$219,621,399			\$ 129,876,500.00
2005	2885	\$193,503,911			\$ 132,684,600.00
2006	2943	\$227,131,157			\$ 149,610,700.00
2007	2990	\$210,329,085			\$ 157,970,200.00
2008	3018	\$226,389,434	\$350,000,000	\$576,389,434	\$ 166,196,500.00

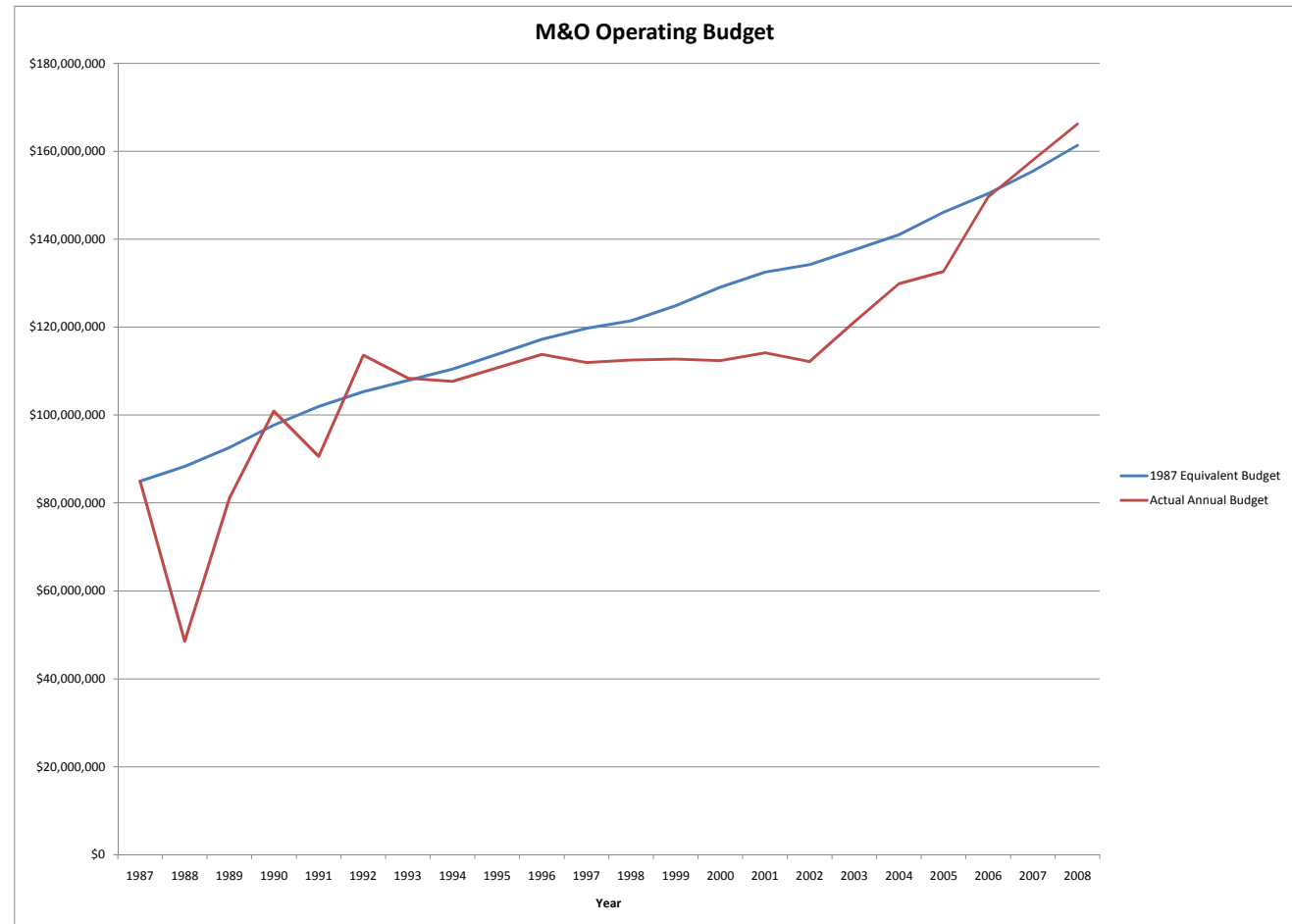
% PFT increase 1987 - 2008                    8%  
 % Aviation CIP increase 1987 - 2008        426%  
 % Hwy CIP increase 1987 - 2008            130%  
 % A+H CIP increase 1987 - 2008           196%

