

8.0 Comments and Coordination Following Approval of Draft EIS for Public Availability

8.1 Introduction

An essential element of the NEPA process is agency, tribal, and public participation. After the federal agency approves a draft environmental impact statement (EIS), the document is published and made available for review; then comments are solicited. Comments typically range from simple statements of support or opposition, to complex technical discussions of project alternatives, study methods, determination and characterization of impacts, and mitigation recommendations. The federal agency uses these comments in its decision-making process to help determine the Recommended Alternative and assist in the development of mitigation measures.

The public availability and review process for the *Knik Arm Crossing Draft EIS and Draft Section 4(f) Evaluation* helped to ensure that agencies, tribes, and the public had an opportunity to comment on the proposed action and environmental impact assessment. The required 45-day comment period began on September 15, 2006, and was extended (based on agency and public requests) from October 30, 2006, to November 17, 2006, which extended the comment period to 63 days.

The results of the *Draft EIS and Draft Section 4(f) Evaluation* review process are summarized in this Comments and Coordination section, which is organized as follows:

- Section 8.2 provides an overview of the notifications prepared to announce the Draft EIS's release, establish a review and comment period, advertise a public hearing, and invite comment. This section also reports the circulation and transmission of the document.
- Section 8.3 provides an overview of meetings held during the *Draft EIS and Draft Section 4(f) Evaluation* review and comment period, including two public hearings and open house sessions.
- Sections 8.4 to 8.7 describe the methodology used to track comments during the review and comment period. These sections, and related appendixes, also provide a summary of written comments, oral comments, and oral testimony provided by agencies, tribes, and the public, as well as individual responses to those comments.

As noted in the Final EIS Summary, this entire section is a new addition to the EIS. To facilitate readability, this entire section has not been highlighted to denote new text additions.

8.2 Federal Approval, Local and Federal Notices, Invitation to Comment, and Document Transmission

8.2.1 Federal Notice of Availability

FHWA approved the *Draft EIS and Draft Section 4(f) Evaluation* for public review on September 5, 2006, and the Notice of Availability (NOA) was published by USEPA in the *Federal Register* on September 15, 2006. The NOA also contained notification of the public

hearings. Prior to publication of the NOA, the *Draft EIS and Draft Section 4(f) Evaluation* was made available to the public and agencies, as required by 40 C.F.R. § 1506.9 and 10 and 23 C.F.R. § 771.123(g). A copy of the NOA is included in Appendix G.

8.2.2 Review and Comment Period

The publication of the NOA in the *Federal Register* on September 15, 2006, established a 45-day review and comment period beginning September 15, 2006, and ending October 30, 2006.

In response to agency and public comments, on October 20, 2006, FHWA approved an extension of the review and comment period. The notice of extension of the review and comment period was published in the *Federal Register* on October 27, 2006 (see Appendix G). This notice established November 17, 2006, as the close of the review and comment period, thereby providing a 63-day comment period.

8.2.3 Local Notices

Statewide and local notification also occurred to announce the release and availability of the *Draft EIS and Draft Section 4(f) Evaluation*, the review and comment period, and the *Draft EIS and Draft Section 4(f) Evaluation* public hearings. The following lists the notification mechanisms used:

- Legal and display advertisements in the *Anchorage Daily News* and the Mat-Su Borough *Frontiersman*.
- Postcard mailers (approximately 3,000) sent to the project mailing list.
- Project informational summary prepared as an insert to the *Anchorage Daily News* and *Frontiersman*.
- E-mail notification prepared for “What’s Up,” an electronic events calendar compiled by the Alaska Women’s Environmental Network, Alaska Center for the Environment, and Alaska Conservation Alliance, and distributed to its statewide list of approximately 4,000 governmental, resource agency, and environmental entities.

The first of these notices was published on September 15, 2006, concurrent with the publication of the NOA in the *Federal Register*. On October 20, 2006, notification of the comment period extension began. Table 8-1 provides a chronological account of all published notices during the *Draft EIS and Draft Section 4(f) Evaluation* comment period. Appendix G provides copies of the notices.

