MEMORANDUM

CITY/BOROUGH OF JUNEAU 155 South Seward Street, Juneau, Alaska 99801

DATE:

August 6, 2013

TO:

Planning Commission

FROM:

Ben Lyman, Senior Planner

Community Development Department

FILE NO.:

CSP2013 0018

PROPOSAL:

Resurface North Douglas Highway from the roundabout (Juneau-Douglas

Bridge) to Fish Creek Road. Replace guardrail and signs. Complete minor

drainage repairs at five locations.

GENERAL INFORMATION

Applicant:

State of Alaska

Property Owner:

State of Alaska

Property Address:

North Douglas Highway from the roundabout (Juneau-Douglas

Bridge) to Fish Creek Road

Legal Description:

North Douglas Highway

Parcel Code No.:

0

Site Size:

5.97 miles in length; 34 - 36 feet wide

Zoning:

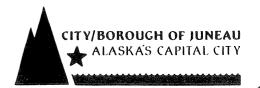
Minor Arterial

Utilities:

Varies

Existing Land Use:

Transportation Corridor



Planning Commission File No.: CSP2013 0018 August 6, 2013 Page 2 of 8

BACKGROUND

North Douglas Highway is classified by CBJ as a minor arterial roadway and by the Alaska Department of Transportation and Public Facilities (DOT&PF) as a collector. It provides access to an extensive residential area with over 500 driveways accessing directly onto it, as well as providing access to Eaglecrest Ski Area and numerous boating and recreational sites. North Douglas Highway experiences Average Daily Traffic (ADT) of approximately 1,700-5,500 vehicles throughout the project area. Owned and maintained by the State of Alaska Department of Transportation and Public Facilities (DOT&PF), North Douglas Highway is scheduled for preventative maintenance of its road surface and concurrent replacement of guardrails and signage. DOT&PF also proposes drainage improvements in five areas of the project.

CBJ 49.15.580 State project review:

The commission shall review proposed Alaska State Capital Improvement Projects for consistency with this title pursuant to AS 35.30.010, and may impose conditions on and modifications to such projects.

ANALYSIS

The applicant proposes to conduct preventative maintenance on North Douglas Highway, the only street accessing North Douglas Island. This project is likely to cause impacts to the community in terms of traffic flow and construction noise during construction, but no changes to turning movements are proposed with this project. All signs in the project area will be replaced.

CONFORMITY WITH ADOPTED PLANS

The proposed project was reviewed for conformance with the following CBJ-adopted plans:

Comprehensive Plan (2008)
Non-Motorized Transportation Plan (2009)
Area-Wide Transportation Plan (2001)
CBJ 42.20 Offenses Against the Public Order
CBJ 49.70.310 Habitat
CBJ 72.17 Street Closure Permits

Planning Commission File No.: CSP2013 0018 August 6, 2013 Page 3 of 8

Comprehensive Plan:

POLICY 8.2 IT IS THE POLICY OF THE CBJ TO PROMOTE AND FACILITATE TRANSPORTATION ALTERNATIVES TO PRIVATE VEHICLES AS A MEANS OF REDUCING TRAFFIC CONGESTION, AIR POLLUTION AND THE CONSUMPTION OF FOSSIL FUELS, AND TO PROVIDE SAFE AND HEALTHY MEANS OF TRANSPORTATION TO ALL PEOPLE.

Development Guidelines

8.2.DG1 Require sidewalks and bicycle paths or lanes along newly constructed arterial and collector streets where appropriate, and provide or work with DOT to provide such amenities along existing roads to provide safe and efficient access and recreation and to reduce pedestrian/automobile conflicts.

8.2.IA2 Work with the Alaska Department of Transportation/Public Facilities (DOT[&PF]) to construct sidewalks and/or separated paths, or where these are not practical, a wide shoulder of at least 36" along roads that lack such improvements, with a priority given to those corridors which have Average Annual Daily Traffic (AADT) of 4000 vehicles or more. According to DOT 2005 data, these corridors are:

- 1. Glacier Highway Vintage Boulevard to Fritz Cove Road 11,000 AADT
- 2. Glacier Highway Auke Bay to Ferry Terminal 6,000 AADT
- 3. North Douglas Highway Juneau-Douglas Bridge to Eagle Creek 4,200 AADT
- 4. Industrial Boulevard -4,100 AADT [emphasis added]

