

Submitted by: Chair of the Assembly at the
Request of the Mayor
Prepared by: Office of the Mayor
For reading: January 11, 2022

ANCHORAGE, ALASKA
AR No. 2022-15, As Amended

Municipal Clerk's Office

Amended and Approved

Date: **January 25, 2022**

MAYOR VETOED AMENDMENTS #2, 3 AND 5 ON 1-25-2022. VETOES WERE OVERRIDDEN 1-25-2022.

1 **A RESOLUTION ADOPTING THE 2022 LEGISLATIVE PROGRAM FOR THE**
2 **MUNICIPALITY OF ANCHORAGE.**
3

4
5 **WHEREAS**, Anchorage is the business transportation hub for Alaska, and capital
6 improvements in Anchorage benefit much of the rest of Alaska, including
7 modernization of the Port of Alaska; and
8

9 **WHEREAS**, Anchorage recognizes its central role in Alaska's well-being and our
10 residents have invested billions of dollars in our city through local taxes to improve
11 it for all Alaskans; and
12

13 **WHEREAS**, Anchorage appreciates its State Legislative delegation for securing
14 millions of dollars for our community, including Municipal Revenue Sharing, which
15 we have leveraged to match local investments in transportation, commerce, public
16 buildings, roads, and parks and recreation facilities; and
17

18 **WHEREAS**, Anchorage's infrastructure needs remain considerable, but the most
19 critical is the status of the Port of Alaska, as it is critical infrastructure which is in
20 need of repair and modernization improvements. The port directly serves 90% of
21 the State's population across 250 communities. Alaska's economic viability and
22 food security needs rely heavily on the Port's operations. The Port also serves the
23 nation as one of 23 Department of Defense designated strategic seaports used to
24 deploy U.S. equipment and supplied internationally; and
25

26 **WHEREAS**, Anchorage recognizes that the State of Alaska is a strategic partner
27 and stakeholder in the capital improvements that are essential in order to keep the
28 port fully operational beyond 2025.
29

30 **WHEREAS**, the Municipality and its private and non-profit partners have made a
31 significant investment of time and resources to address the complex issues around
32 homelessness in our community with the understanding that the State and
33 Municipality have a moral and fiscal responsibility to all residents; and
34

35 **WHEREAS**, the Municipality has numerous bridge related infrastructure needs that
36 are impacting the safety of residents due to earthquake and flood damage which
37 has limited or prevented public safety responders from reaching their service areas.

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WHEREAS, the Municipality of Anchorage has developed a Legislative Program now, therefore,

THE ANCHORAGE ASSEMBLY RESOLVES:

Section 1. That the 2022 Municipality of Anchorage Legislative Program is adopted.


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

PASSED AND APPROVED by the Anchorage Assembly this 25th day of January, 2022.



Chair of the Assembly

ATTEST:



Municipal Clerk



MUNICIPALITY OF ANCHORAGE

2022 STATE LEGISLATIVE PROGRAM

Dear State Legislators,

It is with honor and gratitude that I present my first Legislative Program for the Municipality of Anchorage as Mayor. In conjunction with the Anchorage Assembly, our goals, and priorities for the Municipality center around two key projects: The Port of Alaska and working towards a compassionate homelessness solution. We humbly request these priorities are considered and included in the 32nd session of the Alaska State Legislature. I wish you the best in the upcoming session. Should you have any questions or concerns, my office is always open.

Very Respectfully,

Dave Bronson
Mayor

OFFICE OF THE MAYOR

Dave Bronson, Mayor

ANCHORAGE ASSEMBLY

Suzanne LaFrance, Chair

Christopher Constant, Vice Chair

Jamie Allard

Forrest Dunbar

Crystal Kennedy

Kameron Perez-Verdia

Pete Petersen

Austin Quinn-Davidson

Felix Rivera

John Weddleton

Meg Zaletel



TABLE OF CONTENTS & PROJECTS OVERVIEW

PAGE 3

Port of Alaska Modernization Program (\$600 Million)

Request for funding from the State of Alaska for \$600 million for repair, design, and modernization of cargo facilities. In 2021, the Municipality of Anchorage approved a \$165 million bond to fund a significant portion of the port repair, design, and modernization. \$1.1 billion is requested from the Federal government in order to complete the project which is estimated to be between \$1.6 and 1.8 billion.