Table 8-1. Federal and Local Notification

Publication date (2006)	Print medium	Purpose
September 15	<i>Federal Register</i>	<i>Federal Register</i> notice of availability for the <i>Draft EIS and Draft Section 4(f) Evaluation</i>
September 15	Display ad – <i>Anchorage Daily News</i>	Advertised availability of the <i>Draft EIS and Draft Section 4(f) Evaluation</i> , how and where to review paper or electronic copies of the document, and contact information
September 15	Legal ad – <i>Anchorage Daily News</i>	Advertised document availability, public open house and hearings, and comment period for the <i>Draft EIS and Draft Section 4(f) Evaluation</i>
September 15	Display ad – <i>Frontiersman</i>	Advertised document availability, how and where to review paper or electronic copies of the document, and contact information
September 15	Legal ad – <i>Frontiersman</i>	Advertised document availability, public open house and hearings, and comment period for the <i>Draft EIS and Draft Section 4(f) Evaluation</i>
September 18	First class postcard to mailing list	Distribution to project mailing list; advertised document availability, public open house and hearings, comment period, how and where to review paper or electronic copies of the document, and contact information
September 27	Limited English Proficiency Notice	Summarized project information and provided phone lines (in six different languages) and translation services
Week of September 27	“What’s Up” E-mail Newsletter	Advertised document availability, public open house and hearings, comment period, how and where to review paper or electronic copies of the document, and contact information
September 28	First class postcard to mailing list	Distribution to project mailing list; advertised amended hearing schedule (expanded hours), public open house, hearing, and hearing rules
September 29	Display ad – <i>Anchorage Daily News</i>	Amended hearing schedule (expanded hours)
September 29	Legal ad – <i>Anchorage Daily News</i>	Advertised document availability, public open house and hearings, expanded public hearing hours, and comment period for the <i>Draft EIS and Draft Section 4(f) Evaluation</i>
September 29	Display ad – <i>Frontiersman</i>	Amended hearing schedule (expanded hours)
September 29	Legal ad – <i>Frontiersman</i>	Advertised document availability, public open house and hearings, expanded public hearing hours, and comment period for the <i>Draft EIS and Draft Section 4(f) Evaluation</i> – including amended hearing schedule (expanded hours)
October 6	Newspaper insert – <i>Anchorage Daily News</i>	Summarized information from the <i>Draft EIS and Draft Section 4(f) Evaluation</i> and advertised the document availability, public open house and hearings, and comment period
October 6	Newspaper insert – <i>Frontiersman</i>	Summarized information from the <i>Draft EIS and Draft Section 4(f) Evaluation</i> and advertised document availability, public open house and hearings, and comment period
Week of October 9	E-mail announcement – “What’s Up”	Advertised document availability, public open house and hearings, expanded public hearing hours, and comment period for the <i>Draft EIS and Draft Section 4(f) Evaluation</i> – including amended hearing schedule (expanded hours)

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Table 8-1. Federal and Local Notification (continued)

Publication date (2006)	Print medium	Purpose
October 13	Display ad – <i>Anchorage Daily News</i>	Amended hearing schedule (expanded hours)
October 13	Legal ad – <i>Anchorage Daily News</i>	Advertised document availability, public open house and hearings, expanded public hearing hours, and comment period for the <i>Draft EIS and Draft Section 4(f) Evaluation</i>
October 13	Display ad – <i>Frontiersman</i>	Amended hearing schedule (expanded hours)
October 13	Legal ad – <i>Frontiersman</i>	Advertised document availability, public open house and hearings, expanded public hearing hours, and comment period for the <i>Draft EIS and Draft Section 4(f) Evaluation</i>
October 26	First-class postcard to mailing list	Distribution to project mailing list; advertised comment period extension and contact information
October 27	<i>Federal Register</i>	<i>Federal Register</i> notice of comment period extension for the <i>Draft EIS and Draft Section 4(f) Evaluation</i>
October 27	Display ad – <i>Anchorage Daily News</i>	Advertised comment period extension, availability of the <i>Draft EIS and Draft Section 4(f) Evaluation</i> , how and where to review paper or electronic copies of the document, and contact information
October 27	Display ad – <i>Frontiersman</i>	Advertised comment period extension, availability of the <i>Draft EIS and Draft Section 4(f) Evaluation</i> , how and where to review paper or electronic copies of the document, and contact information

Project notifications and announcements—postcards, newsletters, and e-mails—related to the release and availability of the *Draft EIS and Draft Section 4(f) Evaluation*, the comment period, and the public hearings. Other notifications regarding the project, the comment period, and the public hearings were also prepared and distributed by interested parties and stakeholders, such as Trustees for Alaska, Alaska Center for the Environment.