POLICY 8.3 IT IS THE POLICY OF THE CBJ TO RESPOND TO THE SPECIAL TRANSPORTATION NEEDS OF EACH SUBAREA OF THE CBJ AND TO INTEGRATE THEM INTO A CBJ-WIDE COMPREHENSIVE TRANSPORTATION PLAN. THIS SYSTEM SHOULD SEEK TO REDUCE THE CONSUMPTION OF FOSSIL FUELS BY FACILITATING EFFICIENT ROUTES OF TRAVEL, CONVENIENT AND RAPID TRANSIT, AND SAFE MOTORIZED- AND NON-MOTORIZED TRAVELWAYS.

8.3.IA14 Encourage DOT to upgrade North Douglas Highway, with or without a North Douglas bridge and associated arterial roadways, to reduce safety hazards related to the increased traffic on North Douglas Highway due to continuing residential development and increased recreational infrastructure on North Douglas. These improvements may include reduced and consistent speed limits throughout the roadway; installation of better warning signage at curves, bus stops at points with large numbers of residents and/or major destinations; separated pedestrian and bicycle pathways; and pull-off areas for school and public transit buses, if suitable for a minor arterial roadway with over 500 driveway access points.

Planning Commission File No.: CSP2013 0018

August 6, 2013 Page 4 of 8

8.3.IA18 Require sidewalks and bicycle paths or lanes along newly constructed arterial and collector streets where appropriate, and provide or work with DOT to provide such amenities along existing roads to provide safe and efficient access and recreation and to reduce pedestrian/automobile conflicts.

8.3.IA19 Implement the subarea improvements for Douglas Island called for in the Area Wide Transportation Plan as funding becomes available. Where there is a public need for those improvements in the immediate future, actively pursue the funding needed to complete those improvements.

Non-Motorized Transportation Plan:

High Priority Sidewalk and Streetscape Improvement #82:

North Douglas Highway

- -Pedestrian facilities needed north of the bridge
- -Sidewalk needed on one side of the street
- -Second option is separated path

Policy 12 – Cross-Juneau Bikeway. Complete the cross-Juneau bikeway. The cross-Juneau bikeway is shown on Figure 11. Working to construct these bike lanes to AASHTO standards and to the [DOT&PF] highway preconstruction manual on "Bicycle Ways" is a high priority for Juneau's non-motorized network. The cross-Juneau bikeway must also be a priority for year round maintenance including sweeping, snow removal and repairs to the pavement.

Implementing Action 12A. Construct or improve the sections of the cross-Juneau bikeway listed on Table 8.1 below and as depicted on Figure 11 to build a complete network.

[N. Douglas Hwy. is shown on Figure 11, but is not listed in Table 8.1]

Area Wide Transportation Plan (AWTP):

Improvement ID #36:

N. Douglas Hwy. Resurfacing and Shoulder/Bike Lane Widening Widen the highway to 30 feet... [remainder of improvement is outside the project area]

Although a sidewalk would be a great improvement in the project area, it is clearly out of the scope of the project, which is a preventative maintenance project. The project was initially proposed to provide 4-5 foot-wide shoulders (6 feet where adjacent to guardrail) which exceeds the three feet (36 inch) width called for in the *Comprehensive Plan*'s 8.2.IA2 (above).But the three-foot width called for in the *Comprehensive Plan* does not meet minimum design width

Planning Commission File No.: CSP2013 0018 August 6, 2013 Page 5 of 8

requirements adopted by DOT&PF (four feet), and is recommended to be increased to four feet (48 inches) in the currently-underway 2013 *Comprehensive Plan* update. The revised project plans show shoulders being increased to 5-6 feet.

A separated path is out of scope of this maintenance project, but even so, a separated path would not be appropriate for North Douglas Highway due to safety concerns. From the *Non-Motorized Transportation Plan* (NMTP):

Separated paths need to be located where there are minimal driveway crossings or road i ntersections. Traffic intersecting a separated pathway can be very dangerous as cyclists will be crossing streets in an area where the motorist does not expect them.

Separated paths should be a minimum of 10 feet wide and should be separated from any adjacent road surface by at least 5 feet... Intersections where a separated path meets the road are especially dangerous and should be designed carefully; in these situations instal ling signage warning both non-motorized users and cyclists is important.