PFT (Permanent Full Time Positions) info from DOT&PF Operating Budget - AK Div of Legislative Finance  
 Aviation CIP from DOT&PF CR Planning 6-Year CIP ('87 - '95) and Stwd Aviation ('96-'08)  
 Hwy CIP from DOT&PF CR Planning 6-Year CIP ('87 ), DOT&PF Operating Budget Comparisons ('88 - '90), and Jeff Otteson ('08)  
 M&O budget from Division of Legislative Finance annual operating budget summaries

**DOT&PF Maintenance & Operations Budget**  
**Adjusted to Constant Dollars**  
**1987 to 2008**

M&O Operating Budget Component	1987	1988	1989	1990	1991	1992	1993	1994	1995	1996	1997	1998	1999	2000	2001	2002	2003	2004	2005	2006	2007	2008
Central Region	\$32,633,500	\$23,013,000	\$30,861,200	\$38,323,600	\$39,989,700	\$42,245,800	\$40,728,500	\$40,219,400	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0
Northern Region	\$0	\$0	\$0	\$0	\$0	\$37,204,400	\$34,032,800	\$34,930,500	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0
Western District	\$4,714,100	\$3,433,400	\$4,471,700	\$5,416,500	\$5,627,100	\$6,095,200	\$6,076,400	\$5,698,200	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0
South Central District	\$8,672,400	\$6,175,000	\$8,507,700	\$10,771,100	\$10,969,000	\$13,146,100	\$12,823,600	\$12,317,800	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0
Southeast Region	\$12,613,100	\$938,000	\$11,524,700	\$13,456,400	\$0	\$14,895,800	\$14,751,200	\$14,529,500	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0
Interior Region	\$26,305,900	\$14,957,000	\$25,578,600	\$32,898,200	\$34,030,700	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0
Stwd M&O	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$110,729,400	\$113,824,800	\$90,109,000	\$17,907,000	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0
State Equip Fleet	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$21,823,400	\$21,491,300	\$20,293,100	\$20,318,600	\$19,409,400	\$19,568,700	\$20,346,400	\$20,514,700	\$0	\$0	\$26,368,800	\$27,100,200
Central Hwys & Aviation	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$27,591,900	\$27,952,100	\$28,848,100	\$28,823,100	\$0	\$0	\$0	\$0	\$0	\$0	\$0
Northern Hwys & Aviation	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$36,338,800	\$37,128,800	\$37,040,700	\$37,240,200	\$0	\$0	\$0	\$0	\$0	\$0	\$0
Southeast Highways & Aviation	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$9,208,600	\$9,589,600	\$9,102,600	\$8,993,100	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0
Whittier Tunnel	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$450,000	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0
N Kenai Maint Station	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$385,400	\$385,400	\$0	\$0	\$0	\$0	\$0
Hwys & Aviation	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$77,736,700	\$86,803,100	\$94,624,000	\$0	\$0	\$0	\$0
Northern Region Road Openings	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$316,000	\$0	\$0	\$0	\$0	\$0
Stwd Facilities M&O	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$17,786,600	\$17,066,500	\$17,534,000	\$14,458,200	\$13,286,600	\$14,737,800	\$0	\$0	\$0	\$0
Stwd Snow & Winter Maint	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$257,600	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0
Stwd Aviation Maint	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$1,471,400	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0
Highways/Aviation & Facilities	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$132,684,600	\$149,610,700	\$131,601,400	\$139,096,300
<b>Total</b>	<b>\$84,939,000</b>	<b>\$48,516,400</b>	<b>\$80,943,900</b>	<b>\$100,865,800</b>	<b>\$90,616,500</b>	<b>\$113,587,300</b>	<b>\$108,412,500</b>	<b>\$107,695,400</b>	<b>\$110,729,400</b>	<b>\$113,824,800</b>	<b>\$111,932,400</b>	<b>\$112,537,600</b>	<b>\$112,750,200</b>	<b>\$112,376,500</b>	<b>\$114,178,800</b>	<b>\$112,149,000</b>	<b>\$121,137,500</b>	<b>\$129,876,500</b>	<b>\$132,684,600</b>	<b>\$149,610,700</b>	<b>\$157,970,200</b>	<b>\$166,196,500</b>