8.2.4 Notification for Persons with Limited English Proficiency

On August 11, 2000, President Clinton issued Executive Order (EO) 13166 directing federal agencies to ensure that their programs and activities be accessible to persons with limited English proficiency (LEP). The EO requires each federal agency to develop and implement a plan by which LEP persons can meaningfully gain access to services provided by each agency, and do so without unduly burdening the mission of each agency.

In compliance with EO 13166, a multilanguage project flier was prepared and voicemail boxes and a multilanguage informational greeting were established that could be accessed through use of “1-800” numbers. Based on a qualitative project-specific survey of potentially affected businesses, residences, and nonprofit organizations, seven language groups were targeted: Spanish, Russian, Tagalog, Hmong, Chinese, Korean, and English. Interpreters recorded the informational greeting, checked for voicemail daily, and provided translation and interpretive services as needed. Translation of two phone calls requesting information regarding the public hearing occurred. Interpreters were available on request for special language needs at the public hearing, but no one requested this service. See Appendix G for copies of LEP materials.

8.2.5 Circulation and Transmission of the Document

The *Draft EIS and Draft Section 4(f) Evaluation* was transmitted to agencies, public officials, and members of the public known to have an interest and made available to the public as required by 23 C.F.R. § 771.123 and 40 C.F.R. § 1506.6(f). Table 8-2 reports individuals, agencies, and groups who received a copy of the *Draft EIS and Draft Section 4(f) Evaluation* and a letter of invitation to comment. Example letters inviting comment on the *Draft EIS and Draft Section 4(f) Evaluation* are included in Appendix G.

Table 8-2. Initial Distribution of *Draft EIS and Draft Section 4(f) Evaluation* with Invitation to Comment

<p>Federal BLM DOI, Office of Environmental Policy and Compliance FHWA MARAD NOAA Fisheries NPS US Army COE US EPA Region 10 US EPA Region 9 USCG 17 Coast Guard District USDOT USFWS USGS</p>	<p>State ADEC ADF&G ADNR ADNR ACMP ADNR DML&W ADNR OPMP ADNR, State Historic Preservation Officer ADOT&PF Alaska Department of Law, Attorney General’s Office</p> <p>Military ALCOM Elmendorf 3CES/CEVP Elmendorf 3rd Mission Support Group</p>
<p>Local Governments or Agencies AMATS Policy Committee ARRC MOA Office of Economic and Community Development MOA Planning Department MOA Project Management & Engineering MOA Traffic Department MSB Borough Manager MSB Director of Planning MSB, Port MacKenzie Port of Anchorage</p> <p>Tribes Chickaloon Village Traditional Council Knik Tribal Council Native Village of Eklutna Native Village of Tyonek</p>	<p>Public Groups Alaska Center for the Environment Alaska Conservation Alliance Alaska Public Interest Research Group Alaska Transportation Project Alaska Wildlife Alliance Cook Inlet Keeper Government Hill Community Council Sierra Club (Alaska) Trustees for Alaska</p>

Copies of the *Draft EIS and Draft Section 4(f) Evaluation* and all supporting technical reports were available free of charge on a compact disk (CD) for electronic viewing. The document could also be viewed on the project Web site at <www.knikarmbridge.com>.

Paper copies of the *Draft EIS and Draft Section 4(f) Evaluation* were available at the following public libraries:

Mat-Su – Big Lake Library, Palmer Public Library, Wasilla Public Library, and Willow Public Library

Anchorage – Alaska Resources Library and Public Information Services (ARLIS), Muldoon Public Library, Samson-Diamond Public Library, University of Alaska Anchorage Consortium Library, and Z. J. Loussac Public Library

Paper copies were available for a fee of \$200 (KABATA paid one-half of the \$400 printing cost). A paper copy was provided within 10 days of processing the request.