Instead of constructing a separated path, the route should be signed "BIKES OK," "BIKE ROUTE," or other similar and appropriate signage from the *Manual on Uniform Traffic Control Devices* (MUTCD). The project area is designated as a portion of the Cross-Juneau Bikeway in the NMTP.

The project plans originally called for 13 foot travel lanes, which were wider than necessary for this road according to the *Policy on Geometric Design of Highways and Streets*. DOT&PF has stated that the 13 foot travel lanes were a drafting error, and that the lanes were never intended to be wider than their current 12 foot width; for whatever reason, DOT&PF amended the lane widths after CBJ comments were submitted on the initial scoping of the project, allocating the extra foot of travel lane to the shoulder, and providing a five- to six-foot-wide bicycle lane throughout the project area.

As a sidewalk is called for in the NMTP and in the *Comprehensive Plan*, but is out of scope of this project, the CBJ requested during scoping that the project be designed and built so as to not preclude, as much as possible, the future construction of a sidewalk on one or both sides of the road. As there is no change to the footprint of the road proposed in this project, the project will not preclude the future construction of a sidewalk on one or both sides of the road. Furthermore, the increased shoulder width greatly increases safety of pedestrians and bicyclists.

Although the North Douglas route of Capital Transit does not have signed stops, and operates on a flag-stop basis, it may be appropriate to construct bus pullouts at some popular locations along the project area so as to reduce bus-vehicle conflicts. A prime location for a new pullout area would be at Bonnie Brae, where population is clustered. Public sewer has been or will be extended to properties between the Juneau-Douglas Bridge and Neilson Creek, and properties are

Planning Commission File No.: CSP2013 0018 August 6, 2013 Page 6 of 8

being re-zoned to allow denser residential development in the project corridor. As additional residences are developed, demand for both non-motorized and transit facilities and service will grow. This project affords an opportunity to prepare for the coming development of this area. Unfortunately, the existing road bed is not wide enough to accommodate a new bus pull-out in this location, and the addition of such a pull-out is out of scope of this maintenance project. DOT&PF has project ID #25796, North Douglas Bike and Pedestrian Path, listed in the statewide Needs List. This project is scoped as:

A combination pedestrian and bicycle path along the North Douglas Highway. The existing paved shoulder will be marked as bike lanes and construction of a new sidewalk on one side of North Douglas Highway from the roundabout to the intersection with Fish Creek Road.

Staff recommends that the Planning Commission request that the scoping of this project be modified to include the following sentence: "Bus pullouts meeting DOT&PF specifications will be included approximately every one-half mile on either side of the road."

As a major rehabilitation project that will affect the only vehicular route to north Douglas Island, the proposed project will necessarily result in inconveniences for many residents and visitors to the community. CBJ staff expects that the contractor awarded the project by DOT&PF will need to use heavy machinery in the course of the project, that lane closures and traffic revisions will be required in the course of the project, and that some portion of the project will be completed at night in order to avoid or minimize impacts to traffic during peak hours. Although it is a provision in local ordinance, and therefore applies to the project whether a condition to its effect is required or not, staff recommends that an advisory condition reiterating the provisions of CBJ 42.20.095(b) be placed on the finding of local concurrence so as to ensure that the prohibition against use of heavy construction equipment during specified hours is not a surprise to the contractor:

CBJ 42.20.095(b) Construction of buildings and projects. It is unlawful to operate any pile driver, power shovel, pneumatic hammer, derrick, power hoist, or similar heavy construction equipment, before 7:00 a.m. or after 10:00 p.m., Monday through Friday, or before 9:00 a.m. or after 10:00 p.m., Saturday and Sunday, unless a permit shall first be obtained from the City and Borough building official. Such permit shall be issued by the building official only upon a determination that such operation during hours not otherwise permitted under this section is necessary and will not result in unreasonable disturbance to surrounding residents.

Capital City Fire/Rescue staff have expressed concern that they have not been notified of street closures and traffic revisions, which could have serious consequences in the event of an emergency requiring access through or within the project area. Staff recommends that an advisory condition alerting the project contractor to notify both the Juneau Police Department and Capital City Fire/Rescue prior to modifying traffic patterns be placed on the finding of consistency with locally adopted plans.

