

# FMATS

## Policy Committee Members

Fairbanks Metropolitan Area Transportation System  
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Steve Titus, P.E., Chair  
DOT&PF, Northern Region  
Regional Director

October 21, 2011

Ms. Margaret Carpenter  
State of Alaska Department of Transportation and Public Facilities  
2301 Peger Road  
Fairbanks, AK 99709

Mayor Jerry Cleworth  
City of Fairbanks

**RE: Amendment #1 to the FFY11 – FFY12 Unified Planning Work Program**

Dear Ms. Carpenter:

Mayor Luke Hopkins  
Fairbanks North Star Borough

Attached is Amendment No. 1 of the FMATS' Unified Planning Work Program (UPWP) for transmittal to DOT & PF Headquarters. This Amendment No. 1 was approved by the Policy Committee on October 19, 2011 for submission to FHWA and FTA.

Mayor Douglas W. Isaacson  
City of North Pole

This amendment adds the City of Fairbanks In-Kind Contributions for the Coordinator's office as outlined on the new page 22. It also amends the In-Kind Match provided by the Fairbanks North Star Borough, for their Task 100 Planning Process. See page 24. All other items remain the same.

Mike Musick  
Fairbanks North Star  
Borough Assembly

In accordance with the approved FMATS Public Participation Plan, a public comment period is not required.

Please let me know if you have any questions. We look forward to the approval of this amendment to our program. Thank you.

Chad Roberts, Vice-Chair  
Fairbanks City Council

Sincerely,

Donna J. Gardino  
MPO Coordinator

Alice Edwards  
DEC Air Quality Division  
Director

CC: Policy Committee  
Technical Committee



"Working together to achieve safe and efficient multi-modal transportation solutions"

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**FAIRBANKS METROPOLITAN AREA TRANSPORTATION  
SYSTEM**

**(FMATS)**

**Unified Planning Work Program**

**(UPWP)**

**PL-1260(5)**

**AMENDMENT 1**

**Federal Fiscal Years 2011/2012**

**APPROVED 10.19.11**



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## PURPOSE AND SCOPE OF THE UPWP

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The Unified Planning Work Program (UPWP) identifies all Fairbanks Metropolitan Area Transportation System (FMATS) transportation planning, air quality planning, and programming activities. It specifies which tasks will be done with financial support from the Federal Highway Administration (FHWA) and the Federal Transit Administration (FTA) of the U.S. Department of Transportation.

The purpose of this document is two-fold. First, it is a management tool that identifies the nature, timeline, staffing needs, cost, and funding sources of all the planning activities of FMATS during federal fiscal year 2011 and 2012. Second, it fulfills the planning requirements of the national surface transportation law and regulations (23USC 134 and 23CFR Part 420 and 450), including the Safe, Accountable, Flexible and Efficient Transportation Equity Act – A Legacy for Users (SAFETEA-LU).

## REGULATORY REQUIREMENTS

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All urbanized areas over 50,000 in population must have a metropolitan planning organization (MPO) to carry out a continuing, comprehensive and cooperative (3-C) intermodal surface transportation planning process, as stipulated in the Federal Highway Act of 1962. On May 1, 2002 the U.S. Census Bureau published a notice in the Federal Register identifying an area surrounding Fairbanks and North Pole as a Qualifying Urban Area for Census 2000. This announcement triggered the following requirements:

**Create a Metropolitan Planning Organization (MPO)** – a transportation policy-making organization made up of representative from local government and transportation authorities.

**Establish a Metropolitan Planning Area (MPA)** – boundaries of the planning area must include the urbanized area and be designated by the Governor. A map is attached as Appendix A.

**Implement a Unified Planning Work Program (UPWP)** – this one or two-year planning document must include a: 1) discussion of the area’s important transportation issues; 2) description of all proposed transportation and transportation-related planning activities, including corridor planning activities, regardless of funding source; 3) description of transportation-related air quality planning activities, regardless of funding source or which agency conducts such activities; and 4) documentation of all work to be performed with planning assistance under various Federal programs.

**Prepare a Metropolitan Transportation Plan (MTP)** – a long-range transportation plan for the metropolitan area covering a planning horizon of at least twenty years.

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**Prepare a Transportation Improvement Program (TIP)** – a program based on the long-range transportation plan and designed to serve the area’s goals, using spending, regulating, operating, management, and financial tools. It is a prioritized listing of transportation projects covering a period of four years that is developed and formally adopted by an MPO as part of the metropolitan planning process, consistent with the metropolitan transportation plan, and required for projects to be eligible for funding under title 23 U.S.C. and title 49 U.S.C. Chapter 53.

**Adopt a Public Involvement Process (PIP) and in accordance with SAFETEA LU, a Public Participation Plan** – Defines a process for providing citizens, affected public agencies, representatives of public transportation employees, freight shippers and transportation services, representatives of users of pedestrian walkways and bicycle transportation facilities, representatives of the disabled and other interested parties with reasonable opportunities to be involved in the metropolitan transportation planning process.

**Air Quality** – Parts of the Fairbanks North Star Borough are currently classified as a “Carbon Monoxide Maintenance Area”. Air quality in these areas has met the EPA standard for 10years and the FNSB has implemented an air quality maintenance plan. The FNSB ended the IM testing program as of January 2010. However, the area is now a designated non-attainment area for fine Particulate Matter <sub>2.5</sub> (PM<sub>2.5</sub>). The Fairbanks North Star Borough (FNSB) is currently using CMAQ funds to quantify the problem of PM<sub>2.5</sub> as it relates to mobile sources.

## **Conformity Determination**

### ***Carbon Monoxide (CO)***

The 1977 Clean Air Act mandated an air quality planning process be established and closely coordinated with the existing transportation planning process in areas of non-attainment with national ambient air quality standards (NAAQS). President George H. Bush signed the 1990 Clean Air Act Amendment in 1990 whose purpose is to protect and enhance the Nations’ air resources and requires States to submit plans for attaining and maintaining ambient air quality standards. The Administrator of the U.S. Environmental Protection Agency (EPA) originally designated Fairbanks and North Pole as non-attainment areas for carbon monoxide in 1981.

In 1998, Fairbanks was reclassified as a “serious” nonattainment area for failing to attain the ambient eight-hour CO health standard by the December 1995 deadline. As a serious nonattainment area, Fairbanks was required to prepare a state implementation plan (SIP) revision that demonstrated attainment by December 31, 2000. Since violations of the ambient CO standard were recorded in calendar year 1999 and 24 months of clean data are required to demonstrate attainment, it was not possible for Fairbanks to prepare a SIP revision that satisfied this requirement. Therefore in March 2001, Fairbanks and the Department of Environmental Conservation submitted a formal request to the Environmental Protection Agency (EPA) for an extension of the attainment date to December 31, 2001, as allowed under Section 186(a)(4) of the Clean Air Act, 42 U.S.C. 7512(a)(4). On July 5, 2002 EPA announced in a

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Federal Register Notice that the Fairbanks serious CO nonattainment area attained the National Ambient Air Quality Standard (NAAQS) for CO by its attainment date of December 31, 2001. On June 21, 2004, the State of Alaska submitted a CO maintenance plan for the Fairbanks nonattainment area to EPA for approval. On July 27, 2004, EPA announced in a Federal Register Notice that it was approving the maintenance plan and redesignating the Fairbanks CO nonattainment area to attainment with an effective date of September 27, 2004.

### ***Particulate Matter<sub>2.5</sub> (PM<sub>2.5</sub>)***

A portion of the Fairbanks North Star Borough, including the entire MPO, was designated as a non-attainment area for the 24-Hour PM<sub>2.5</sub> NAAQS. PM<sub>2.5</sub> is fine particulate matter less than 2.5 micrometers in diameter and is a product of combustion primarily caused by burning fuels. Sources of PM<sub>2.5</sub> include power plants, vehicles, wood burning stoves and wildland fires. Surrounded by hills on three sides, Fairbanks is susceptible to temperature inversions which can trap a layer of cold for days, even weeks at a time. This leads to episodes of poor air quality. These very small particles can cause health problems when inhaled. Numerous scientific studies have linked fine particulate pollution exposure to a variety of problems including: increased respiratory symptoms, decreased lung function, aggravated asthma, development of chronic bronchitis, irregular heartbeat, nonfatal heart attacks and premature death in people with heart or lung disease.

EPA signed the final rule designating areas for the 2006 PM<sub>2.5</sub> NAAQS on October 8, 2009. This final rule was published in the Federal Register on November 13, 2009 and became effective on December 14, 2009. Transportation conformity does not apply until December 14, 2010, which is one year after the effective date of nonattainment designations for this NAAQS. Thus, within one year after the effective date of the initial nonattainment designation for the 2006 PM<sub>2.5</sub> NAAQS, a conformity determination for this NAAQS must be made by the MPO and the DOT for the MPO's transportation plan and TIP.

The designated non-attainment area is greater than the area of the MPO as evidenced by the map found in Appendix A. 23 CFR 450.314(b) states that if the metropolitan planning area does not include the entire nonattainment or maintenance area, there shall be an agreement among the state department of transportation, state air quality agency, affected local agencies and the metropolitan planning organizations describing the process for cooperative planning and analysis of all projects outside the metropolitan planning area but within the nonattainment or maintenance area. The agreement also must indicate how the total transportation-related emissions for the nonattainment or maintenance area, including areas both within and outside the metropolitan planning area, will be treated for the purposes of determining conformity in accordance with the US Environmental Protection Agency (EPA) conformity regulation. The agreement shall address policy mechanisms for resolving conflicts concerning transportation-related emissions that may arise between the metropolitan planning area and the portion of the nonattainment or maintenance area outside the metropolitan planning area. Such an agreement was executed in May 2010.