PORT OF ALASKA



PAGE 6

Housing the Homeless (\$15 Million)

Compassionate and empathetic care for our State's most vulnerable population is a principal concern of the Municipality. Through facilitated planning and decision-making, the Municipality has developed a comprehensive plan to provide housing and care. We request \$15 million in funding for housing Anchorage's 1,200 homeless and providing tools and resources for our homeless community.

RUANE ROAD, GIRDWOOD



PAGE 7

Critical Bridge Infrastructure Repairs (\$6 Million)

Our capital requests for 2022 include repairing damaged bridges that are creating potential hazard conditions for residents of Girdwood, Birchwood and South Anchorage.



PORT OF ALASKA MODERNIZATION PROGRAM

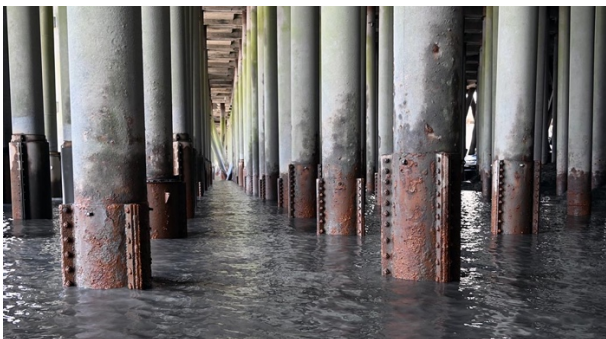
REQUEST OVERVIEW

The Municipality of Anchorage is requesting **\$600 million** from the State of Alaska to assist with the repair, design, and modernization of cargo facilities at Alaska's largest and most strategically located port.

The Port of Alaska handles 75% of all Southcentral Alaska, Railbelt-bound, waterborne, non-fuel, freight, and 95% of all refined petroleum products. The port directly serves 90% of the state's population. The Department of Defense has identified the port of Alaska as one of eighteen strategic ports in the United States. The Army Corps of Engineers notes that the port is the only remaining fully functional, year-round port in a tsunami safe zone in the entire State of Alaska.

FUNDING REQUEST

\$600 MILLION



Pilings with jackets found on the docks at the Port of Alaska

QUICK FACTS

90%

Of Alaskans depend on goods handled by the Port of Alaska

6 DAYS

On average, Alaskan grocery stores have less than 6 days of food on hand

HALF

Of all our state's inbound freight crosses the Port of Alaska's docks

4 YEARS

Of certified life left in the docks until it is decertified by Jacobs Engineering and capacity restrictions are implemented



PORT OF ALASKA MODERNIZATION PROGRAM

PHOTOS



Left: Split and corroded piling.

Below: PCT terminal under construction.

Bottom: Damage during the 2018 earthquake. Red dots represent structural instability.



PORT HISTORY AND PROJECT PROGRESS

The Port of Alaska is over 50 years old, and much of its critical infrastructure has exceeded its design life. The Port's economic impact reaches over 250 Alaskan communities and underscores its importance to the survival of our state. The Port of Alaska opened in 1961, shortly after statehood, with a capacity to serve the biggest ships in Alaska. It was the only deep-water port in Alaska to survive the 1964 Good Friday earthquake.

In 2018, Southcentral Alaska experienced the most severe earthquake since 1964. The 7.1 magnitude earthquake's epicenter was near Point McKenzie, and it shook for approximately 37 seconds. The epicenter was located 10 miles north of Anchorage and occurred at a depth of 29 miles. There were over 2,500 aftershocks within the first 14 months after the earthquake, and 117 people sustained injuries directly related to the earthquake. The port sustained significant damage and is at imminent risk of failure if a similar seismic event were to occur. Twenty percent of the pilings failed on the port's newest dock following the 2018 earthquake. One thousand four hundred pilings are still unstable, and 1,000 have been retrofitted with jackets to assist with support.





PORT OF ALASKA MODERNIZATION PROGRAM

INTERMODAL MAP

The map below shows how Anchorage and the Port of Alaska are the intermodal hub of Alaska.



QUICK FACT

HALF

Of all our state's inbound freight crosses the Port of Alaska's docks. Of that...