CPI Adjustment ('87 Base Year)	1	1.04	1.09	1.15	1.2	1.24	1.27	1.3	1.34	1.38	1.41	1.43	1.47	1.52	1.56	1.58	1.62	1.66	1.72	1.77	1.83	1.9
87 Equivalent Budget Level	\$84,939,000	\$88,336,560	\$92,583,510	\$97,679,850	\$101,926,800	\$105,324,360	\$107,872,530	\$110,420,700	\$113,818,260	\$117,215,820	\$119,763,990	\$121,462,770	\$124,860,330	\$129,107,280	\$132,504,840	\$134,203,620	\$137,601,180	\$140,998,740	\$146,095,080	\$150,342,030	\$155,438,370	\$161,384,100





## **APPENDIX D**

### **Federal Aviation Agency Airport Improvement Program**

# FAA ALASKAN REGION AIRPORTS DIVISION

## AIRPORT IMPROVEMENT PROGRAM (AIP) FY 1982-FY 2009

**Note:** Starting in FY2005 Various grants are no longer listed under the State of Alaska, Various Locations in Alaska. Each project within a various grant will now be listed under the airport where the work or equipment is being applied. For those projects the various grant number will be listed and the project description will begin with “[Various Grnt]”. See Adak Island on page 1 for an example.



# Alaskan Region Airport Improvement Program (AIP)

## FY 1982 - FY 2009

*Obligated: Closed: Entitlement Discretionary TOTAL*

### Adak Island

#### Adak (ADK)

3-02-0001-001-1999	Conduct Airport Master Plan Study (PL PL MA)	3/24/1999	4/27/2007	\$537,180	\$0	\$537,180
3-02-0001-002-2005	Acquire Aircraft Rescue & Fire Fighting Vehicle (SA EQ RF)	8/19/2005		\$0	\$770,569	\$770,569
3-02-0200-050-2005	[Various Grnt] Acquire Friction Measuring Equipment (Grip Tester with tow vehicle) (ST EQ SR)	8/19/2005		\$82,080	\$0	\$82,080
	[Various Grnt] Acquire Snow Removal Equipment (Case 821 Loader & plow) (ST EQ SN)	8/19/2005		\$229,709	\$0	\$229,709
3-02-0200-055-2006	[Various Grnt] Acquire Snow Removal Equipment (HS Tow Vehicle w/ Sweeper & Snow Plow) (ST EQ SN)	8/17/2006		\$641,827	\$0	\$641,827
3-02-0200-072-2009	[Various Grnt] Acquire Safety Equipment and/or Fencing Acquire Water Rescue Equipment (SA EQ RF)	9/24/2009		\$0	\$166,355	\$166,355
				\$1,490,796	\$936,924	\$2,427,720

### Akhiok

#### Akhiok (AKK)

3-02-0002-001-1985	Rehabilitate Runway 4/22 (RE RW IM)	9/10/1985	11/4/1988	\$745,899	\$0	\$745,899
3-02-0002-002-1994	Improve Snow Removal Equipment Building (ST BD SN)	5/27/1994	11/27/1995	\$255,298	\$0	\$255,298
3-02-0002-003-1994	Acquire Snow Removal Equipment (ST EQ SN)	6/23/1994	9/23/1996	\$142,225	\$0	\$142,225
3-02-0200-052-2005	[Various Grnt] Rehabilitate Runway 04/22 (Maintenance) (RE RW IM)	8/30/2005		\$40,000	\$0	\$40,000
3-02-0200-066-2008	[Various Grnt] Rehabilitate Runway 04/22 (Maintenance) (RE RW IM)	6/19/2008		\$150,000	\$0	\$150,000
3-02-0200-069-2009	[Various Grnt] Rehabilitate Runway 04/22 (Various Surface Maintenance) (RE RW IM)	8/20/2009		\$31,920	\$0	\$31,920
				\$1,365,342	\$0	\$1,365,342

### Akiachak

#### Akiachak (Z13)

3-02-0345-001-1999	Conduct Airport Master Plan Study (PL PL MA)	8/3/1999	8/27/2003	\$382,101	\$0	\$382,101
3-02-0200-060-2007	[Various Grnt] Rehabilitate Runway 11/29 (Maintenance) (RE RW IM)	5/31/2007		\$8,512	\$0	\$8,512
				\$390,613	\$0	\$390,613

#### Akiachak (Proposed GA) (+076)

3-02-0461-001-2009	<b>Construct</b> New Airport phase 1 (ARRA funded) (ST NA CO)	6/12/2009		\$0	\$0	\$0
				\$0	\$0	\$0