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## FMATS PROGRAM HISTORY

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Although it was not formally recognized as an urbanized area until 2000, Fairbanks Metropolitan Area Transportation System (FMATS) originated in 1969 in recognition of the multi-jurisdictional responsibilities relating to transportation issues. FMATS has provided an important mechanism to identify transportation issues and problems common to the local and State governments in the Fairbanks area and to suggest solutions.

The U.S. Census determined that an area including the City of Fairbanks, City of North Pole and a part of the Fairbanks North Star Borough had more than 50,000 in population in close proximity and therefore qualified as an “urban area”. Federal regulations state that areas with a population over 50,000 (urban area) must develop an MPO to perform all regional transportation planning. The MPO was designated by the Governor of the State of Alaska in 2003 and is governed by the FMATS Inter-Governmental Operating Agreement and Memorandum of Understanding for Transportation and Air Quality Planning. This agreement established the Policy Committee, the decision-making body of the MPO. It is made up of the Mayors of the local governments, an Assembly person, City Council representative, DOT&PF Northern Region Director and the Director of Air Quality at the State’s Department of Environmental Conservation.

The FMATS Technical Committee also includes representation from FNSB Transit, FNSB Planning Commission, Fairbanks International Airport, Alaska Railroad Corporation, Fort Wainwright, University of Alaska Fairbanks, Tanana Chiefs Conference and freight carriers.

In 2007, the Fairbanks North Star Borough, City of Fairbanks, City of North Pole and the State of Alaska entered into the FMATS Memorandum of Understanding for the Implementation of a Fairbanks Metropolitan Area Transportation System Coordinator’s Office. The MPO Coordinator began work in April 2008 and is established at the City of Fairbanks but reports directly to the Policy Committee. Staff at the MPO office also includes a Planner.

### HISTORICAL PLANNING EFFORTS IN THE MPO

The following illustrates efforts to date that have addressed transportation planning within the MPO:

1971 – Original FMATS Plan

1983 - Richardson Highway Corridor Study

1984 – FNSB Comprehensive Plan (Last Updated 2005)

1985 – FNSB Comprehensive Recreational Trail Plan (Last Updated 2006)

1985 – The FMATS Update Report re-evaluated area forecasts through the year 2005 and developed a list of project recommendations to be implemented over the next 20 years. Area wide growth was slower during the late 1980’s and early 1990’s than projected. Although

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population growth rate has increased recently, FMATS projections are now expected to reflect growth through the year 2025.

1986 - Southwest Neighborhood Transportation Study

1989 - FNSB Bike Plan

1991 - Fairbanks North Star Borough Comprehensive Road Plan

1994 - North Pole Area Supplement to the FNSB Bike Plan

2001 - Downtown Transportation Study for the City of Fairbanks

2005 - FMATS Long Range Transportation Plan

2006 – FNSB/City of Fairbanks – The Historic Preservation Plan

2007 - Airport Way Improvements Reconnaissance Study

2008 - Vision Fairbanks Downtown Plan

2009 – Seasonal Mobility Task Force Recommendations Report

2010 - North Pole Land Use Plan 2010 – Governor’s Coordinated Transportation Task Force Recommendations Report

2010 – Seasonal Mobility Task Force Recommendations Report

2010 – Updated FMATS Metropolitan Transportation Plan including a Freight Element

2010 – Updated Public Participation Plan

2010 - Update of the BIKEWAYS Map

2010 – Steese Highway/Johansen Expressway Area Traffic Improvements

2010 – Initiated a Safe Routes to School Program

2010 - Intitiated a Non-Motorized Transportation Plan

## **FMATS ISSUES AND GOALS**

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**Metropolitan Transportation Plan** – The urbanized area designation came with the requirement for a long-range 20-year transportation plan. This was a two year effort which resulted in adoption of the final plan in August 2005. A conformity lapse occurred when the long range transportation plan expired on December 31, 2008. FHWA and FTA concurred with FMATS’ decision to submit the 2005 LRTP as the interim long range transportation plan effective through June 30, 2010. Subsequently, the FHWA and FTA approved the extension of the interim plan through August 31, 2010. This plan was updated in FFY10 and includes goals, objectives and performance measures. SAFETEA-LU required the inclusion of new planning factors in the MTP such as safety, environmental mitigation, public transit, operations and management. The plan also must be consistent with the State’s newly documented Strategic

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Highway Safety Plan and other comprehensive and regional plans adopted since the 2005 LRTP. Regulations require that the MPO provide citizens, affected public agencies, representatives of public and private transportation employees, freight shippers, representatives of users of pedestrian walkways and bicycle transportation facilities, representatives of the disabled and other interested parties reasonable opportunity to comment on the MTP. This plan is fiscally constrained.

**Transportation Improvement Program** – In 2006, FMATS MPO developed and adopted its first official Transportation Improvement Program (TIP) for inclusion in the State Transportation Improvement Program (STIP). Since that time there have been a number of minor and major revisions. The MPO approved its new 2010 – 2013 TIP in August 2009 which was incorporated into the STIP in December 2009. SAFETEA-LU requires the TIP be a four-year, fiscally constrained document and may include, for illustrative purposes, additional projects that would be included in the approved TIP if reasonable additional resources beyond those identified in the financial plan were available. The TIP also includes any regionally significant projects funded by others. In FFY10, FMATS amended the TIP on two occasions.

**Coordination Between Agencies** – The FMATS urban transportation planning process requires ongoing support from DOT&PF, Federal Highway Administration, Federal Transit Administration, Fairbanks North Star Borough, the City of Fairbanks and the City of North Pole. Implementation of adopted plans requires a high degree of local coordination between land use activities and transportation improvement projects. Local government approval of State projects is required under Alaska Statute 35.30.010. This mandate as well as other transportation issues is met through the development of memorandums of understanding (MOUs) like the FMATS operating agreement. To assist in this effort, FMATS hired an MPO Coordinator in April 2008. The Coordinator's Office operates under the Memorandum of Understanding for the Implementation of a FMATS Coordinator Office between the Cities of Fairbanks and North Pole, Fairbanks North Star Borough and the State of Alaska executed in November 2007.

**Public Participation Plan** – Policies and recommendations developed through the FMATS planning process will continue to be formally reported and presented for public review. SAFETEA-LU established additional requirements for proactive public participation. The public participation process must provide timely public notice, complete information, and opportunities for early and continuing involvement. Employing visualization techniques and making information available in an electronically accessible format is also required. Executive Order (EO) 12898, Federal Actions to Address Environmental Justice in Minority Populations, requires achieving environmental justice as part of its mission by identifying and addressing, as appropriate, disproportionately high and adverse human health or environmental effects of its programs, policies and activities on minority and low-income populations. To this end, FMATS developed its new Public Participation Plan in 2010. This document also contains Goals, associated Key Participation Tools and Performance Measures to be periodically reviewed by FMATS staff to monitor the success of our outreach.

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**Transit** – Incorporate the FNSB Transit Plan for implementation.

**Transportation Mapping** – The Fairbanks North Star Borough has developed a database that is tied to computerized basemaps. This system has enabled FNSB to take a more active role in the provision of land use, population and employment data, and forecasts for FMATS. The FNSB has also taken over responsibility for providing mailing addresses for project notifications associated with city and state road projects.

**PM<sub>2.5</sub> Non-attainment** - The FNSB and the Department of Environmental Conservation (DEC) entered into a Memorandum of Understanding to clarify the joint responsibilities for air pollution control and monitoring within the FNSB with respect to PM<sub>2.5</sub>. DEC retains responsibility for permitting, inspection, surveillance and enforcement for all currently permitted stationary sources under DEC authority and for any new sources that require DEC approval under AS 46.14. The FNSB will take the lead in developing and implementing local control programs to address pollution from area sources and will consult with DEC in regards to these programs. Jointly, they have developed a Fairbanks Fine Particulate Matter Planning and Control Program which contains the work plan necessary for PM<sub>2.5</sub> SIP development. Task elements include: emission inventory development, receptor modeling, analysis of meteorological conditions on PM<sub>2.5</sub> concentrations, regulatory modeling, monitoring data collection and laboratory analysis, data analysis, public education technical assistance, MOVES model revisions, control strategy analysis and development, vehicle emissions studies, and documentation.

**Conformity and MOVES** - In March, 2010, the EPA announced the availability of the Motor Vehicle Emissions Simulation model (MOVES2010) for estimating emissions from cars, trucks, motorcycles and buses based on analysis of millions of emission test results and considerable advances in the Agency’s understanding of vehicle emissions. MOVES2010 is required to be used for new regional emissions analyses for transportation conformity by March 2, 2012. However, an issue FMATS is facing is that this model does not currently do a good job of characterizing Fairbanks area emissions since it does not take into account plug-ins or extended cold starts. In effect, it overestimates PM coming from vehicles. To this end, FMATS has a term contract with an air quality consultant to assist in the development of required program conformity determinations and associated project-level conformity requirements.

**Transportation Modeling** – A database of traffic and land use for transportation forecasting, environmental analysis, and community planning is maintained under the FMATS program. FMATS converted the QRS Traffic Model to TransCad in 2009-2010, updated population, employment, and household data and is currently expanding the model to cover the entire PM<sub>2.5</sub> non-attainment area. Expanded traffic counts and vehicle type are also being obtained.

**Smart Growth** - One of the goals of the FMATS planning process is to support the concepts of “SMART GROWTH”. These concepts include encouraging compact development and mixed use multimodal transportation options. Connecting transportation programs and projects to land

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use is critical to planning effective and efficient growth patterns, particularly in light of decreasing transportation dollars and increasing fuel costs.

**Context Sensitive Solutions** - Context Sensitive Solutions (CSS) is a collaborative, interdisciplinary approach that involves all stakeholders to develop a transportation facility that fits its physical setting and preserves scenic, aesthetic, historic and environmental resources, while maintaining safety and mobility. A CSS approach considers the total context within which a transportation project will exist. It fully evaluates the “context” of an area under consideration for a transportation action, assess impacts to evaluate the effects of a transportation action on a community, exploits flexibility in engineering and policy principles and collaborates internally and externally in problem identification and problem solving.