Planning Commission File No.: CSP2013 0018 August 6, 2013 Page 7 of 8

HABITAT

The proposed project does not increase the footprint of North Douglas Highway or otherwise affect any wetlands or anadromous streams. It does, however, pass within 330 feet of a bald eagle nest (Sheet F34); CBJ 49.70.310(a)(3) prohibits development "within 50 feet of an eagle nest on private land, provided that there shall be no construction within 330 feet of such nest between March 1 and August 31 if it contains actively nesting eagles." Staff recommends that an advisory condition be placed on the finding of local consistency alerting the applicant and the project contractor that a variance under CBJ 49.20 Article II will be required if construction is proposed to occur within 330 feet of a bald eagle nest between March 1 and August 31 if it contains actively nesting eagles. DOT&PF staff conducted an aerial survey for eagle nests in May 2013 and were unable to verify the location of that nest; they will be working with USFWS to verify the location of eagle nests in the project area.

FINDINGS

The proposed project is a preventative maintenance project that will resurface North Douglas Highway, and replace all guardrails and signs within the project area as well as providing select drainage improvements. The project has been revised since environmental scoping, and meets or exceeds local standards for travel lane widths.

Two advisory conditions are recommended so as to ensure that both the applicant and the contractor are made aware of local code provisions regarding construction noise and development near bald eagle nests; these provisions would apply to the project whether the advisory conditions are placed on the finding of consistency or not.

The project is consistent with CBJ 49 and the plans adopted therein.

RECOMMENDATION

Staff recommends that the proposed project, a preventative maintenance project that will replace all guardrails and signs on North Douglas Highway from the roundabout (Juneau-Douglas Bridge) to Fish Creek Road, with drainage improvements in select locations, be found consistent with Title 49 and the plans adopted therein.

Staff further recommends that three advisory conditions be placed on the finding of consistency in order to provide all possible notice to the applicant and the project contractor that a construction noise permit will be required for heavy equipment work during night-time hours as provided at CBJ 42.20.095(b); that a variance to allow development within 330 feet of eagle nest #48 may be required depending on the timing of construction and whether or not the nest is in

Planning Commission File No.: CSP2013 0018 August 6, 2013

Page 8 of 8

use at that time; and, that notice of any street closure must be provided to both JPD and CCF/R.

Advisory Conditions:

- 1. CBJ 42.20.095(b) Construction of buildings and projects. It is unlawful to operate any pile driver, power shovel, pneumatic hammer, derrick, power hoist, or similar heavy construction equipment, before 7:00 a.m. or after 10:00 p.m., Monday through Friday, or before 9:00 a.m. or after 10:00 p.m., Saturday and Sunday, unless a permit shall first be obtained from the City and Borough building official. Such permit shall be issued by the building official only upon a determination that such operation during hours not otherwise permitted under this section is necessary and will not result in unreasonable disturbance to surrounding residents.
- 2. A variance under CBJ 49.20 Article II may be required if construction is proposed to occur within 330 feet of a bald eagle nest.
- 3. At least three business days prior to any traffic revision or road closure of any public street or portion thereof, the contractor shall provide written notification of the traffic revision plan to the CBJ Fire Marshall and Chief of Police. Failure to provide such notice may result in suspension of any CBJ-issued permits for such work, and is punishable by fine as an unlawful street closure under CBJ 72.17.010.

Furthermore, Staff recommends the Planning Commission requests that State Project ID #25796, North Douglas Bike and Pedestrian Path, have its scoping description modified to read:

"A combination pedestrian and bicycle path along the North Douglas Highway. The existing paved shoulder will be marked as bike lanes and construction of a new sidewalk on one side of North Douglas Highway from the roundabout to the intersection with Fish Creek Road. Bus pullouts meeting DOT&PF specifications will be included approximately every one-half mile on either side of the road."