8.3 Meetings Held During Draft EIS and Draft Section 4(f) Evaluation Comment Period

8.3.1 Public Hearing

Public hearings were held on October 16 and 18, 2006, to seek comment regarding the *Draft EIS and Draft Section 4(f) Evaluation*. The public hearings allowed individuals 3 minutes and groups 5 minutes to testify. People could sign up to testify for each hearing session one-half hour prior to and during that session. Each individual or group was required to sign up in person to testify, and had one opportunity to testify as an individual and one opportunity to testify as a group over the 2-day period, at either the Anchorage or Mat-Su location.

Table 8-3 presents hearing locations, dates, and times.

Table 8-3. Draft EIS Public Hearing Locations, Dates, and Times

<u>In Anchorage</u>	<u>In the Mat-Su Borough</u>
Monday, October 16, 2006	Wednesday, October 18, 2006
Hotel Captain Cook 4th and K Street, Anchorage	Lake Lucille Inn, 1300 Lake Lucille Drive, Wasilla
Public hearing: Noon–3:00 p.m. 4:30 p.m.–9:00 p.m.	Public hearing: Noon–3:00 p.m. 4:30 p.m.–9:00 p.m.

Not everyone who attended the public hearings signed in. About 56 people attended the hearing in Anchorage, and 24 people attended in the Mat-Su. See Appendix H for public hearing materials. See Appendix I for the public hearing transcripts.

8.3.2 Public Open House

The open house sessions allowed the public to view project information and to speak with project staff who conducted engineering and environmental impact assessments. The open house sessions in Anchorage and the Mat-Su were identical in content. See Table 8-4 for open house locations, dates, and times. Nearly 129 people attended the open house in Anchorage and 76 people attended in the Mat-Su, although not everyone signed in.

Table 8-4. Draft EIS Public Open House Locations, Dates, and Times

<u>In Anchorage</u>	<u>In the Mat-Su Borough</u>
Monday, October 16, 2006	Wednesday, October 18, 2006
Hotel Captain Cook 4th and K Street, Anchorage, Alaska	Lake Lucille Inn, 1300 Lake Lucille Drive, Wasilla, Alaska
Open house: Noon–9:00 p.m.	Open house: Noon–9:00 p.m.

Special needs and hearing impairment accommodations were made available upon request; none were requested.

See Appendix H for open house materials.

8.3.3 Context Sensitive Solutions

A Context Sensitive Solutions Workshop, discussed in Section 7, occurred in December 2005. (See Appendix J for meeting notes for this workshop.) During the design stage of the Selected Alternative, FHWA will investigate additional measures to reduce or mitigate impacts to the Government Hill community. As part of this process the Government Hill Community Council, the public, and other interested parties will be given an opportunity to jointly develop solutions to the adversely affected communities through a design workshop.

8.3.4 Other Meetings

Other meetings also took place during the Draft EIS review and comment period. Table 8-5 notes these meetings in chronological order. (See Appendix J, Part I, for meeting notes and materials.) Table 8-6, organized by topic, documents correspondence that occurred after key meetings and any conclusions contained in the correspondence. (See Appendix J, Part II, for copies of correspondence.)

Table 8-5. Other Meetings Held Following Approval of the Draft EIS for Public Availability

Date	Meeting purpose	Participants	Meeting summary
09/21/06	Government Hill Community Council (GHCC) requested a project update at its regularly scheduled monthly meeting	<ul style="list-style-type: none"> ▪ GHCC members ▪ KABATA ▪ URS Corporation 	The GHCC requested that project representatives attend its monthly community council meeting to discuss the: 1) release of the <i>Draft EIS and Draft Section 4(f) Evaluation</i> , 2) upcoming public hearings and open house sessions, 3) process for commenting on the Draft EIS, 4) project funding, and 5) phased project construction.
10/10/06	FHWA and SHPO Section 106 consultation	<ul style="list-style-type: none"> ▪ SHPO ▪ GHCC members ▪ NPS ▪ Knik Tribal Council ▪ USACE ▪ ARRC ▪ Municipality of Anchorage ▪ KABATA ▪ ADOT&PF ▪ FHWA ▪ HDR Alaska, Inc. 	In compliance with Section 106 of the National Historic Preservation Act, consultation with the State Historic Preservation Office (SHPO) was held to discuss mitigation requirements to offset project related adverse effects on historic properties in the Government Hill neighborhood. FHWA sought assistance to develop a Memorandum of Agreement (MOA) with SHPO. Agreement was reached that consultations with SHPO would continue once the Recommended Alternative is selected.
10/11/06	FHWA and USACE Meeting to discuss the range of alternatives and alternatives screening	<ul style="list-style-type: none"> ▪ HDR Alaska, Inc. ▪ FHWA ▪ USACE ▪ URS Corporation ▪ KABATA ▪ Carter-Burgess 	The discussion centered on the full range of alternatives, including the No-Action Alternative evaluated in the EIS and the screening procedures used to determine reasonableness. Concern was expressed about having only two alternatives, a build and no-build. USACE has requested that modal alternatives be analyzed in greater detail within the EIS to meet requirements under the Section 404(b)(1) guidelines. In addition, Carter-Burgess presented an independent review of the multimodal transportation package.