**Livability and Complete Streets** – Transportation Secretary Ray LaHood has made “livability” one of the the U.S. DOT’s top priorities. Road related investments can play a critical role in improving community livability. Road projects offer a multitude of opportunities to improve the quality of life in their communities and must be tailored to the environments they pass through. Livability principles include providing more transportation choices, promote equitable and affordable housing, enhance economic competitiveness, support existing communities, coordinate policies and leverage investment and value communities and neighborhoods. The U.S. Department of Housing and Urban Development (HUD), U.S. DOT and U.S. EPA have formed a new partnership to help American families in all communities gain better access to affordable housing, more transportation options and lower transportation costs. To this end, the U.S. DOT announced, in April 2010, National Infrastructure Investment Grants using a multi-agency approach for evaluating projects consistent with their “Partnership for Sustainable Communities.” In FFY10, FMATS constructed its first project with funding from both the FHWA and HUD to illustrate this partnership on the ground; funding for new sidewalks in a low and middle-income neighborhood are being funded by HUD and the remaining road improvements by FHWA with the City providing the non-federal share of the project costs.

**Financing** – The MPO is concerned about securing sufficient funding to move projects to construction. FFY09 and FFY10 broke the trend of rising construction costs and saw lower construction costs principally due to the state of the nation’s economy, but it is uncertain how long that trend will continue. Innovative financing, alternative financing and state funds need to be pursued to continue the transportation improvements in the MPO. The state of the Highway Trust Fund is of great concern as well. Also, the reauthorization of the Federal Highway Bill has been delayed until at least the end of the 2010 calendar year. Draft re-authorization bills appear to be urban-centric and not favorable to a small urban area such as FMATS. At this time, there is no way of knowing what funding Congress may provide to MPOs like FMATS in FFY11 and beyond. Congress has already adopted several short-term extensions of the provisions of SAFETEA-LU until a new reauthorization bill is approved. Therefore, the federal funding allocations in the FMATS FFY11 UPWP budget is conservatively based on FFY10 numbers.

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## PROGRAM ELEMENTS

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### TASK 100 PLANNING PROCESS

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**Purpose:** The Memorandum of Understanding for the Implementation of an FMATS Coordinator's Office provides the structure to each entity as to their responsibilities and duties as pertaining to the UPWP. Much of the funding of this element is directed to the support of department staff authorized by the Coordinator's office, the State's and FNSB operating budgets.

The FMATS Coordinator's Office, besides being responsible for the day-to-day operations of the MPO, will work with all entities to develop a clear mission, vision, values and goals to guide FMATS. The Office will also implement the short-term goals and the strategic plan of the MPO and be the entity primarily responsible for the preparation of all planning documents under this element.

The Fairbanks North Star Borough (FNSB) is the land use regulatory authority for the entire Metropolitan Planning Area, including the Cities of Fairbanks and North Pole. This allows the ability to provide a coordinated review of transportation issues associated with land use planning and land development. It also provides a local review process for highway projects and coordination between the Metropolitan Planning Organization, and other agencies involved in the transportation planning process. The FNSB provides overall program direction in accordance with the MPO planning process, local plans, and policies. They will also continue to maintain and upgrade the database for the FMATS area including modifications to the existing ArcView Geographic Information Systems (GIS) mapping. The FNSB is also the lead agency for Air Quality issues within the MPO.

The State of Alaska Department of Transportation and Public Facilities (DOT&PF) will provide technical support, structure and process for the consideration, development and implementation of transportation and air quality plans and programs for intermodal transportation within the FMATS Metropolitan Planning Area. They are the primary liaison between FMATS and DOT&PF Headquarters and the federal agencies.

Federal funds in this program may support task related charges for travel, per diem, conferences, registration fees, training, tuition and materials, supplies, publications, printing, computer hardware and software, equipment, legal fees, telephone and other services uses in direct support of tasks within this program.

**Objectives:** The objective of the Planning Process is to:

- Maintain the interrelated planning documents necessary to sustain a comprehensive, continuing and cooperative multi-modal transportation planning process for the
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Fairbanks/North Pole urbanized area (FMATS area) in cooperation with the State of Alaska and transit operators

- Meet the requirements of Alaska Statutes 35.30.010 by reviewing all DOT&PF construction projects within the Metropolitan Planning Area
- Promote coordination of transportation projects
- Protect the integrity of the transportation system through review of subdivisions, rezones, zoning permits and other land use issues within the MPA boundaries
- Coordinate transportation planning and modeling to ensure emissions are within approved SIP budgets
- Identify and develop additional planning documents as required
- Identify and recommend multi-modal surface transportation projects
- Abide by and amend the Inter-Governmental Operating Agreement and Memorandum of Understanding for Transportation and Air Quality Planning and bylaws, as required
- Ensure program consistency and continuity through on-going coordination
- Consider the principles of Livability, Complete Streets, Smart Growth and Context Sensitive Solutions in all project development phases
- Maintain an accurate and versatile database and basemap for the MPA. These products will be utilized for the review of developments, traffic modeling, right-of-way research, and notification of residents. This information will be made available to the State and general public. Future efforts may include an expanded role in providing mapping for MPO operations.
- Keep informed of up-to-date technologies, techniques and latest policies relevant to MPO transportation planning processes

### **Methodology:**

**Ongoing Work:** The tasks of the UPWP provide the overall plans and programs for the FMATS area. Under this element, the FMATS Unified Planning Work Program and Transportation Improvement Program are prepared, monitored and administered. Special studies and plans, such as a Non-Motorized Transportation Plan, if appropriate, will also be developed under this element to meet special transportation challenges that may arise. The Public Participation Plan will also be implemented and success will be monitored against the performance measures contained therein.

The MPO office, FNSB and the DOT & PF staff are required to perform functions that relate to local transportation planning issues. Staff interprets plans and traffic models, reviews

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transportation projects, analyzes zoning, rezones and platting (subdivision cases), driveway permits, other potential developments (commercial, industrial and residential) and ordinance amendments within the MPA. Transportation projects and programs are reviewed for compliance with local policies, regulations, and guidelines. This process provides a forum for citizen input and facilitates communication with all parties involved in the local transportation planning process. Staff also represents FNSB on the Alaska Railroad Diagnostic Team and the UAF Parking and Circulation Committee within the MPA boundaries.

Other work involves the completion of quarterly and annual reports, attendance at FMATS Technical, Policy, and Working Group Committee meetings, and supervision of staff involved with transportation planning.

Significant coordination and cooperative effort is required to ensure FMATS staff is able to meet the community needs while fulfilling the federal requirements of the planning process. This element provides the administrative tools for the organizational structure of FMATS and provides the means by which all parties can continue their efforts to meet the goals stated in the Metropolitan Transportation Plan. Requests for information from legislators are fulfilled and capital budget bills are analyzed for consistency with the adopted FMATS Plans and Programs.

**Database / Mapping:** All of the FNSB basemaps are available in AutoCAD and ArcView format. Complete sets of the maps have been made available to the FMATS members on CD-ROM, and are available on the Internet. They can be located through the FNSB homepage at <http://www.co.fairbanks.ak.us>.

Additional layers of information have been added to the maps for the MPA. 2000 Census block and track boundaries have been incorporated as a theme in the FNSB GIS. These shapefiles are tied to tables allowing queries to determine population, number of households, and other information useful to FMATS. When 2010 Census maps become available, new boundaries will be added to the GIS to access the new data.

AutoCAD and ArcView basemaps are updated on an ongoing basis to reflect platting actions. When new parcels are created by subdivision of land, new identifier numbers are assigned, tying them into the database. Zoning actions are also included as a layer in the maps and entered into the database. Assessing files are used to obtain information on existing land use and the type and size of structures on individual properties.

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**PRODUCTS AND MILESTONES LISTED BY ENTITY OF PRIMARY RESPONSIBILITY**

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**FMATS COORDINATOR'S OFFICE**

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1. Revise, as necessary, the current biennial Unified Planning Work Program (UPWP) and timely prepare and submit to DOT & PF all FMATS Fiscal Progress Reports (ongoing).
  2. Review and revise, as necessary, the prioritization procedure (criteria) for projects to be included in the Transportation Improvement Program (TIP); monitor the obligation status of all projects (ongoing).
  3. Review/revise the TIP as necessary, to meet project development scheduling and funding. Prepare any major amendments or administrative modifications to the plan. Review and compare highway, transit, pedestrian and other projects in the TIP and STIP.
  4. Develop the new 2012 - 2015 TIP by September 1, 2011. Monitor and refine the MOU, Operating Agreement and Bylaws to reflect the changes in FMATS operations due to the implementation of the Coordinator's office, SAFETEA-LU and the next transportation authorization. Coordinate this update with the State and AMATS, as necessary. Prepare amendments to ensure compliance with regulations.
  5. Conduct business of the MPO in accordance with the newly defined mission, goals and objectives (ongoing).
  6. Chair monthly Technical Committee meetings and organize monthly Policy Committee Meetings (ongoing).
  7. Obtain GIS Support services on an as-needed basis.
  8. Continue work on the development of a freight study and continue efforts to obtain support of the freight community in participation in the FMATS process. Implement the appropriate portions of the FMATS Metropolitan Transportation Plan and Public Participation Plan and monitor progress via analysis of the review of the performance measures
  9. Represent the MPO as a primary stakeholder in the development of the update of the FMATS Metropolitan Transportation Plan.
  10. Monitor legislation, particularly relative to the new highway bill re-authorization and climate change legislation and their impact on the operations of the MPO (2011 - 2012).
  11. Respond to requests from the public, civic groups, legislators and press concerning FMATS transportation planning process, plans, programs, and projects.
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12. Keep municipal councils, assemblies, civic groups, local and state legislators and the public informed regarding the FMATS transportation planning process, plans, programs, projects, and funding needs.
13. Prepare and adopt the 2013 – 2014 UPWP; prepare the draft for review and comments in mid-June 2012 for adoption by mid-August 2012.
14. Attend in-state and out-of state FHWA/FTA sponsored seminars, and training and workshops related to program needs such as modeling, GIS, Smart Growth, Livability and Complete Streets.
15. Attend the Annual FTA Conference, AMPO Conference and APA Conference. Attend TRB National Transportation Planning Applications Conference and Tools of the Trade Conference as funding allows.
16. Develop a Non-motorized Transportation Plan (funded in FFY10 with offset funding and 381 match).