## Akiak

### Akiak (AKI)

3-02-0004-001-1998	Improve Snow Removal Equipment Building (ST BD SN)	5/26/1998	9/25/2002	\$250,000	\$0	\$250,000
	Acquire Land for Development (ST LA DV)	5/26/1998	9/25/2002	\$100,000	\$0	\$100,000
	Acquire Snow Removal Equipment (ST EQ SN)	5/26/1998	9/25/2002	\$200,000	\$0	\$200,000
	Improve Access Road (OT GT AC)	5/26/1998	9/25/2002	\$196,888	\$0	\$196,888
	<b>Construct</b> Taxiway (ST TW CO)	5/26/1998	9/25/2002	\$160,000	\$0	\$160,000
	<b>Extend</b> Runway 03-21 (ST RW IM)	5/26/1998	9/25/2002	\$1,456,231	\$0	\$1,456,231
	Improve Runway Safety Area 03-21 (SA RW SF)	5/26/1998	9/25/2002	\$477,500	\$0	\$477,500
	<b>Construct</b> Apron (ST AP CO)	5/26/1998	9/25/2002	\$400,000	\$0	\$400,000
3-02-0004-002-2003	<b>Construct</b> Snow Removal Equipment Building (ST BD SN)	8/4/2003	8/17/2007	\$571,708	\$0	\$571,708
3-02-0200-069-2009	[Various Grnt] Rehabilitate Runway 03/21 (Various Surface Maintenance) (RE RW IM)	8/20/2009		\$16,031	\$0	\$16,031
				<b>\$3,828,358</b>	<b>\$0</b>	<b>\$3,828,358</b>

## Akutan

### Akutan (KQA)

3-02-0346-001-1995	Rehabilitate Runway E/W (RE RW IM)	9/8/1995	9/25/1997	\$0	\$418,615	\$418,615
	Rehabilitate Apron (RE AP IM)	9/8/1995	9/25/1997	\$0	\$400,000	\$400,000
	<b>Expand</b> Apron (ST AP IM)	9/8/1995	9/25/1997	\$0	\$700,000	\$700,000
3-02-0346-002-1999	Conduct Airport Master Plan Study (PL PL MA)	8/3/1999	9/12/2002	\$74,751	\$0	\$74,751
3-02-0346-003-2000	Conduct Airport Master Plan Study (PL PL MA)	8/24/2000	8/25/2004	\$218,015	\$0	\$218,015
3-02-0346-004-2002	Conduct Airport Master Plan Study (PL PL MA)	9/20/2002	5/31/2006	\$0	\$1,197,991	\$1,197,991
3-02-0346-005-2004	Conduct Airport Master Plan Study (PL PL MA)	5/21/2004	6/26/2007	\$6,459	\$411,826	\$418,285
3-02-0346-006-2006	Conduct Airport Master Plan Study (Phase 5, Complete EA) (PL PL MA)	9/1/2006		\$129,355	\$0	\$129,355
3-02-0346-007-2007	Conduct Airport Master Plan Study (PL PL MA)	5/22/2007		\$291,393	\$0	\$291,393
				<b>\$719,973</b>	<b>\$3,128,432</b>	<b>\$3,848,405</b>

### Akutan (Proposed GA) (+01D)

3-02-0005-001-2007	Construct New Airport (Environmental Studies) Phase 1 (ST NA CO)	8/8/2007		\$0	\$1,000,000	\$1,000,000
				<b>\$0</b>	<b>\$1,000,000</b>	<b>\$1,000,000</b>

## Alakanuk

### Alakanuk (AUK)

3-02-0332-001-1988	<b>Construct</b> Taxiway (ST TW CO)	7/20/1988	8/9/1993	\$40,000	\$0	\$40,000
	Improve Access Road (OT GT AC)	7/20/1988	8/9/1993	\$100,000	\$0	\$100,000
	<b>Extend</b> Runway 18/36 (ST RW IM)	7/20/1988	8/9/1993	\$1,572,129	\$307,543	\$1,879,672
	<b>Install</b> Runway Lighting (ST RW LI)	7/20/1988	8/9/1993	\$111,000	\$0	\$111,000
	<b>Construct</b> Apron (ST AP CO)	7/20/1988	8/9/1993	\$30,000	\$0	\$30,000
	Acquire Snow Removal Equipment (ST EQ SN)	7/20/1988	8/9/1993	\$78,125	\$0	\$78,125
	Improve Airport Drainage (ST OT IM)	7/20/1988	8/9/1993	\$70,000	\$0	\$70,000
	Improve Snow Removal Equipment Building (ST BD SN)	7/20/1988	8/9/1993	\$70,000	\$0	\$70,000
3-02-0332-002-1996	Conduct Airport Master Plan Study (PL PL MA)	9/12/1996	9/20/2000	\$295,925	\$0	\$295,925
3-02-0000-010-2008	Conduct aeronautical survey for WAAS approach (PL PL VI)	6/13/2008		\$51,000	\$130,000	\$181,000