DEVELOPMENT PERMIT APPLICATION

Project	Number	CITY and BORO	UGH of J	UNEAU	Date Recel	ved: 7/23/13		
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NOIL	PROPERTY LOCATION							
	Street Address North Douglas Highway			City/Zip 99801				
	Legal Description(s) of Parcel(s) (Subdivision, Survey, Block, Tract, Lot) North Douglas Highway - CDS Route 296150 (MP 0.000 to MP 5.970)							
Z	Assessor's Parcel Number(s) N/A							
NFORMATIO	LANDOWNER/ LESSEE Property Owner's Name			Contact Pers	ion:	Work Phone:		
	Alaska DOT&PF Mailing Address			Keith Karp	stein	907-465-1796 Fax Number:		
BONNEY	6860 Glacier Highway		and the second s		 ct Phone Numbe	907-465-4414		
	keith.karpstein@alaska.gov			Pat Carrol	l, 907-465-44	115		
	LANDOWNER/ LESSEE CONS I am (we are) the owner(s)or lessee(s							
APPLICANT	I am (we are) the owner(s)or lessee(s) of the property subject to this application and I (we) consent as follows: A. This application for a land use or activity review for development on my (our) property is made with my complete understanding and permissi I (we) grant permission for officials and employees of the City and Borough of Juneau to inspect my property as needed for purposes of this application. X. Landowner/Lessee Signature Date					understanding and permission. eeded for purposes of this		
2	Х	<i>U</i>						
A	Landowner/Lessee Signature Date							
-	NOTICE: The City and Borough of Juneau staff may need access to the subject property during regular business hours and will attempt to contact the landowner in addition to the formal consent given above. Further, members of the Planning Commission may visit the property before the scheduled public hearing date.							
OJEC	APPLICANT If the same as OWNER, write "SAME" and sign and applicant's Name			ate at X below Contact Person:		Work Phone:		
α	SAME Mailing Address			Home Phone:		Fax Number:		
Ω_	E-mail Address			Other Contac	t Phone Numbe	r(s):		
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	Building/Grading		***SIGN Date	Received	App	olication Number(s)		
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CITY/STATE PROJECT AND LAND ACTION REVIEW APPLICATION

Project Number	Project Name (15	characters)		Case Number	Date Received
				CSP30130018	7/23/13
TYPE OF PROJE	CT REVIEW:				
City P	roject Review	City Land Acquis	sition /Disposal	✓ State Project F	eview
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Local Improvement Dis	trict # (LID)				
State Project #		67531			
ESTIMATED PRO	JECT COST:	\$_5,200,000		A CANADA ANTA DE LA CANADA	and the second
For more information	TY/egarding the	TATE PROJECT F	EES Fees	Check No. Receipt	Date
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If you need any assis this form, please con Center at 586-0770.					

NOTE: MUST BE ACCOMPANIED BY DEVELOPMENT PERMIT APPLICATION FORM &

EVEN IF THE PROPOSED PROJECT IS ASSOCIATE WITH OTHER LAND USE PERMITS, THIS APPLICATION $\underline{\textit{MUST}}$ BE FILLED OUT



Department of Transportation and Public Facilities

SOUTHEAST REGION DESIGN & ENGINEERING SERVICES Preconstruction

6860 Glacier Highway PO Box 112506 Juneau, Alaska 99811-2506

Main: 907.465.4444
Toll free: 800.575-4540
Fax: 907.465.4414

July 17, 2013

Mr. Greg Chaney, Planning Manager City and Borough of Juneau 155 South Seward Street Juneau, Alaska 99801

RE: Federal Project No. CM-0959(020) - State Project No. 67531

JNU: North Douglas Highway Pavement Rehabilitation - Roundabout to Fish Creek

Dear Mr. Chaney:

In accordance with ADOT&PF policy, this letter serves to inform you of an upcoming maintenance project in the Juneau area. The project will rehabilitate the pavement on North Douglas Highway from the roundabout to Fish Creek. The work will consist of asphalt concrete pavement resurfacing, guardrail replacement, sign replacement, and minor culvert repair.

Currently the project is estimated to be advertised in October of 2013 with construction beginning during the 2014 construction season. This work will be put out for bids by the Department and will be constructed by a private contractor.

Please feel free to contact me by mail, phone or e-mail should you have any questions or comments. My phone number is 465-1796, and my e-mail address is: keith.karpstein@alaska.gov

Sincerely,

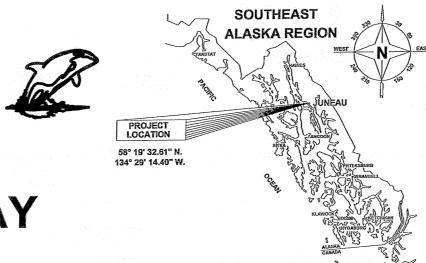
Keith Karpstein, P.E.