**Functional Responsibility:** Coordination and document preparation by the MPO Coordinator, FMATS Coordinator's Office with support of the MPO Planner.

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#### FNSB PLANNING STAFF

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1. Process variances associated with highway projects, and help resolve parking issues associated with right-of-way acquisitions.
  2. Process and record subdivision plats, right-of-way vacations and acquisitions. The Borough coordinates with DOT&PF and City staff in the review of proposed land development actions for their impact on the road network.
  3. Serve as staff to the MPO in the maintenance of required MPO documents: These include the Public Participation Plan, Project Ranking Criteria, the Metropolitan Transportation Plan and the Transportation Improvement Program.
  4. Provide accurate, timely quarterly and annual reports and development of the Unified Planning Work Program.
  5. Provide a representative to the FMATS Technical Committee and specialized Working Groups. Attend Open House events for FMATS related programs and projects.
  6. Perform site reviews at potential project locations to develop project scopes consistent with land use plans.
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7. Products from the FY 2011 - 2012 Unified Planning Work Program tasks will be provided to DOT&PF for submittal to FHWA and FTA and made available to the public.
8. Review of transportation and public facilities construction projects as required by Alaska Statutes 35.30.010. Staff reports will be provided to DOT&PF and submitted to the FNSB Planning Commission and/or Assembly.
9. Provide updated planning assumptions for travel models, as requested.
10. ArcView basemaps are updated on an ongoing basis to reflect subdivision and zoning and right-of-way modifications. The basemap set has been provided to DOT&PF on CD-ROM and is available through the FNSB website. FNSB GIS staff has visited DOT&PF on a regular basis to update their image and geodatabase data. The Right-of-Way and Design sections are presently utilizing the maps. FNSB staff regularly uses the database to provide DOT&PF and both cities with mailing labels for project notifications.
11. Represent the FNSB on the Alaska Railroad Diagnostic Team and the UAF Parking and Circulation Committee within the MPA boundaries.

**Functional Responsibility:** Transportation Planner, Fairbanks North Star Borough, Dept. of Community Planning will serve as staff, with the Planning Director, as representative on the FMATS Technical Committee.

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#### DOT & PF PLANNING STAFF

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1. Provide information to FMATS staff regarding the status of projects in the development process.
  2. Attend Technical and Policy Committee meeting as staff of the MPO.
  3. Initiate projects and prepare all necessary agreements such as match and maintenance agreements.
  4. Review capital budget bills for consistency with FMATS Plans.
  5. Respond to legislative requests regarding FMATS projects.
  6. Participate in the development of the TIP and any amendment thereafter. Review the TIP against the STIP to ensure fiscal constraint prior to the Public Comment period and as necessary.
  7. Assist in the development of the UPWP and any amendment thereafter.
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8. Conduct Road Safety Audits within the MPO on an as needed basis.
9. Perform Air Quality Conformity Analysis, as needed.
10. Provide a list of Short, Medium and Long Range Projects for the donut area for consideration in the travel demand model and the emissions analysis. Perform the conformity determination on the MTP and TIP by December 14, 2010 for PM 2.5.
11. Update the FMATS Area Needs list on an ongoing basis.
12. Perform contract management services, as requested, on behalf of the MPO.
13. Compile quarterly and annual reports from the Coordinator's Office and the Fairbanks North Star Borough and forward to DOT & PF HQs as required.

**Functional Responsibility:** Fairbanks Area Transportation Planner, State of Alaska DOT & PF as staff, with the Planning Chief (or designee), as representative on the FMATS Technical Committee.



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**TASK 100 PLANNING PROCESS FUNDING SUMMARY**


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**FFY11**

<i>Source of Funds</i>		<i>Amount</i>
FHWA – PL - UPWP		\$232,534
FHWA – STP - TIP		\$161,600
Total Federal Funds		\$394,134
State Funds – HB 381		\$98,100
City of North Pole		\$7,500
State Match		\$4,859
In-Kind Match – FNSB		\$13,093
State Funds – Match – HB 381		\$21,500
Total Funding		\$539,186

**FFY12**

<i>Source of Funds</i>		<i>Amount</i>
FHWA – PL - UPWP		\$232,534
FHWA – STP - TIP		\$168,100
Total Federal Funds		\$400,634
State Funds – HB 381		\$102,000
City of North Pole		\$7,500
State Match		\$4,859
In-Kind Match – FNSB		\$13,093
State Funds – Match – HB 381		\$22,400
Total Funding		\$550,486

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**FMATS COORDINATOR'S OFFICE PLANNING PROCESS BUDGET DETAIL**


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**FFY11**

<i>Source of Funds</i>		<i>Amount</i>
FHWA – PL - UPWP		\$51,677
FHWA – STP - TIP		\$161,600
Total Federal Funds		<u>\$213,277</u>
State Funds – HB 381		\$98,100
City of North Pole		\$7,500
State Funds – Match – HB 381		\$21,500
Total Funding		<u>\$340,377</u>

**FFY12**

<i>Source of Funds</i>		<i>Amount</i>
FHWA – PL - UPWP		\$51,677
FHWA – STP - TIP		\$168,100
Total Federal Funds		<u>\$219,777</u>
State Funds – HB 381		\$102,000
City of North Pole		\$7,500
State Funds – Match – HB 381		\$22,400
Total Funding		<u>\$351,677</u>
<b>TWO-YEAR PROGRAMMED FUNDS</b>		<u><u>\$692,054</u></u>

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### CITY OF FAIRBANKS IN-KIND CONTRIBUTION FOR COORDINATOR'S OFFICE

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The FMATS Memorandum of Understanding (MOU) between the Fairbanks North Star Borough, City of Fairbanks, City of North Pole and the State of Alaska, dated 11.2.07, provides the structure to each entity as to their responsibilities pertaining to the FMATS Coordinator's Office and the UPWP fund integration. Under this MOU, the City of Fairbanks provides Human Resources services, Risk Management Services, office space, a vehicle, a copy and facsimile machine, office maintenance and janitorial services, and computers and IT support including website updates. The value of these in-kind services for FFY12 is estimated below, based on 12/31/10 audited in-kind contributions.

**Direct Costs:**

Vehicle	\$3,000.0
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**Indirect Costs:**

Supervisory and Human Resources	\$5,400.0
Finance	\$8,028.0
Information Technology	\$7,070.0
Facility and General	\$6,256.0
Risk Management	\$8,424.0

<b>Total In-Kind Contributions</b>	<b>\$38,178.0</b>
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**FNSB PLANNING PROCESS BUDGET DETAIL**

**FFY11**

<i>Source of Funds</i>	<i>Amount</i>
FHWA – PL - UPWP	\$131,907
In-Kind Match - FNSB	\$13,093
<b>Total Funding</b>	<b>\$145,000</b>

**FFY12**

<i>Source of Funds</i>	<i>Amount</i>
FHWA – PL - UPWP	\$131,907
Cash or In-Kind Match - FNSB	\$13,093
<b>Total Funding</b>	<b>\$145,000</b>
<b>TWO-YEAR PROGRAMMED FUNDS</b>	<b>\$290,000</b>

**IN-KIND MATCH FOR FNSB PLANNING PROCESS**

Personal services of staff directly contributing to the FMATS FFY –2011 – 2012 UPWP will be provided by the following local government, general funded, positions as in-kind match. The hourly rates shown below reflect current salaries plus benefits. Hourly rates will be adjusted over the time period of the UPWP to reflect actual costs:

**Fairbanks North Star Borough**

**Director of Community Planning** \$83.89

This position is the task manager for Task 100, Planning Process. The position is also a member of the MPO Working Group formed to provide technical analysis and recommendations for meeting the federal requirements regarding the Fairbanks urbanized area designation. Total estimated annual hours on FMATS’ related efforts is 57 hours.

**GIS Coordinator** \$58.70

This position is the task manager Database / Mapping and is expected to contribute significant amounts of time directly working on this task. Total estimated annual hours on FMATS’ related efforts is 100 hours.

**Sr. GIS Tech** \$44.70

**GIS Tech** \$40.81

These two positions will work under Task 100 and will charge their time when working on the GIS data within the MPO area. Total estimated annual hours on FMATS’ related efforts is 520 hours each position.

**Sr. Platting Officers** \$68.92

**Sr. Platting Officers** \$61.47

**Platting Tech** \$42.02

These positions will work under Task 100 and charge their time when working on FMATS projects and new right-of-way for construction access. Total estimated annual hours on FMATS’ related efforts is 15 hours for each Platting Officer and 20 hours for the Platting Tech.

**Planner II** \$45.55

**Planner III** \$47.44

These positions will work under Task 100 and charge their time when working on FMATS projects and any variances within the MPO area related to those projects. Total estimated annual hours on FMATS’ related efforts is 50 hours for each position.

**Total Annual Estimated In-Kind Contribution: \$62,563**

Note: Timesheets for the above listed individuals will be submitted by MPO staff to DOT&PF with each request for reimbursement.