HALF

of all goods leave Anchorage.

PORT HISTORY AND CURRENT STATUS

The Port of Alaska Modernization Project (PAMP) has been underway since 2000 and began long before the 2018 earthquake which accelerated the urgency of repairing and modernizing the port. Funding is needed from the Anchorage Assembly, the State of Alaska, and the federal government. Time is of the essence, and for repairs and modernization to be completed before the dock reaches its end of design life certification, preliminary engineering must be completed by the end of 2022. Design contracts should be awarded by 2023, and no less than \$1 billion in funding will be required by 2025, when it is anticipated that a construction contract will be awarded.

Today, the existing infrastructure's operational capacity has been estimated to have a certified life expectancy of 4 years or less. The current condition of the port puts it at high risk of failure, which would disrupt commerce and the delivery of goods and food. If the Port of Alaska were to be rendered unusable following a total or partial failure, Alaskans would have to look to other delivery mechanisms such as inadequate secondary ports and air support. To compensate for the loss of the port, it would require an additional seven hundred 747 cargo flights into Anchorage each week which would completely overtake the Anchorage International Airport which is not feasible. TOTE cargo ships utilized by the Port of Alaska are specifically built to be used in Anchorage and Tacoma and are not compatible with other ports in Alaska. There is the potential that they could dock but would not have the ability to offload their cargo.



HOUSING THE HOMELESS

ISSUE OVERVIEW

The Bronson administration and the Anchorage Assembly Legislative Drafting Group have worked together to begin working towards a homelessness solution in the Municipality which begins systematically bringing compassionate care to our residents experiencing homelessness and exiting the Sullivan Arena in June in support of rapid implementation of the expanded Homeless Service System as agreed in FY23. The strategy involves transitional housing, mental health treatment, and navigation centers. With a "no wrong door" approach, services are tailored to individual needs. The plan involved hundreds of collective hours of consultation, research, and cooperative collaboration between the Administration and Assembly. The Strategic plan includes:

- ◆ Client/Community-focused approach tailored to support individual needs.
- ◆ Continues the strategies outlined in the Anchored Home Plan.
- ◆ Transitional housing, supportive housing, treatment, specialized care for the medically fragile and seniors will all be built/established in parallel efforts.
- ◆ Reenergizes past and current public-private partnerships and create new opportunities.
- ◆ Publishes the Boutet Company engineering report, evaluating potential options to move mass care operations out of Sullivan as soon as feasible.
- ◆ Develops screening criteria included availability, onsite and available utilities, ability to configure for congregate care, avoidance of areas with an existing high density of mass care operations, conflicts with adjacent land uses, existing knowledge of extensive facility damage or repair needs.
- ◆ Ensure facilities will continue to be distributed around the community, will operate 24/7 and will include surge capacity, outreach, transportation, and engagement support.

QUICK FACTS

1,200+

1200+ residents suffer from homelessness every day in Anchorage

750

There are approximately 750 shelter beds for Anchorage’s homelessness population, split between congregate and non-congregate shelters

FUNDING REQUEST

Funding is requested in the amount of **\$15 million** from the State of Alaska for the following components of the Strategic plan:

- ◆ \$5 million for Workforce/Permanent Supportive Housing. The Legislative Working Group estimates we need 210 more units.
- ◆ \$5 million to assist with purchasing, designing, and retrofit/constructing an Adult Navigation Center with a short-term, triage, sheltering capacity. The Navigation Center will have a regular capacity not to exceed 200 individuals and an additional 130 persons experiencing homelessness during times of harsh weather when other options are unavailable.
- ◆ \$5 million for Special Populations shelter or housing, with an estimated need of 200 beds. A Special Populations shelter would not exceed capacity of 150 beds.

\$15 MILLION



CAPITAL PROJECTS

OVERVIEW

The following bridges/culverts have been identified by officials of MOA's Departments of Public Works and Parks and Recreation as the highest priority projects needing replacement or repair.