DOT&PF Project Manager

Enc: Preliminary Project Plans

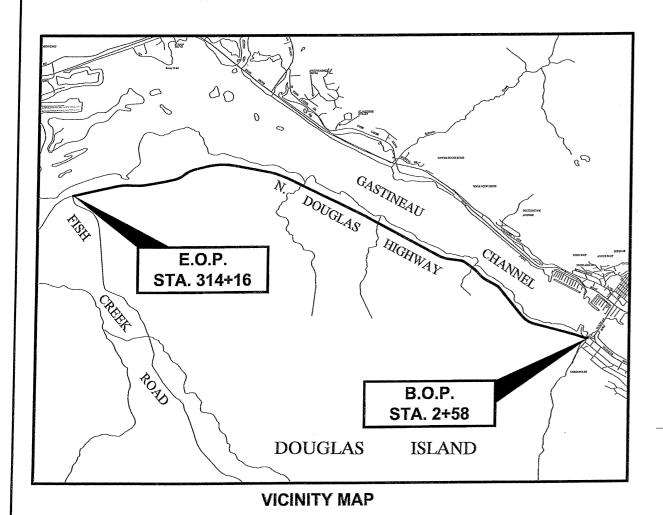
State of Alaska

Department of Transportation and Public Facilities Southeast Region



JNU-NORTH DOUGLAS HIGHWAY PAVEMENT REHABILITATION

ROUNDABOUT (MP 0.0) TO FISH CREEK ROAD (MP 5.97) PROJECT No. CM-0959(020) ~ 67531



DESIGN DESIGNATION

PROJECT TYPE = 1R (PREVENTIVE MAINTENANCE)

FUNCTIONAL CLASSIFICATION = URBAN COLLECTOR

A.D.T. 2010 (LAST YEAR WITH DATA) = 5510

A.D.T. 2014 (YEAR AFTER CONSTRUCTION) = 5620

A.D.T. 2024 (MID-LIFE YEAR) = 5910

A.D.T. 2034 (FUTURE YEAR) = 6210

D.H.V. (12.1%) 2034 = 751

% T = 10.6%

V = 45 M.P.H. (POSTED)

E.A.L. = 1,400,000

DESIGN VEHICLES FOR TURNING = WB-50

DESIGN VEHICLE LOADING = HS25

PROJECT SUMMARY

LENGTH OF PROJECT = 5.97 MILES

LENGTH OF RESURFACING = 5.97 MILES

WIDTH OF ROADWAY = 34-36 FT

THE FOLLOWING STANDARD DRAWINGS APPLY TO THIS PROJECT:

A-1	D-01.02	G-00.02	S-00.11	T-06.00
C-04.12	D-04.21	G-04.10S	S-01.00	T-20.03
C-05.20		G-10.01	S-05.01	T-21.00
0 10.20		G-13.00	S-30.03	
		G-20.11		
		G-31.00		

R1-R34	SIGNING & STRIPING PLAN					
S1-S2	TRAFFIC CONTROL PLAN					
			:			
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CDS	CDS ROUTE#	START	END			
MILEPOINT	296150	5.970 FISH CREEK RD. (EOP)				
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INDEX

TITLE SHEET

SUMMARIES
SIGN SUMMARY

PLAN

STATE OF ALASKA

& PUBLIC FACILITIES

SOUTHEAST REGION

CHUCK CORREA, P.E.

DIRECTOR, SOUTHEAST REGION

CONSTRUCTION PROJECT MANAGER

ALBERT H. CLOUGH, CPG

ALASKA

DEPARTMENT OF TRANSPORTATION

REGIONAL PRE-CONSTRUCTION ENGINEER

CERTIFIED TRUE & CORRECT AS-BUILT OF ACTUAL FIELD

CM-0959(020) ~ 67531

DATE

DATE

DATE

2013

TYPICAL SECTIONS

ESTIMATE OF QUANTITIES

A1

C1

B1-B2

C2-C7

D1-D3 F1-F34 DESCRIPTION