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**STATE OF ALASKA DOT & PF PLANNING PROCESS FUNDING DETAIL**

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**FFY11**

<i>Source of Funds</i>		<i>Amount</i>
FHWA – PL – UPWP*		\$48,950
State Match		\$4,859
<b>Total Funding</b>		<b>\$53,809</b>

**FFY12**

<i>Source of Funds</i>		<i>Amount</i>
FHWA – PL – UPWP*		\$48,950
State Match		\$4,859
<b>Total Funding</b>		<b>\$53,809</b>

\*These funds are illustrated in Task N-2 of the State DOT & PF Annual Work Program.



## TASK 200 FNSB TRANSIT SYSTEM PLANNING

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**Purpose:** The Fairbanks North Star Borough (FNSB) Transportation Department anticipates funding from the Federal Transit Administration (FTA) Section 5303 program to continue transit and MPO planning activities. These funds are passed from the FTA through the State of Alaska Department of Transportation and Public Facilities (DOT&PF). FNSB receives these funds from DOT&PF through a FTA Section 5303 Metropolitan Planning Grant Agreement. Funding from FTA is used to conduct planning activities related to the operation and improvement of Fairbanks mass transportation services. The program supports long-range transportation planning for the urbanized area, including capital planning, financial planning, and operations-related planning essential to FNSB transit service.

### Objectives:

- Coordination – Provide coordination to accomplish transit planning, execute program grants, encourage public participation in transit planning, develop the transit portion of the FMATS Unified Planning Work Program, and provide interagency participation on the FMATS Policy and/or Technical Committee.
- FNSB Transit Plan – Ensure the plan is incorporated into the area wide long-range transportation plan (MTP). This document was finalized in FY09.
- FNSB Coordinated Transportation Plan – Continue reviewing and implementing identified projects to fill gaps in transportation service to the population where improvement is needed through the completion of a Mobility Management plan.
- Transportation Improvement Program (TIP) – Conduct a system assessment and develop a transportation improvements list.
- Training and Technical Assistance – Continue the training program for planning, grant and program management and professional development. Training costs will include salary, travel, per diem, and registration fees.

**Previous and Ongoing Work:** The FNSB has completed a transit plan and coordinated transportation plan. Along with population growth, these plans take into account current issues including commercial and residential development, population distribution, commuter habits, ridership needs, current transportation providers and new capital resources. Projects and procurements in progress offer a unique opportunity to improve the efficiency of the FNSB's overall transit system. Significant public input has been solicited regarding implementation of new projects, proposed transit improvements, and the use of new capital assets. Specifically:

- Design and implement, where necessary, reduced headway on applicable routes
  - Obtain additional transit vehicles to match specific transit needs
-

- Update the FNSB Coordinated Transportation Plan in accordance with the United We Ride
- A replacement paratransit van fleet beginning FFY11
- New and replacement bus shelters
- Design and begin implementation of eligibility assessment process
- Expand the Large Employer Subsidized Transit (LEST) program based on the success of the University of Alaska, Fairbanks
- Development of a Mobility Management Plan

The Federal Transit Administration (FTA) and the Internal Revenue Service (IRS) allow employer paid transit fees to encourage employees to utilize alternative transportation means, including mass transit. The success of the pilot program with the University of Alaska, Fairbanks has seen an increase of 100,000 riders per year. Expansion of the program will focus on other large employers.

Additionally, Fairbanks continues to experience revitalization of its downtown area that is expected to increase the demand on the transit system. Access to the urban center from the rural communities, especially as energy costs increase, places new demands to provide additional transit services. This transit plan is considered a living document that will continue to evolve with changing customer needs and available capital resources. Significant planning resources and public input will be needed to integrate all of these changing factors in order to maximize the FNSB's opportunities to serve its constituents.

#### **Methodology:**

- Coordination – Produce quarterly and annual progress reports, submit input to the UPWP; solicit public participation for the transit plans, programs, and services (especially in affected areas); provide staff support and training for the development of the Metropolitan Planning Organization (MPO) and Metropolitan Planning Area (MPA).
  - FNSB Transit Plan – Continue to collect and refine data via public forums to best assess overall transit demand by area and route.
  - Coordinated Transportation Plan – Continue development of the Mobility Management Plan to identify gaps in service and identify methods to coordinate transportation service between possible providers, especially focusing on the population demographic that need public transportation.
  - Training and Technical Assistance – to include the following:
    - Federal/State Agency Transit Seminars
    - ITS Training
    - ADA – Eligibility Assessment Process
    - National Transit Database Seminar
-

- Community Transportation Association of America National Conference
- Annual Alaska Community Transportation Conference (AACTC)
- Triennial American Public Transit Administration Exposition
- Professional Development

**Products and Milestones:**

1. Refine the FNSB Transit Plan and continue implementation (ongoing)
2. Provide a list of transit projects and detailed project information to be included in the TIP (ongoing)
3. Participate as a member of the FMATS Policy and/or Technical Committees
4. Expand involvement in the FNSB Transportation Coalition (ongoing)
5. Develop a marketing plan for FNSB Transit
6. Attend the Annual Alaska Community Transportation Conference (October 2011, 2012)
7. Extend the Large Employer Subsidized Transportation (LEST) program with the University of Alaska and monitor results (September 2011)
8. Continue to explore other potential large employers to participate in the LEST program (September 2011)
9. Develop and implement a major transit ad campaign for 2011.
10. Continue work on the Mobility Management Plan with RLS & Associates, Inc (Winter 2010-11) which include:
  - a. Conduct one-on-one meetings with transportation providers in the FNSB.
  - b. Create an inventory of transportation resources from all providers in the FNSB.
  - c. Conduct a thorough Gap Analysis on transportation services.
  - d. Develop a Moobility Management Plan, including development of a one-stop mobility management center.

**Functional Responsibility:** Transit Director, Fairbanks North Star Borough, Transportation Department

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**TASK 200 FNSB TRANSIT SYSTEM PLANNING FUNDING DETAIL**

**FFY11**

<i>Source of Funds</i>		<i>Amount</i>
FTA –SEC.5303		\$82,391
Cash Match - FNSB		\$15,041.
In-Kind Match - FNSB		\$5,556
<b>Total Funding</b>		<b>\$102,988</b>

**FFY12**

<i>Source of Funds</i>		<i>Amount</i>
FTA –SEC.5303		\$82,391
Cash Match - FNSB		\$15,041
In-Kind Match - FNSB		\$5556
<b>Total Funding</b>		<b>\$102,988</b>
<b>TWO-YEAR PROGRAMMED FUNDS</b>		<b>\$205,976</b>

### IN-KIND MATCH FOR TASK 200

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Personal services of staff directly contributing to the FMATS FFY 2009 - 2010 UPWP will be provided by the following local government, general funded, positions as in-kind match. The hourly rates shown below reflect current salaries plus benefits. Hourly rates will be adjusted over the time period of the UPWP to reflect actual costs:

#### **Fairbanks North Star Borough**

##### **Transit Director**

\$77.17

This position is the task manager for Task 200, Fairbanks Transit System Planning. The position is also a member of the FMATS Technical Committee, which provides technical analysis and recommendations for meeting the federal MPO requirements.



## TASK 300 CONTINGENCY PROJECTS

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### TASK 300-A: METROPOLITAN TRANSPORTATION PLAN UPDATE

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**Purpose:** The Fairbanks Metropolitan Area Transportation System (FMATS) Metropolitan Transportation Plan (MTP) was fully updated in 2010. The 2010 FMATS MTP is an effective guide for implementing multi-modal transportation improvements in the Fairbanks area. With the passage of SAFETEA-LU, new regulations require additional planning analyses for MTPs to comply with federal rules and guidelines. These planning considerations were mandatory and required an update of the MTP. The next update of the MTP may occur when the 2010 Census Data becomes available and changes to the current MPO are considered, currently estimated in 2012.

**Objective:** This update will include a comprehensive review of recently revised Federal regulations and new guidance, if applicable, as well as incorporation of any pertinent census information that may affect the current MPO, particularly in regards to the release of the 2010 census data and any new urban area boundary changes.

**Previous Work:** The original FMATS plan, completed in 1971, provided for implementation of a sequence of major transportation projects to meet projected traffic demands through the year 1990. Nearly all of the projects initially proposed have either been completed or are programmed for construction. This accelerated scheduling was in response to rapid urban growth that occurred between 1974 and 1985.

The FMATS Update Report, completed in 1985, re-evaluated area forecasts through the year 2005 and developed a list of project recommendations to be implemented over the next 20 years. Area wide growth was slower during the late 1980's and early 1990's than projected. Although population growth has increased recently, FMATS projections are now expected to reflect growth through the year 2025. The final LRTP was approved and finalized in August of 2005. This document served as the guiding force for FMATS planning. Revision of this document commenced in FFY08. The Fairbanks Metro 2035: A Plan to Keep You Moving, the FMATS Metropolitan Transportation Plan Update, was approved by the Policy Committee in August 2010.

**Methodology:** The FMATS MTP Update will be funded over a two year period, FFY 12 and FFY13. A traffic model update is currently underway to incorporate the entire PM 2.5 non-attainment area and the DOT & PF are currently drafting an addendum to the Fairbanks Metro 2035 Plan to incorporate projects within the donut area into the MTP. The FMATS Area Transportation Planner will oversee the Contract Management of this project while the FMATS MPO Coordinator will provide the Project Management function. The update will be performed by a consultant. The DOT & PF has also retained a consultant on a term basis to handle the conformity analysis for the MTP and on a project level basis. The DOT & PF has the responsibility for taking the lead in coordinating the development of the transportation

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conformity analysis per the Memorandum of Agreement for the Development of Transportation Conformity Determinations within the Fairbanks PM<sub>2.5</sub> Non-attainment Area.

**Products and Milestones:**

1. Update planning assumptions for the traffic model, as required, led by the FNSB Transportation Planner (September 2011 – January 2012).
2. Update the Traffic Model according to the new planning assumptions.
3. Begin work on the MTP update by August 2012.