RUANE ROAD FISH PASSAGE CULVERT REPLACEMENT

1 Ruane Road is located off the Alyeska Highway and is the only access to Girdwood's designated industrial area, garbage collection transfer station and Anchorage Water and Wastewater Utility's sewage treatment facility. Two single-barrel culverts previously existed at Ruane Road's California Creek crossing. Both culverts were corrugated metal pipe-arches approximately 6.0 feet in width, 3.5 feet in height, and 80 feet in length. In October 2021, Girdwood experienced a historic flooding event that caused both culverts to fail and washed the Ruane Road out. The damage provided no access to the public facilities identified above.

In the ten days following the washout, two emergency culverts were installed as replacements. Both culverts are 5.0-foot diameter circular culverts approximately 80 feet in length. The roadway was temporarily repaired and access restored. The new culverts are temporary and will be replaced in the near future with a larger structure that provides for fish passage and required creek flow conveyance. The new structure is likely to be a concrete box culvert and will be sized for to convey the 100-year flood and will include engineered substrate to ensure fish passage capability during low flow events. Funding for design, permitting and construction is required.

REQUEST: \$2 MILLION



EAST 140TH AVENUE AND BUFFALO STREET CULVERT REPLACEMENT

2 East 140th Avenue is located between De Armoun Road and Buffalo Street in south Anchorage. East 140th Avenue provides the primary connection between a large residential area, located along Buffalo Street, and De Armoun Road, a minor arterial. Rabbit Creek crosses East 140th Avenue near the intersection of East 140th Avenue and Buffalo Street. The crossing was installed in the late 1970s and consists of three parallel 60-inch corrugated metal pipe culverts with concrete headwalls.

The crossing was damaged in 2013 when the sudden release of a large ice jam on Rabbit Lake caused a large outburst flood on Rabbit Creek which mobilized and re-deposited an enormous amount of stream bed sediment. This sediment deposition exacerbated an existing chronic situation where a sediment wedge was developing upstream of the culvert and perched culverts were developing on the downstream side of the crossing. Prior to the 2013 flood this culvert system was identified by the Alaska Department of Fish and Game (ADF&G) as a partial barrier to fish passage. Post-flood, almost all the residual depth of the pool and the natural stream channel has been eliminated upstream of the culverts.



EAST 140TH AVENUE AND BUFFALO STREET CULVERT REPLACEMENT (CONT.)

Post-flood, almost all the residual depth of the pool and the natural stream channel has been eliminated upstream of the culverts.

The deposition of sediment has led to a situation where the stream channel continues to accumulate sediment above this culvert system at an increased rate. Due to this, the stream is widening and causing bank erosion during summer months. Most dramatically, Rabbit Creek glaciates extensively during the winter months above the crossing, leading to additional flooding and erosion and causing more damage to the creek bed and the surrounding natural habitat. At least three homes near the crossing are threatened by flooding when the culverts are blocked with ice.

The crossing is located outside of the Anchorage Roads and Drainage Service Area (ARDSA) within the Birch Tree/Elmore Limited Road Service Area (LRSA). The ongoing annual glaciation problem has forced the need to obtain a Habitat Permit from ADF&G for the mechanical removal of ice from the channel with an excavator during winter months to break up ice when it develops above the culverts. The crossing is inspected twice daily during the coldest periods of winter and when icing is found at the crossing crews are required to dedicate a full shift to clearing ice at the crossing. This work is dangerous, exposing municipal staff to many hazards including the potential to fall through the ice into the stream below.

This request is to replace the existing three-culvert crossing with a large arched culvert or bridge structure. This will help restore natural stream function and geometry and eliminate existing fish passage, sediment transport, and flooding problems. Funding for design, permitting and construction is required.

REQUEST: \$2 MILLION



STARNER STREET BRIDGE REPLACEMENT (CHUGIAK- BIRCHWOOD-EAGLE RIVER)