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Table 8-5. Other Meetings Held Following Approval of the Draft EIS for Public Availability (*continued*)

Date	Meeting purpose	Participants	Meeting summary
10/12/06	Natural Resources IDT meeting for project mitigation	<ul style="list-style-type: none"> ▪ HDR Alaska, Inc. ▪ FHWA ▪ BLM ▪ URS Corporation ▪ KABATA ▪ National Marine Fisheries Service ▪ USACE ▪ USEPA ▪ ADNOR/OHMP ▪ USFWS ▪ Mat-Su Borough 	<p>Comments from natural resources agencies and mitigation measures were discussed during the project update meeting. The idea of development of an Environmental Management Tracking System for the KAC Project was introduced. The system would track the status of implementation of mitigation measures and environmental commitments made by FHWA and KABATA during all stages of the project. Many agencies requested an extension for supplying comments on the <i>Draft EIS and Draft Section 4(f) Evaluation</i> because of its voluminous size. A suggestion was made that agencies comment on their areas of expertise. For example, NOAA Fisheries would focus its review, comments and mitigation suggestions on EFH and beluga whales. (<i>Note: A time extension was subsequently granted.</i>) Several agencies described the lack of information in the Draft EIS on their areas of expertise. FHWA noted that the information was contained in individual Technical Reports that were previously provided to resource and regulatory agencies. The suggestion was made that meeting individually with agencies may be more productive. Agencies agreed to contact the Study Team if additional information was needed. FHWA confirmed agreement to incorporate all agency comments in the Final EIS if received by November 17, 2006.</p>

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Table 8-5. Other Meetings Held Following Approval of the Draft EIS for Public Availability *(continued)*

Date	Meeting purpose	Participants	Meeting summary
10/13/2006	Hydrology meeting with USACE	<ul style="list-style-type: none"> ▪ USACE ▪ FHWA ▪ KABATA ▪ HDR Alaska, Inc. ▪ URS Corporation 	Information was presented to address USACE’s hydrology and hydrodynamics concerns. Jim Aldrich, URS, presented a summary of the recent efforts, including suspended sediment sampling, ADCP data collection, and collection of seabed samples for critical shear tests.
10/19/06	GHCC requested a project update at its regularly scheduled monthly meeting	<ul style="list-style-type: none"> ▪ GHCC members ▪ HDR Alaska, Inc. ▪ URS Corporation 	Discussions focused on the upcoming public hearings in support of the October 10, 2006, <i>Draft EIS and Draft Section 4(f) Evaluation</i> . The pros and cons of the alternatives affecting the Government Hill neighborhood were reviewed and project phasing was described. In addition, impacts to historic properties and parks were discussed. The meeting concluded with a brief question-and-answer session and a reminder about the time limits of the comment period.
10/19/06	Teleconference meeting to discuss indirect and cumulative impacts	<ul style="list-style-type: none"> ▪ FHWA ▪ KABATA ▪ USEPA 	The focus of the teleconference was mitigation of indirect and cumulative effects in the Mat-Su. Smart Growth or Green Infrastructure principles and funding for resource inventories and a Borough staff position to establish “one-stop” permitting were discussed. The agencies acknowledged that the local governing body, the Mat-Su Borough, would need to embrace and support the concepts. The agencies agreed to continue the discussion with the Mat-Su Borough present.