**Functional Responsibilities:** FMATS Area Transportation Planner, State of Alaska Department of Transportation and Public Facilities for Contract Management Responsibilities and the FMATS MPO Coordinator for Project Management Responsibilities with the FNSB Transportation Planner responsible for new planning assumptions to be incorporated into the travel model.

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**TASK 300-B: BICYCLE AND PEDESTRIAN TRAFFIC COUNTS**

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**Purpose:** The Fairbanks Metropolitan Area Transportation System (FMATS) Metropolitan Transportation Plan (MTP) has obtained funding to develop a Non-motorized Transportation Plan through the use of funding from FMATS' regular annual allocation of federal funding. Obtaining baseline non-motorized counts will assist in developing forecasts of non-motorized traffic would better FMATS' ability to establish priorities in developing new non-motorized projects.

**Objective:** FMATS desires to serve all modes of transportation, including non-motorized. While the current traffic model address vehicular traffic and its class, it does not accommodate the forecasts for non-motorized traffic. The Federal Highway Administration released a new policy statement in 2010 on Bicycle and Pedestrian Accommodation. While based on previously existing law and regulation, it is the strongest statement of support for prioritizing bicycling and walking from a sitting Secretary of Transportation. The policy statement reads: "The DOT policy is to incorporate safe and convenient walking and bicycling facilities into transportation projects. Every transportation agency, including DOT, has the responsibility to improve conditions and opportunities for walking and bicycling and to integrate walking and bicycling into their transportation systems. Because of the numerous individual and community benefits that walking and bicycling provide — including health, safety, environmental, transportation, and quality of life — transportation agencies are encouraged to go beyond minimum standards to provide safe and convenient facilities for these modes."

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**Methodology:** Currently these non-motorized counts are not collected as part of the traditional traffic data programs. FHWA is now strongly suggesting the collection of this information. Establishing a bicycle and pedestrian counting program is important for city, regional and statewide planners to make informed decisions on non-motorized facilities. To implement such a program the traffic data and forecasting section would need funding to purchase equipment, staff to analyze data, and study how to integrate the data into the statewide traffic data system.

Products and Milestones:

1. Review non-motorized traffic count equipment types and availability.
2. Work with Statewide Traffic Data to develop a standardized method for collecting, storing and analyzing the data.
3. Collect and analyze non-motorized counts within the FMATS area and input into the traffic model. This will require an expansion of the model and to what degree is yet to be determined.

**Functional Responsibilities:** FMATS Area Transportation Planner and Traffic Data Manager, State of Alaska Department of Transportation and Public Facilities

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### **TASK 300-C: TRAFFIC MODEL UPDATE TO INCLUDE BICYCLE AND PEDESTRIAN FORECASTS**

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**Purpose:** The Fairbanks Metropolitan Area Transportation System (FMATS) Metropolitan Transportation Plan (MTP) has obtained funding to develop a Non-motorized Transportation Plan. Developing forecasts of non-motorized traffic would better FMATS' ability to establish priorities in developing new non-motorized projects.

**Objective:** FMATS desires to serve all modes of transportation, including non-motorized. While the current traffic model address vehicular traffic and its class, it does not accommodate the forecasts for non-motorized traffic.

**Methodology:** FMATS, through the DOT & PF, will enter discussions with the consultant who is performing model updates as to the feasibility of incorporating bicycle and pedestrian data and forecasts. Coordination between the Traffic Data Manager and the FMATS Transportation Planner will be essential to ensure any data collected can be easily input into the traffic model. Once a plan is developed, a consultant contract will be let to incorporate the data into the model.

Products and Milestones:

1. Discuss the feasibility of including non-motorized counts in the traffic model. Determine the level of expansion desired.
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2. Determine when counts will become available and arrange for a consultant to update the model to include the counts.
3. Develop bicycle and pedestrian forecasts.

**Functional Responsibilities:** FMATS Area Transportation Planner, State of Alaska Department of Transportation and Public Facilities



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### **TASK 300 – D: MODELING OF MODE SHIFT/EMISSION REDUCTION POTENTIAL OF BICYCLE AND PEDESTRIAN FACILITIES**

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**Purpose:** To forecast the shift from motorized to non-motorized modes of transportation that result from newly linked bicycle and pedestrian facilities.

**Objective:** To quantify the economic and community health benefits, such as fuel savings, emissions reductions and energy conservation potential that result from the transportation mode shift; thereby diversifying the future funding options available for bicycle or pedestrian facility projects.

**Previous Work:** In the past, CMAQ funds have been used to fund bicycle and pedestrian improvements because of their inherent ability to reduce emissions. Qualitatively, the better these types of facilities are, the more mode choices the public has at their disposal. If they choose to bike or walk instead of drive, emissions will be reduced. However, this has not been quantitatively measured.

**Methodology:** This methodology allows for the quantification of the livability benefits applicable to the provision of new non-motorized facilities. It will help make the case for multi-modal corridor improvements, and provide definitive metrics to help decision makers confidently select alternatives and options of bicycle, pedestrian and linked transit features.

The corridor-based approach examines facility alternatives such as bike lanes, adjoining cycle tracks or parallel multi-use pathways or wide sidewalks. The method then incorporates larger corridor conditions, the new *Highway Capacity Manual*-based bicycle, pedestrian, transit and motor vehicle level of service performance measures, surrounding TAZ based demographics, and corridor travelers' characteristics as factors to predict, employing logit- and regression modeling, the number of people who will use the planned active transportation corridor. Benefits to the transportation users of the corridor and the community (fuel savings, greenhouse gas reduction and health benefits) are also calculated. The final result clearly shows the alternatives' expected benefits for infrastructure investment decision making.

This methodology is based upon a number of the reliable methods and tools that have been adopted and/or developed by the Transportation Research Board's *Highway Capacity & Quality of Service Committee*, the National Cooperative Highway Research Program's 3-70 & 3-92 projects and the Florida DOT's multi-year *Conserve By Bike* and *Corridor-Level Mode Shift and Induced Recreational Travel Activity Model* studies.

Products and Milestones:

Products and Milestones:

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1. Collection of user intercept data on select high priority bicycle and pedestrian corridors identified in the FMATS Non-Motorized Transportation Plan
2. Based on existing conditions data, produce a calibrated mathematical model that generates the desired economic and community health benefit data

Functional Responsibilities: FMATS MPO Coordinator and staff

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**TASK 300-A FUNDING DETAIL FOR THE MTP UPDATE**

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**Please note the funding listed in Task 300 is illustrative and an estimate only at this time. No funding has currently been identified for these planning projects.**

**FFY12**

<i>Source of Funds</i>		<i>Amount</i>
Illustrative		\$45,485
Cash Match – MPO HB 381		\$4,515
<b>Total Funding</b>		<b>\$50,000</b>

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**TASK 300-B FUNDING DETAIL FOR THE BICYCLE AND PEDESTRIAN TRAFFIC COUNTS**

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**FFY12**

<i>Source of Funds</i>		<i>Amount</i>
Illustrative		\$45,485
Cash Match – MPO HB 381		\$4,515
<b>Total Funding</b>		<b>\$50,000</b>

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**TASK 300-C FUNDING DETAIL FOR THE TRAFFIC MODEL UPDATE TO INCLUDE BICYCLE AND PEDESTRIAN FORECASTS**

FFY12

<i>Source of Funds</i>		<i>Amount</i>
Illustrative		\$45,485
Cash Match – MPO HB 381		\$4,515
<b>Total Funding</b>		<b>\$50,000</b>

**TASK 300-D FUNDING DETAIL FOR THE MODELING OF MODE SHIFT/EMISSION REDUCTION POTENTIAL OF BICYCLE AND PEDESTRIAN FACILITIES**

FFY12

<i>Source of Funds</i>		<i>Amount</i>
Illustrative		\$45,485
Cash Match – MPO HB 381		\$4,515
<b>Total Funding</b>		<b>\$50,000</b>

## FMATS FFY 11-12 UPWP FUNDING SUMMARY

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### FFY 11- UPWP BUDGET BY TASK

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TASK	% Match	Total FFY 11	Federal Funds	State and Local Funds	Match Fund or Inkind
Task 100 Planning Process	9.03%	\$539,186	\$394,134	\$105,600	\$39,452
Task 200 FNSB Transit System Planning	20.0%	\$102,988	\$82,391		\$20,597
Task 300 FMATS Priorites					
<b>PROGRAM TOTAL</b>		<b>\$642,174</b>	<b>\$476,525</b>	<b>\$105,600</b>	<b>\$60,049</b>

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**FFY 11 - REVENUE BY FUND SOURCE**

	<b>Total FFY11</b>	<b>Subtotals</b>
<b>FHWA METROPOLITAN PL FUNDS</b>	\$183,584	
<b>FHWA METROPOLITAN PL FUNDS - AWP</b>	\$48,950	
<b>FHWA STP FUNDS FROM TIP</b>	\$161,600	
<b>FTA 5303 FUNDS</b>	\$82,391	
<b>TOTAL FEDERAL PARTICIPATING</b>		<b>\$476,525</b>
<b>STATE FUNDS HB 381</b>	\$98,100	
<b>TOTAL STATE PROGRAM FUNDS</b>		<b>\$98,100</b>
<b>CITY OF NORTH POLE</b>	\$7,500	
<b>TOTAL NORTH POLE FUNDS</b>		<b>\$7,500</b>
<b>STATE MATCH FUNDS – (381)</b>	\$21,500	
<b>FNSB CASH MATCH</b>	\$15,041	
<b>STATE MATCH</b>	\$4,859	
<b>LOCAL IN-KIND MATCH</b>	\$18,649	
<b>TOTAL LOCAL AND STATE MATCH</b>		<b>\$60,049</b>
<b>PROGRAM TOTAL</b>	<b>\$642,174</b>	<b>\$642,174</b>