Obligated: Closed: Entitlement Discretionary TOTAL

						\$2,418,179	\$437,543	\$2,855,722
<b><u>Alakanuk (Proposed CM) (+01F)</u></b>								
3-02-0440-001-2002	Construct	New Airport (ST NA CO)	5/20/2002	1/24/2006	\$5,596,264		\$0	\$5,596,264
3-02-0440-002-2007	Construct	New Airport Phase 2 (Access Road & SREB) (ST NA CO)	9/6/2007		\$494,866	\$6,079,856		\$6,574,722
3-02-0440-003-2009	Construct	New Airport Phase 3 (Subbase) (ST NA CO)	2/13/2009		\$2,214,959	\$7,733,375		\$9,948,334
						\$8,306,089	\$13,813,231	\$22,119,320

## Aleutians East Borough

### Aleutians East Borough Planning (@00H)

3-02-0804-001-2002	Conduct	Metropolitan System Plan Study (PL PL ME)	8/27/2002	7/31/2006	\$249,000		\$0	\$249,000
						\$249,000	\$0	\$249,000

## Allakaket

### Allakaket (6A8)

3-02-0009-001-1987	Install	Runway Lighting (ST RW LI)	7/28/1987	6/13/1991	\$221,601		\$0	\$221,601
3-02-0009-002-1988		Acquire Land For Approaches (ST LA SZ)	6/30/1988	6/13/1991	\$9,375		\$0	\$9,375
	Install	Runway Lighting (ST RW LI)	6/30/1988	6/13/1991	\$42,281		\$0	\$42,281
	Extend	Runway 17/35 (ST RW IM)	6/30/1988	6/13/1991	\$116,364		\$0	\$116,364
3-02-0009-003-1991	Conduct	Airport Master Plan Study (PL PL MA)	9/5/1991	9/9/1997	\$139,435		\$0	\$139,435
3-02-0009-004-1997		Acquire Land for Development (ST LA DV)	6/12/1997	9/18/2001	\$229,440		\$0	\$229,440
	Construct	Taxiway (ST TW CO)	6/12/1997	9/18/2001	\$190,000		\$0	\$190,000
		Improve Access Road (OT GT AC)	6/12/1997	9/18/2001	\$511,080		\$0	\$511,080
	Construct	Runway 5/23 (ST RW CO)	6/12/1997	9/18/2001	\$4,494,657		\$0	\$4,494,657
		Improve Snow Removal Equipment Building (ST BD SN)	6/12/1997	9/18/2001	\$540,000		\$0	\$540,000
		Acquire Land For Approaches (ST LA SZ)	6/12/1997	9/18/2001	\$70,560		\$0	\$70,560
	Construct	Apron (ST AP CO)	6/12/1997	9/18/2001	\$520,000		\$0	\$520,000
	Install	Runway Lighting (ST RW LI)	6/12/1997	9/18/2001	\$256,300		\$0	\$256,300
3-02-0009-005-2009		Rehabilitate Runway 05/23 ARRA funded (RE RW IM)	6/12/2009		\$0		\$0	\$0
3-02-0009-006-2009	Expand	Apron expand apron (ST AP IM)	8/10/2009		\$700,000		\$0	\$700,000
						\$8,041,093	\$0	\$8,041,093

## Ambler

### Ambler (AFM)

3-02-0354-001-1986	Extend	Runway 18/36 (ST RW IM)	9/19/1986	12/20/1993	\$938,793	\$57,910		\$996,703
		Acquire Land for Development (ST LA DV)	9/19/1986	12/20/1993	\$312,412		\$0	\$312,412
		Improve Airport Drainage (ST OT IM)	9/19/1986	12/20/1993	\$75,000		\$0	\$75,000
		Acquire Snow Removal Equipment (ST EQ SN)	9/19/1986	12/20/1993	\$81,854		\$0	\$81,854
		Improve Snow Removal Equipment Building (ST BD SN)	9/19/1986	12/20/1993	\$216,670		\$0	\$216,670
	Install	Runway Lighting (ST RW LI)	9/19/1986	12/20/1993	\$93,933		\$0	\$93,933
3-02-0354-002-1989	Install	Runway Lighting (ST RW LI)	6/26/1989	11/16/1993	\$73,186		\$0	\$73,186
		Improve Airport Drainage (ST OT IM)	6/26/1989	11/16/1993	\$55,014		\$0	\$55,014
	Construct	Runway 9/27 (ST RW CO)	6/26/1989	11/16/1993	\$924,742		\$0	\$924,742
3-02-0354-003-1991		Acquire Land For Approaches (ST LA SZ)	8/21/1991	3/17/1993	\$14,457		\$0	\$14,457
		Acquire Land for Development (ST LA DV)	8/21/1991	3/17/1993	\$70,437		\$0	\$70,437
3-02-0200-066-2008	[Various Grnt]	Rehabilitate Runway 09/27 (Maintenance) (RE RW IM)	6/19/2008		\$205,000		\$0	\$205,000