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Table 8-5. Other Meetings Held Following Approval of the Draft EIS for Public Availability *(continued)*

Date	Meeting purpose	Participants	Meeting summary
10/24/06	Teleconference meeting to discuss indirect and cumulative impacts	<ul style="list-style-type: none"> ▪ FHWA ▪ KABATA ▪ USEPA ▪ Mat-Su Borough 	The Mat-Su Borough joined the teleconference to continue the discussion of mitigation of indirect and cumulative impacts. In general the Mat-Su Borough was receptive to the concept and added that a cultural resources inventory was needed. USEPA agreed to discuss mitigation of indirect and cumulative impacts with other resource agencies. The Mat-Su Borough agreed to outline its staffing and budget needs for FHWA and KABATA.
10/25/2006	Discussion of mitigation strategies and NOAA Fisheries comments on Draft EIS	<ul style="list-style-type: none"> ▪ NOAA Fisheries ▪ HDR 	The meeting was held to gather information from Larry Peltz, with NOAA Fisheries, prior to his leaving for a new position. The topics of discussion included mitigation strategies for the proposed crossing and NOAA Fisheries soon-to-be released comments on the Draft EIS. The meeting primarily focused on mitigation funds for a Ship Creek rehabilitation project.
10/27/2006	DNR comments on Draft EIS	<ul style="list-style-type: none"> ▪ ADNR-OPMP ▪ ADNR-OHMP 	The meeting focused on clarifying issues that ADNR has on the Draft EIS prior to release of its comments.
10/30/06	Teleconference meeting to discuss indirect and cumulative impacts	<ul style="list-style-type: none"> ▪ FHWA ▪ KABATA ▪ USEPA ▪ Mat-Su Borough ▪ USFWS 	During the teleconference, discussions continued on the program development plan, staffing needs, agency commitments, mitigation concept development, long-term financing, Borough support, and impact fee ordinances. The Mat-Su Borough also reconfirmed interest in the Smart Growth concept program, and USFWS stated its support for the program.
11/02/06	KABATA and USACE meeting to discuss USACE comments on the KAC Draft EIS	<ul style="list-style-type: none"> ▪ KABATA ▪ USACE 	KABATA and USACE met to discuss Draft EIS comments on wetlands, project design, bridge length, and mitigation.

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Table 8-5. Other Meetings Held Following Approval of the Draft EIS for Public Availability *(continued)*

Date	Meeting purpose	Participants	Meeting summary
11/07/06	KABATA and USACE teleconference meeting to discuss USACE comments on the KAC Draft EIS	<ul style="list-style-type: none"> ▪ KABATA ▪ USACE 	The teleconference was conducted in response to an April 28, 2006, letter from USACE regarding project purpose and need. Other issues discussed included sedimentation, logical termini, and mitigation.
11/08/06	Tribal meeting to discuss priorities and a replacement fish camp site	<ul style="list-style-type: none"> ▪ Knik Tribal Council ▪ Native Village of Eklutna ▪ KABATA ▪ HDR Alaska, Inc. 	Understanding of tribal priorities and continuing dialogue between tribal entities and KABATA were the goals of this meeting. This was not a Government-to-Government meeting. The Tribes want to identify and secure land for a replacement fish camp site with the help of KABATA.
11/09/06	Teleconference meeting to discuss indirect and cumulative impacts	<ul style="list-style-type: none"> ▪ FHWA ▪ KABATA ▪ EPA ▪ Mat-Su Borough ▪ USFWS 	The Mat-Su Borough confirmed it would provide a proposal to KABATA outlining its preliminary conditions, staffing and resource inventory needs, and budget framework. USEPA offered to coordinate an Interagency Memorandum of Agreement based on the Mat-Su Borough proposal.
11/20/06	KABATA and USACE meeting to discuss USACE comments on the KAC Draft EIS	<ul style="list-style-type: none"> ▪ KABATA ▪ USACE ▪ HDR Alaska, Inc. 	USACE Draft EIS comment letters dated April 6, 2006, and October 27, 2007, were the topic of conversation. Discussions centered on NEPA and hydraulic and hydrologic and sedimentation modeling.
11/27/06	Meeting to discuss crossing of ARRC rail yard	<ul style="list-style-type: none"> ▪ ARRC ▪ KABATA 	Several meetings with ARRC representatives have occurred regarding the Ingra-Gambell Couplet across the ARRC rail yard. KABATA met again recently with ARRC representatives on 11/27/06 to discuss bridge types, pros and cons of various bridge types, potential visual obstructions associated with the Ingra-Gambell Couplet crossing. Photo imaging of various bridge types were provided and discussed. KABATA will continue to work closely with ARRC during future project phases.