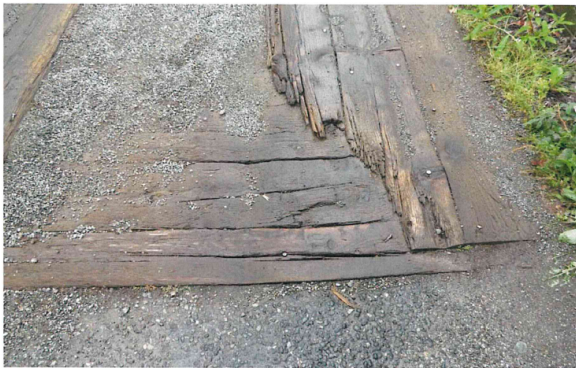
3 This 60-foot, one-lane, steel structure, wood planked bridge spans over Peter Creek as a critical access point providing connectivity between Birchwood and Peters Creek communities. While overall average daily traffic volumes are low, it serves as an important access for emergency vehicles, bulk water/fuel trucks, and fire apparatus and is a priority improvement for the Chugiak Birchwood Eagle River Rural Road Service Area (CBERRRSA). The 2x12 timbers have worn thin and exposed the heads of lag screws securing them to the decking. The steel structure is rusted. Starner Street bridge is located within publicly owned right-of-way and is maintained by CBERRRSA which is funded by residents and businesses located in the community. The limited funds generated by CBERRRSA for basic maintenance restricts their ability to implement large capital projects such as a bridge replacement. Recently, the winter conditions have caused ice damming and constrained access in the area. With current weight restrictions, fire apparatus, refuse trucks, and other large vehicles are not permitted on the bridge at this time.



**STARNER STREET BRIDGE
REPLACEMENT (CHUGIAK-BIRCHWOOD-
EAGLE RIVER) (CONT.)**

DOT&PF's 2020 bridge inspection report has categorized the 32-year-old structure as being in a general 'poor' condition and noted the structure should be considered for a bridge replacement project. The inspection report identified several deficiencies, including wooden decking planks with algae and mold growth on the ends and underside as well as cracked, splitting, and broken ends. Funding for design, permitting and construction is required.

REQUEST: \$1.2 MILLION



CROW CREEK ROAD BRIDGE (GIRDWOOD)

4 Crow Creek Road is a multi-service roadway that accesses the Chugach National Forest, Chugach State Park, an active mine, other commercial sites, and multiple residences. Traffic volumes and year-round usage of Crow Creek Road have increased significantly over the past twenty years, largely because of the popular Iditarod and Crow Creek Pass trailheads that access recreational opportunities in the Chugach National Forest and Chugach State Park. The Crow Creek Road bridge is located within MOA-owned right-of-way and is maintained by the Upper Crow Creek Community Association (UCCCA), which is funded by private residents and businesses located in the upper Crow Creek Valley. It is not within the Girdwood Service Area. It is important to note that neither the State of Alaska nor the Federal government - the largest contiguous property owners - contribute to maintenance and operation efforts. The limited funds generated by UCCCA can support only minor maintenance efforts and provide no support for major repairs and upgrades. Consequently, as the road sees greater traffic and use, necessary bridge and road improvements are increasingly deferred.

The bridge is inspected biennially by DOT&PF. In response to a 2017 inspection report, the MOA completed approximately \$100,000 of scour-protection work through placement of riprap armoring at each abutment. The work was performed in 2019.

DOT&PF has categorized the bridge as being in a general 'good' condition, however, the inspection report identified several remaining deficiencies, including (1) rotten timber planks in the abutment walls; (2) damaged timber approach rails; (3) additional erosion protection work; (4) inadequate signage; and (5) encroaching vegetation at the bridge approaches. In its inspection report, DOT&PF recommended remediation of these deficiencies. Funding for design, permitting and construction is required.

REQUEST: \$300,000



**ALYESKA CREEK AT MOUNT HOOD DRIVE
– FISH PASSAGE IMPROVEMENTS
(GIRDWOOD)**

5 Mount Hood Drive provides the primary access to the State of Alaska-owned Girdwood Airport. Currently, one undersized culvert in poor condition conveys Alyeska Creek under Mount Hood Drive. The culvert needs to be replaced with a partially buried, single barrel culvert per Alaska Department of Fish & Game and MOA stream simulation fish passage guidelines. The culvert will be sized for 100-year flood conveyance and will include engineered substrate to ensure fish passage capability during low flow events.

The project was previously partially funded and is currently 95% designed. Funding for final design, permitting and construction is required.

REQUEST: \$500,000

**NORTHERN LIGHTS MEDIAN LANDSCAPING
- LATOUCHE ST TO LAKE OTIS**

6 This project would install landscaping in the median of Northern Lights Boulevard to enhance the aesthetic appeal. This project could coincide in timing with the Northern Lights Sound Barrier Fence Phase III to potentially minimize any duplicative costs. The project was previously partially funded and is currently 95% designed. Funding for final design, permitting and construction is required.