\$3,061,498 \$57,910 \$3,119,408

## Anaktuvuk Pass

### Anaktuvuk Pass (AKP)

3-02-0012-001-1985	Acquire Land for Development 18/36 (ST LA DV)	9/25/1985	4/17/1989	\$143,577	\$6,455	\$150,032
3-02-0012-002-1986	Acquire Land for Development (ST LA DV)	9/10/1986	4/9/1992	\$0	\$194,063	\$194,063
	<b>Construct</b> Taxiway (ST TW CO)	9/10/1986	4/9/1992	\$16,033	\$0	\$16,033
	<b>Construct</b> Apron (ST AP CO)	9/10/1986	4/9/1992	\$31,826	\$345,971	\$377,797
3-02-0012-003-1998	Rehabilitate Runway 18-36 (RE RW IM)	7/1/1998	9/27/2002	\$2,786,000	\$0	\$2,786,000
	Improve Snow Removal Equipment Building (ST BD SN)	7/1/1998	9/27/2002	\$561,000	\$0	\$561,000
	<b>Construct</b> Taxiway (ST TW CO)	7/1/1998	9/27/2002	\$50,000	\$0	\$50,000
	<b>Construct</b> Apron (ST AP CO)	7/1/1998	9/27/2002	\$602,278	\$0	\$602,278
	Improve Access Road (OT GT AC)	7/1/1998	9/27/2002	\$325,000	\$0	\$325,000
3-02-0012-004-1999	Acquire Snow Removal Equipment (ST EQ SN)	8/6/1999	9/5/2001	\$361,932	\$0	\$361,932
3-02-0012-005-2003	Rehabilitate Runway 01-19 (Maintenance) (RE RW IM)	9/5/2003	9/17/2007	\$100,000	\$0	\$100,000
				\$4,977,646	\$546,489	\$5,524,135

## Anchorage

### Anchorage Float Plane Basin (+091)

3-02-0483-001-2007	Conduct Miscellaneous Study Airport Economic Options Study (PL PL MS)	7/25/2007		\$94,328	\$0	\$94,328
				\$94,328	\$0	\$94,328

### Lake Hood (LHD)

3-02-0013-001-1989	Conduct Miscellaneous Study (PL PL MS)	6/29/1989	9/30/1997	\$165,000	\$0	\$165,000
3-02-0013-002-1990	Conduct Airport Master Plan Study (PL PL MA)	1/25/1990	9/9/1997	\$42,595	\$0	\$42,595
3-02-0013-003-1995	<b>Install</b> Apron Lighting (ST AP LI)	9/24/1995	7/19/2000	\$62,813	\$0	\$62,813
	Improve Access Road (OT GT AC)	9/24/1995	7/19/2000	\$221,250	\$0	\$221,250
	Acquire Miscellaneous Land (ST LA MS)	9/24/1995	7/19/2000	\$590,356	\$0	\$590,356
	<b>Construct</b> Taxiway (ST TW CO)	9/24/1995	7/19/2000	\$365,625	\$0	\$365,625
3-02-0013-004-1996	<b>Expand</b> Apron (ST AP IM)	9/20/1996	9/17/2001	\$455,693	\$39,367	\$495,060
3-02-0013-005-2000	Rehabilitate Runway Lighting WE (RE RW LI)	9/6/2000	9/9/2003	\$788,493	\$511,562	\$1,300,055
3-02-0013-006-2001	Rehabilitate Taxiway (RE TW IM)	9/12/2001	8/3/2004	\$632,386	\$0	\$632,386
3-02-0013-007-2003	Improve Runway Safety Area 13/31 (SA RW SF)	8/26/2003	2/14/2007	\$0	\$729,786	\$729,786
3-02-0013-008-2003	<b>Construct</b> Apron E (Ph 1) (ST AP CO)	7/7/2003	7/27/2007	\$2,349,000	\$0	\$2,349,000
3-02-0013-009-2004	<b>Construct</b> Apron Reimbursement (ST AP CO)	6/2/2004	8/23/2007	\$1,532,210	\$0	\$1,532,210
3-02-0013-010-2004	Rehabilitate Taxiway (RE TW IM)	8/27/2004	5/27/2008	\$0	\$1,585,867	\$1,585,867
3-02-0013-011-2006	<b>Construct</b> Apron Phase 2 (MY - Reimbursement) (ST AP CO)	7/14/2006		\$1,000,000	\$0	\$1,000,000
	<b>Construct</b> Apron Phase 2 (06 EP + 05 Carryover) (ST AP CO)	7/14/2006		\$1,891,416	\$0	\$1,891,416
				\$10,096,837	\$2,866,582	\$12,963,419