## FFY 12 - UPWP BUDGET BY TASK

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<b>TASK</b>	<b>% Match</b>	<b>Total FFY 12</b>	<b>Federal Funds</b>	<b>State and Local Funds</b>	<b>Match Fund or Inkind</b>
<b>Task 100 Planning Process</b>	9.03%	\$550,486	\$400,634	\$109,500	\$40,352
<b>Task 200 FNSB Transit System Planning</b>	20.0%	\$102,988	\$82,391		\$20,597
<b>Task 300 FMATS Priorities</b>					
<b>PROGRAM TOTAL</b>		<b>\$653,474</b>	<b>\$483,025</b>	<b>\$109,500</b>	<b>\$60,949</b>

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**FFY 12 - REVENUE BY FUND SOURCE**

	<b>Total FFY12</b>	<b>Subtotals</b>
<b>FHWA METROPOLITAN PL FUNDS</b>	\$183,584	
<b>FHWA METROPOLITAN PL FUNDS- AWP</b>	\$48,950	
<b>FHWA STP FUNDS FROM TIP</b>	\$168,100	
<b>FTA 5303 FUNDS</b>	\$82,391	
<b>TOTAL FEDERAL PARTICIPATING</b>		<b>\$483,025</b>
<b>STATE FUNDS HB 381</b>	\$102,000	
<b>TOTAL STATE PROGRAM FUNDS</b>		<b>\$102,000</b>
<b>CITY OF NORTH POLE</b>	\$7,500	
<b>TOTAL NORTH POLE FUNDS</b>		<b>\$7,500</b>
<b>STATE MATCH FUNDS – (381)</b>	\$22,400	
<b>FNSB CASH MATCH</b>	\$15,041	
<b>STATE MATCH</b>	\$4,859	
<b>LOCAL IN-KIND MATCH</b>	\$18,649	
<b>TOTAL LOCAL AND STATE MATCH</b>		<b>\$60,949</b>
<b>PROGRAM TOTAL</b>	<b>\$653,474</b>	<b>\$653,474</b>

**FMATS FUNDING DETAIL REVENUES & EXPENDITURES BY AGENCY**

<b>FFY11</b>		<b>TASK 100</b>	<b>TASK 200</b>	<b>TASK 300</b>	<b>TOTAL</b>
		<b>Planning</b>	<b>Transit</b>	<b>FMATS</b>	<b>PLANNING</b>
		<b>Process</b>	<b>System Planning</b>	<b>Contingency</b>	<b>EFFORTS</b>
FHWA - PL	MPO	\$ 183,584			\$ 183,584
FHWA - PL - AWP*	MPO	\$ 48,950			\$ 48,950
FHWA - PL - STIP	DOT & PF				\$ -
FHWA - STP - TIP	MPO	\$ 161,600			\$ 161,600
FTA SEC 5303	MPO		\$ 82,391		\$ 82,391
<b>TOTAL FEDERAL FUNDS</b>		<b>\$ 394,134</b>	<b>\$ 82,391</b>	<b>\$ -</b>	<b>\$ 476,525</b>
STATE FUNDS - HB 381	MPO	\$ 98,100			\$ 98,100
<b>TOTAL STATE FUNDS</b>		<b>\$ 98,100</b>			<b>\$ 98,100</b>
<b>MATCH CONTRIBUTION</b>					
NORTH POLE	NP	\$ 7,500			\$ 7,500
FNSB	FNSB		\$ 15,041		\$ 15,041
STATE HB 381	MPO	\$ 21,500			\$ 21,500
STATE DOT & PF	DOT&PF	\$ 4,859			\$ 4,859
MATCH - IN KIND		\$ 13,093	\$ 5,556		\$ 18,649
<b>TOTAL MATCH</b>		<b>\$ 46,952</b>	<b>\$ 20,597</b>	<b>\$ -</b>	<b>\$ 67,549</b>
<b>TOTAL FFY11</b>		<b>\$ 539,186</b>	<b>\$ 102,988</b>	<b>\$ -</b>	<b>\$ 642,174</b>

<b>FFY12</b>		<b>TASK 100</b>	<b>TASK 200</b>	<b>TASK 300</b>	<b>TOTAL</b>
		<b>FNSB Planning</b>	<b>Transit</b>	<b>FMATS</b>	<b>PLANNING</b>
		<b>Process</b>	<b>System Planning</b>	<b>Contingency</b>	<b>EFFORTS</b>
FHWA - PL	MPO	\$ 183,584			\$ 183,584
FHWA - PL - AWP*		\$ 48,950			\$ 48,950
FHWA - STP - TIP	MPO	\$ 168,100			\$ 168,100
FTA SEC 5303	MPO		\$ 82,391		\$ 82,391
<b>TOTAL FEDERAL FUNDS</b>		<b>\$ 400,634</b>	<b>\$ 82,391</b>		<b>\$ 483,025</b>
STATE FUNDS - HB 381	MPO	\$ 102,000			\$ 102,000
<b>TOTAL STATE FUNDS</b>		<b>\$ 102,000</b>			<b>\$ 102,000</b>
<b>MATCH CONTRIBUTION</b>					
NORTH POLE	NP	\$ 7,500			\$ 7,500
FNSB	FNSB		\$ 15,041		\$ 15,041
STATE HB 381	MPO	\$ 22,400			\$ 22,400
STATE DOT & PF	DOT&PF	\$ 4,859			\$ 4,859
MATCH - IN KIND		\$ 13,093	\$ 5,556		\$ 18,649
<b>TOTAL MATCH</b>		<b>\$ 47,852</b>	<b>\$ 20,597</b>		<b>\$ 68,449</b>
<b>TOTAL FFY12</b>		<b>\$ 550,486</b>	<b>\$ 102,988</b>		<b>\$ 653,474</b>

## GLOSSARY OF TERMS

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**Access, Accessibility** – The opportunity to reach a given end use within a certain time frame, or without being impeded by physical, social or economical barriers. Enhancing mobility is one way of providing improved access.

**Access Management** – A policy that addresses the design and frequency of approaches to public roadways. For example a future impact may be fewer access points off of arterial and collector streets than exist at the present time. The purpose would be to increase safety and decrease congestion.

**Arterial Street** – A class of street that links communities and urban centers, and serves longer trips at higher speeds and heavy traffic volumes. Major arterials are intended to move through traffic and accommodate major access points, while limiting access from residential streets and driveways.

**Attainment Area** – An area considered to have air quality that meets or exceeds EPA health standards used in the Clean Air Act. An area may be an attainment area for one pollutant and a non-attainment area for others.

**Average Daily Traffic (ADT)** – The average number of vehicles passing a fixed point in a 24-hour time frame. Used for measuring traffic volume.

**Bikeway** – A facility designed to accommodate bicycle travel for recreational or commuting purposes. Not always a separate facility. They can be designed to be compatible with other travel modes.

**Collector Street** – These streets collect traffic from local neighborhood roads and distribute it to the arterial streets. Collector streets are designed to carry traffic within neighborhoods, but generally not between neighborhoods.

**Conformity** – Process to assess the compliance of any transportation plan, program, or project with air quality control plans. This process is defined by the Clean Air Act.

**Congestion Management and Air Quality Improvement Program (CMAQ)** – A categorical funding program created with the ISTEA. Directs funding to projects that contribute to meeting national standards on air quality.

**Donut Area** - A donut area is defined in 40 CFR 93.101 as a geographic area outside a metropolitan planning area boundary, but inside a designated nonattainment or maintenance area boundary that includes an MPO.

**Emissions Budget** – Part of the State Implementation Plan (SIP) that identifies allowable emission levels for certain pollutants emitted from mobile, stationary and area sources. The

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emissions levels are used for meeting emission reduction milestones, attainment, or maintenance demonstrations.

**Enhancement Activities** – Activity is related to a particular transportation project that will “enhance” or contribute to the existing or proposed project. Examples include provisions of facilities for pedestrians or cyclists, landscaping or other beautification projects (greenways), historic preservation, mitigation of water pollution due to highway runoff.

**Environmental Protection Agency (EPA)** – EPA is the federal source agency of air quality control regulations affecting transportation.

**Expressway** – A controlled access divided arterial highway for through traffic, the intersections of which are usually separated from other roadways by differing grades.

**Fairbanks Metropolitan Area Transportation Study (FMATS)** – originated in 1969 in recognition of the multi-jurisdictional responsibilities relating to transportation issues established a transportation planning process for the Fairbanks North Star Borough area. Now renamed Fairbanks Metropolitan Area Transportation System.

**Federal Highway Administration (FHWA)** – Modal agency of the U.S. Department of Transportation that funds highway planning and programs.

**Federal Fiscal Year (FFY)** – Federal budget year, beginning October 1 and ending September 30 of the next year.

**Fixed-Route** – Applies to transit service that is regularly scheduled and on a set route.

**Federal Transit Administration (FTA)** – Modal agency of the U.S. Department of Transportation that funds transit planning and programs.

**Job Access and Reverse Commute (JARC)** – Grant program intended to establish a coordinated regional approach to job access challenges. Projects must result from a collaborative planning process. The program is expected to leverage other funds that can be used for transportation and to encourage a coordinated approach to transportation services.

**Land Use** – Determines how land is used for commercial, residential, retail, industrial purposes, etc.

**Local Street** – A street intended solely for access to adjacent properties.

**Long Range Transportation Plan (LRTP)** – a long-range transportation plan for the metropolitan area covering a planning horizon of at least twenty years.

**Metropolitan Planning Area (MPA)** – boundaries of the planning area must include the urbanized area and be designated by the Governor.

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**Metropolitan Planning Organization (MPO)** – a transportation policy-making organization made up of representatives from local government and transportation authorities responsible for transportation planning for communities with populations of 50,000 or more.

**Metropolitan Transportation Plan (MTP)** – a long-range transportation plan for the metropolitan area covering a planning horizon of at least twenty years.