REQUEST: \$100,000

**NORTHERN LIGHTS SOUND BARRIER
FENCE PHASE III**

7 Daily thousands of cars travel between East and West Anchorage along Northern Lights. The neighborhoods along Northern Lights have experienced an increase in noise as traffic and businesses along Northern Lights have popped up.

The first and second phases of the sound barrier were completed by 2008. The third phase will complete this project and provide long-lasting benefits to the surrounding neighborhoods. Lessening the noise from Northern Lights will mean quieter, safer neighborhoods for residents to raise their families.

This project is supported by the Municipality of Anchorage and the Rogers Park Community Council.

REQUEST: \$1 MILLION



ROAD SAFETY CORRIDORS

SUPPORT IDENTIFYING ROAD SAFETY CORRIDORS

This request is for a policy and project to identify safety corridors, State of Alaska high traffic roads within the Municipality of Anchorage that have a high incidence of vehicle collisions, such as the Muldoon curve, Tudor from Old Seward to Elmore, and Northern Lights from Lake Otis to East High School. Identification for designation as safety corridors through the Highway Safety Improvement Program (HSIP). This request includes a grant appropriation of \$500,000 to the Anchorage Traffic and Police Departments for purposes of data collection and enforcement. Re-design and reconstruction of these key corridors within the Municipality of Anchorage will be considerable undertakings in both time and funding. This is a preliminary step, with long term effects of using safety corridors to gather data and reduce speeds anticipated to result in reduced vehicle and pedestrian collisions and improve overall safety.

DEFINED BENEFIT PENSION SYSTEM

SUPPORT RETURN TO DEFINED BENEFIT PENSION SYSTEM

The Municipality supports amending the Alaska Public Employee Retirement System (PERS) to return employees to a defined-benefit pension system. This will help recruit and retain employees. The Municipality has faced an uphill battle to recruit and retain qualified individuals due to Alaska's defined-contribution retirement system. This has left us with vacancies as applicants decided to pursue careers elsewhere.

The Anchorage Police Department (APD) is seeing their highly-trained, qualified, and experienced officers leave the department to work out-of-state for other law enforcement agencies offering competitive defined-benefit retirement systems. The Municipality is paying the high cost of training these officers just to see them leave after a few years of valuable experience is gained. APD has about 224 officers and 44 sergeants (60% of their workforce) that fall between 5 and 13 years of service. This is the knowledge base that is critical to keep, but unfortunately this is also the group most likely to leave. They are fully vested in the current retirement system and can leave without financial penalty. Outside of personal job satisfaction, there is nothing compelling them to stay.

With nearly 60% of the APD workforce (approximately 224 officers with 20-24 years in service and 23 with over 25 years) having reached the service time required to retire under the previous defined-benefit pension system, the added combination of recruiting shortfalls and inability to retain incumbent officers is a potential crisis for Alaska's public safety organizations.



SUPPORT RETURN TO DEFINED BENEFIT PENSION SYSTEM (CONT.)

The Anchorage Fire Department (AFD) is also facing similar issues with retaining its highly skilled firefighters, EMT's, and paramedics. They are seeing more and more of their Tier IV firefighters actively testing with other fire departments in various states. This has been unprecedented and has continued through today. Just in 2020, this equated to approximately \$4 million in lost investment in employee hiring, training, and experience. The investments the Municipality makes produces high-quality firefighters which other departments are happy to hire.

AFD can no longer successfully compete with departments in other states for talented candidates when the retirement option is limited to the Tier IV plan. Unless there is a change to the retirement system, we expect the cost to the municipal taxpayer to increase due to the higher attrition rate for Tier IV plan employees.

Many different departments and sectors would see similar benefits to recruitment and retainment of employees with this change. Municipalities make significant monetary commitments to train employees who end up leaving after a few years seeking employment in areas with more competitive retirement packages. This cycle increases costs to taxpayers because new employees must constantly be hired and trained. A return to a defined-benefit pension system will help mitigate many of these costs to taxpayers.