### Merrill Field (MRI)

3-02-0015-001-1982	Expand Apron (ST AP IM)	9/29/1982	7/9/1986	\$1,563,946	\$0	\$1,563,946
3-02-0015-002-1983	Install Runway Lighting (ST RW LI)	9/28/1983	4/28/1988	\$102,807	\$0	\$102,807
	Acquire Snow Removal Equipment (ST EQ SN)	9/28/1983	4/28/1988	\$140,625	\$0	\$140,625
	Acquire Land for Development (ST LA DV)	9/28/1983	4/28/1988	\$2,019,150	\$3,408	\$2,022,558
3-02-0015-003-1984	Expand Apron 15/33 (ST AP IM)	9/21/1984	5/5/1988	\$667,939	\$54,587	\$722,526
	Install Apron Lighting (ST AP LI)	9/21/1984	5/5/1988	\$30,000	\$0	\$30,000

			<i>Obligated:</i>	<i>Closed:</i>	<i>Entitlement</i>	<i>Discretionary</i>	<i>TOTAL</i>
3-02-0015-004-1984	Improve Access Road (OT GT AC)	9/26/1984	5/10/1988	\$443,109	\$30,000	\$473,109	
	Improve Access Road (CA GT AC)	9/26/1984	5/10/1988	\$989,955	\$0	\$989,955	
	Improve Access Road (OT GT AC)	9/26/1984	5/10/1988	\$528,951	\$38,738	\$567,689	
3-02-0015-005-1985	Rehabilitate Apron 6/24 (RE AP IM)	7/3/1985	5/16/1988	\$328,125	\$0	\$328,125	
	Rehabilitate Apron 6/24 (RE AP IM)	7/3/1985	5/16/1988	\$1,667,793	\$48,941	\$1,716,734	
	Acquire Security Equipment 6/24 (SA EQ SE)	7/3/1985	5/16/1988	\$140,625	\$0	\$140,625	
	Acquire Snow Removal Equipment (ST EQ SN)	7/3/1985	5/16/1988	\$84,376	\$0	\$84,376	
3-02-0015-006-1986	Expand Apron (ST AP IM)	6/9/1986	5/12/1988	\$184,720	\$4,746	\$189,466	
	Expand Apron (ST AP IM)	6/9/1986	5/12/1988	\$2,731,977	\$74,354	\$2,806,331	
	Rehabilitate Taxiway Lighting (RE TW LI)	6/9/1986	5/12/1988	\$82,199	\$0	\$82,199	
3-02-0015-007-1987	Acquire Land for Development 13/31 (ST LA DV)	1/13/1987	2/19/1987	\$2,130,133	\$0	\$2,130,133	
3-02-0015-008-1987	Acquire Land for Development (ST LA DV)	9/23/1987	3/6/1990	\$973,573	\$2,100,082	\$3,073,655	
	Acquire Snow Removal Equipment (ST EQ SN)	9/23/1987	3/6/1990	\$338,572	\$0	\$338,572	
3-02-0015-009-1988	Improve Access Road (CA GT AC)	7/20/1988	8/2/1991	\$792,415	\$0	\$792,415	
	Expand Apron (CA AP EX)	7/20/1988	8/2/1991	\$35,437	\$0	\$35,437	
	Extend Taxiway (CA TW EX)	7/20/1988	8/2/1991	\$103,125	\$0	\$103,125	
	Install Apron Lighting (ST AP LI)	7/20/1988	8/2/1991	\$23,000	\$0	\$23,000	
	Construct Taxiway (CA TW CO)	7/20/1988	8/2/1991	\$23,437	\$0	\$23,437	
	Rehabilitate Runway 15/33 (RE RW IM)	7/20/1988	8/2/1991	\$946,047	\$150,008	\$1,096,055	
3-02-0015-010-1989	Conduct Noise Compatibility Plan Study (EN PL NO)	6/7/1989	10/13/1992	\$290,625	\$0	\$290,625	
3-02-0015-011-1989	Acquire Miscellaneous Land (ST LA MS)	9/13/1989	12/16/1992	\$152,062	\$0	\$152,062	