**Mobility** – The ability to move or be moved from place to place.

**Mode, Intermodal, Multimodal** – A mode is a form of transportation, such as automobile, transit, airplane, boat, bicycle, and walking. Intermodal is a connection between modes. Multimodal is transportation options within a system or corridor.

**Model** – A mathematical and geometric projection of activity and the interactions in the transportation system in an area. This projection must be able to be evaluated according to a given set of criteria, which typically include criteria pertaining to land use, economics, social values, and travel patterns.

**Network** – A graphic and/or mathematical representation of multimodal paths in a transportation system.

**Public Involvement Process (PIP)** – to involve the general public and all the significantly affected sub-groups in the essential functions of the MPO.

**Public Participation Plan (PPP)** - Policies and recommendations developed through the FMATS planning process will continue to be formally reported and presented for public review. SAFETEA-LU established additional requirements for proactive public participation. The public participation process must provide timely public notice, complete information, and opportunities for early and continuing involvement.

**Region** – An entire metropolitan area including designated urban and rural subregions.

**Right-of-Way (ROW)** – Priority paths for the construction and operation of highways, light and heavy rail, railroads, etc.

**SAFETEA-LU (Safe, Accountable, Flexible, Efficient Transportation Equity Act: A Legacy for Users)** - Five-year Federal Highway legislation that authorizes \$286 billion in spending for the six-year period of 2005 - 2009 for numerous surface transportation programs, such as highways, transit, freight, highways, and research.

**State Implementation Plan (SIP)** – Required documents prepared by States and submitted to EPA for approval that identify State actions to implement designated responsibilities under the Clean Air Act.

**State Transportation Improvement Program (STIP)** – a State program based on the Statewide long-range transportation plan and designed to serve the State’s goals, using spending,

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regulating, operating, management, and financial tools. This document cites projects to be funded under federal transportation programs for a four-year period. Without STIP inclusion, a project is ineligible for federal funding.

**Transit** – Refers to passenger service provided to the general public along established routes with fixed or variable schedules at published fares.

**Transportation Control Measures (TCMs)** – Local action to adjust traffic patterns or reduce vehicle use to reduce air pollutant emissions. These may include HOV lanes, provision of bicycle facilities, ridesharing, telecommuting, etc.

**Transportation Improvement Program (TIP)** – A local program based on the long-range transportation plan and designed to serve the area’s goals, using spending, regulating, operating, management, and financial tools. This document cites projects to be funded under federal transportation programs for a three-year period. Without TIP inclusion, a project is ineligible for federal funding.

**Travel Time** – Calculates the time it takes to travel from “door-to-door.” Forecasting the demand for transit services, measures of travel time, accessing, waiting and transferring between vehicles.

**Unified Planning Work Program (UPWP)** – a one or two-year planning document that identifies all transportation and/or air quality planning or programming activities in a metropolitan area. It specifies which tasks will be done with financial support from the Federal Highway Administration (FHWA) and the Federal Transit Administration (FTA) of the U.S. Department of Transportation.

**U.S. Department of Transportation (DOT)** – The principal direct federal funding and regulating agency for transportation facilities and programs. Includes FHWA and FTA.

**Urbanized Area** – Areas that contains a population density of 50,000 or more.

**Vehicle Miles of Travel (VMT)** – A standard area wide measure of travel activity. The most conventional VMT calculation is to multiply average length of trip by the total number of trips.

**Zone** – The smallest geographically designated area for analysis of transportation activity. A zone can be from one to ten square miles in area. Average zone size depends on the total size of the study area.

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## **APPENDIX A – FAIRBANKS URBAN AREA BOUNDARY MAP**

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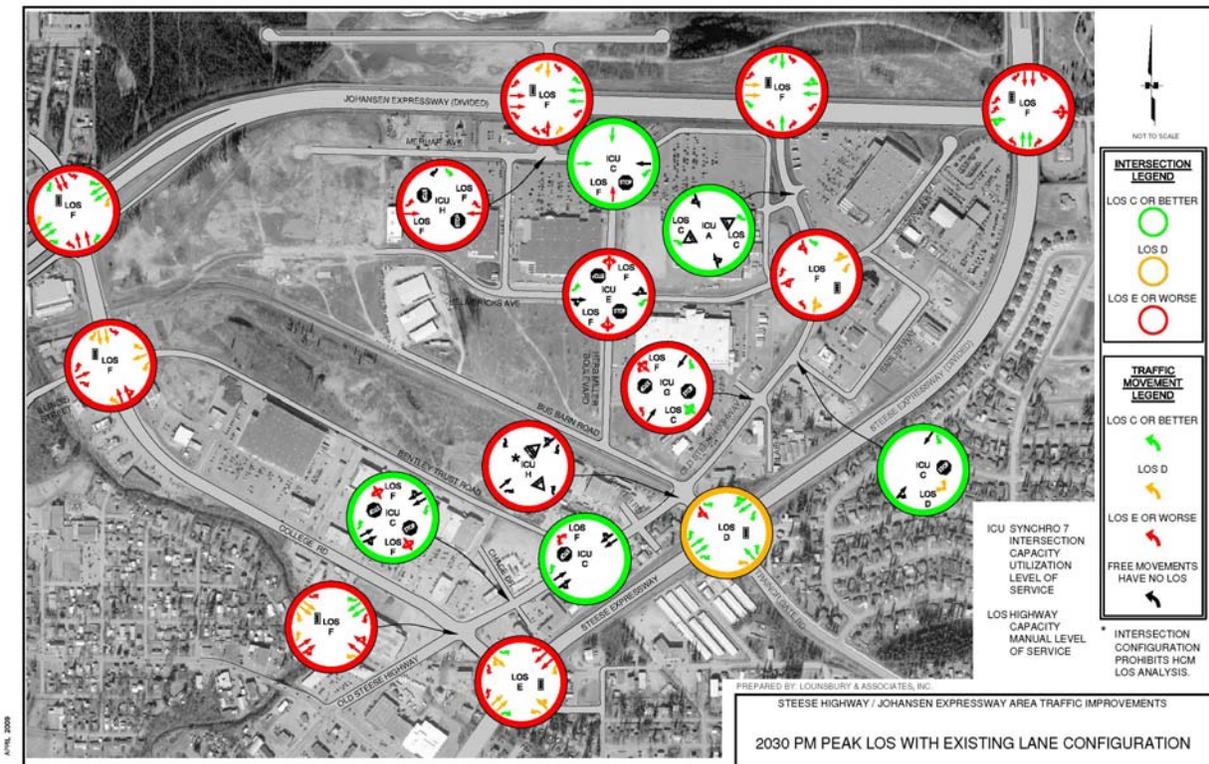


## APPENDIX B - OTHER LOCAL TRANSPORTATION PLANS

### STEESE HIGHWAY/JOHANSEN EXPRESSWAY AREA TRAFFIC IMPROVEMENTS

**Purpose:** This study examined traffic circulation issues surrounding the Bentley Trust commercial property, bounded by the Old Steese Highway, Johansen Expressway, and College Road. It will develop alternatives to relieve congestion and improve safety for all transportation modes. **Background:** The Johansen Expressway, College Road, and the Old Steese have developed traffic congestion problems and added travel demands due to the recent retail and commercial development in the area.

Rapid commercial development in the area has overwhelmed the existing roads and intersections. Limited access to the area contributes to the congestion. Lack of sidewalks is a safety concern and limits pedestrian movements. As development continues, congestion and delay will worsen.



**Objectives:** A corridor study is needed to consider alternatives for improvement of the area, which must include future traffic demands, roadway safety, pedestrian impacts, and access to local businesses, residential neighborhoods, and schools. Broad objectives of this study are to increase safety and capacity improvements for this congested part of Fairbanks.

Alternatives for the Old Steese Highway portion of the Study include:

- A complete realignment of the Old Steese north of College Road to improve intersection spacing between the Old Steese and the Steese Expressway. This would improve signal spacing and provide better access to existing and new retail developments in the area.
- Closing the Old Steese at the railroad tracks south of Trainor Gate Road. Major reconstruction and extension of Trainor Gate Road to the west of the Steese Expressway would provide a primary access into the new retail development area. A new road connection and railroad crossing would link the new retail development area to the existing Bentley Mall retail area.
- Conduct an interim upgrade and signalization of the Old Steese/Trainor Gate Road intersection. Work would include construction of a one-way two-lane entrance from this intersection with a connection to the private road network that links to new retail and commercial developments in the Bentley Trust property. Special attention to signal timing is critical to avoid traffic queuing back into the Steese Expressway.
- Roundabout options at College-Steese and Old Steese Highway, Helmericks-Old Steese, Helmericks and Herb Miller, and College-Illinois
- Steese-Johansen Roundabout Interchange, Directional Interchange, roundabout, Continuous Flow Intersection, Flyover
- Helmericks Extension RR Crossing and upgrade of the Bentley Trust Road

**Previous Work:** The FMATS Long Range Transportation Plan (2005) looked at traffic patterns and forecasts throughout the Fairbanks area. Additionally, traffic Impact Analyses have been completed for the various retail providers in the Bentley Trust area, but no cumulative study has been completed specifically for this congested area.

**Methodology:** Each of the alternatives outlined above would result in substantially different impacts, costs and benefits to the Old Steese vicinity. Additionally, successful implementation of any improvements to safety and operations in the Old Steese area hinge on the cooperative partnership with affected businesses and property owners especially where future right-of-way is concerned. Meetings with various affected property owners and the public will be an essential part of the project development process.

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**Product:** Steese Highway/Johansen Expressway Area Traffic Improvement Study, including future project recommendations with timelines to alleviate congestion and improve traffic movement and safety **Funding:** This project is funded with State GO Bond Funding.

**Functional Responsibility:** Preconstruction Engineer, State of Alaska DOT&PF Northern Region

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