	Noise Mitigation Measures for Public Buildings (EN PB 75)	9/13/1989	12/16/1992	\$50,719	\$17,619	\$68,338	
	Acquire Land for Development (ST LA DV)	9/13/1989	12/16/1992	\$171,281	\$0	\$171,281	
3-02-0015-012-1990	Acquire Land for Development (ST LA DV)	9/21/1990	12/17/1991	\$70,312	\$0	\$70,312	
3-02-0015-013-1991	Rehabilitate Apron (RE AP IM)	9/11/1991	9/28/1993	\$455,963	\$0	\$455,963	
	Acquire Security Equipment (SA EQ SE)	9/11/1991	9/28/1993	\$340,963	\$0	\$340,963	
	Construct Apron (ST AP CO)	9/11/1991	9/28/1993	\$568,464	\$204,808	\$773,272	
3-02-0015-014-1992	Acquire Land For Approaches (ST LA SZ)	8/7/1992	8/13/1992	\$863,273	\$0	\$863,273	
3-02-0015-015-1993	Remove Obstructions (ST OT OB)	2/17/1993	10/24/1998	\$281,250	\$0	\$281,250	
	Install Apron Lighting (ST AP LI)	2/17/1993	10/24/1998	\$27,163	\$0	\$27,163	
3-02-0015-016-1994	Acquire Land For Approaches (ST LA SZ)	6/17/1994	12/28/1994	\$1,840,808	\$0	\$1,840,808	
3-02-0015-017-1995	Acquire Snow Removal Equipment (ST EQ SN)	8/1/1995	7/14/1999	\$0	\$187,500	\$187,500	
	Acquire Security Equipment (SA EQ SE)	8/1/1995	7/14/1999	\$0	\$126,250	\$126,250	
	Remove Obstructions (ST OT OB)	8/1/1995	7/14/1999	\$0	\$500,625	\$500,625	
	Install Guidance Signs (SA OT SG)	8/1/1995	7/14/1999	\$0	\$171,065	\$171,065	
3-02-0015-018-1996	Rehabilitate Apron (RE AP IM)	9/19/1996	7/24/2000	\$1,325,000	\$0	\$1,325,000	
	Rehabilitate Taxiway (RE TW IM)	9/19/1996	7/24/2000	\$1,050,131	\$0	\$1,050,131	
	Improve Access Road (OT GT AC)	9/19/1996	7/24/2000	\$125,000	\$0	\$125,000	
3-02-0015-019-1996	Acquire Snow Removal Equipment (ST EQ SN)	9/19/1996	1/25/2000	\$374,041	\$0	\$374,041	
3-02-0015-020-1996	Conduct Airport Master Plan Study (PL PL MA)	9/19/1996	9/21/2000	\$448,907	\$0	\$448,907	
3-02-0015-021-1996	Acquire Land for Development (ST LA DV)	9/19/1996	6/8/2000	\$166,712	\$0	\$166,712	
3-02-0015-022-1997	Acquire Snow Removal Equipment (ST EQ SN)	6/6/1997	1/25/2000	\$434,650	\$0	\$434,650	
3-02-0015-023-1997	Improve Runway Safety Area 24 (ST RW SF)	9/22/1997	9/21/2001	\$62,366	\$0	\$62,366	
	Rehabilitate Taxiway (RE TW IM)	9/22/1997	9/21/2001	\$50,729	\$0	\$50,729	
	Rehabilitate Runway Lighting 6-24 (RE RW LI)	9/22/1997	9/21/2001	\$98,190	\$0	\$98,190	
	Improve Access Road (OT GT AC)	9/22/1997	9/21/2001	\$57,079	\$0	\$57,079	
	Construct Taxiway (ST TW CO)	9/22/1997	9/21/2001	\$64,242	\$0	\$64,242	
	Install Runway Vertical/Visual Guidance System (ST RW VI)	9/22/1997	9/21/2001	\$13,125	\$0	\$13,125	

# ALASKA

Aviation System Plan