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Table 8-5. Other Meetings Held Following Approval of the Draft EIS for Public Availability *(continued)*

Date	Meeting purpose	Participants	Meeting summary
12/21/06	MSB meeting to discuss indirect and cumulative impacts	<ul style="list-style-type: none"> ▪ Mat-Su Borough ▪ KABATA 	KABATA offered \$100,000 per year for 2 years to fund a position at the Mat-Su Borough. The Borough would create a position to assist agencies in developing a consolidated permitting process for the Mat-Su Borough and facilitate planning efforts. KABATA would also provide up to \$70,000 for studies and inventories to develop a permitting center.
01/10/07	KABATA and USACE meeting to discuss USACE comments on the KAC Draft EIS	<ul style="list-style-type: none"> ▪ KABATA ▪ USACE 	The USACE met with KABATA to discuss bridge design and structure, embankments breaches, sedimentation, and cost.
01/19/07	Follow-up SHPO Section 106 Meeting	<ul style="list-style-type: none"> ▪ SHPO ▪ ADOT&PF ▪ FHWA ▪ KABATA 	This follow-up to the October 10, 2006, meeting on Section 106 issues focused on development of a Memorandum of Agreement, assessment of effects, and mitigation of indirect impacts. SHPO requested additional assessment of effects and mitigation for indirect effects before finalization of the Memorandum of Agreement.
02/05/07	Meeting to discuss status of Section 106 process with SHPO and the Advisory Council on Historic Preservation (ACHP)	<ul style="list-style-type: none"> ▪ SHPO ▪ ADOT&PF ▪ FHWA ▪ KABATA ▪ ACHP 	Purpose of meeting was to discuss the Section 106 process and how to proceed with development of a Memorandum of Agreement.
04/06/07	Hydrology and sedimentation meeting with USCOE	<ul style="list-style-type: none"> ▪ KABATA ▪ USACE ▪ HDR ▪ ENTRIX 	The purpose of this meeting was to give the USACE and update on the hydrology and sedimentation work done for the project. Since the last presentation to the USACE in December 2005 a review of the work product titled "Hydrology and Hydraulic Environment of Knik Arm" was completed by the Coastal Hydraulics Laboratory (CHL) and results distributed in May 2006. A technical meeting to review these comments was held in Vicksburg, at the CHL which both COE and KABATA consultants attended. In general, changes in the modeling had little effect on the results.

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Table 8-5. Other Meetings Held Following Approval of the Draft EIS for Public Availability *(continued)*

Date	Meeting purpose	Participants	Meeting summary
05/18/07	Pre-Section 7 Conference Discussion related to proposed listing status of the beluga whale under the Endangered Species Act and the KAC Project Final EIS	<ul style="list-style-type: none"> ▪ NOAA-NMFS ▪ FHWA ▪ KABATA ▪ HDR ▪ LGL 	<p>The purpose of the meeting was to discuss the recent proposed listing status of the beluga whale under the Endangered Species Act (ESA) in relation to the pending Knik Arm Crossing Final EIS, particularly relative to Conference proceedings under Section 7 of the ESA. One of the key questions to be answered was whether or not NOAA-NMFS would be recommending Section 7 Conference proceedings during the Final EIS/Record of Decision (ROD) time-frame. The meeting concluded that NMFS would not be requesting Conference at this time for the Final EIS/ROD, but that FHWA, as the action agency, needed to determine the need, appropriateness, and timing of a Section 7 Conference.</p>
06/14/07	Hydrology and sedimentation meeting with USCOE, Colonel Kevin Wilson, U.S. Army Corps of Engineers	<ul style="list-style-type: none"> ▪ Dale Paulson, KABATA 	<p>This meeting was to submit the final Hydrology and the Hydraulic Environment of Knik Arm report. This report was first issued in draft form November 2005. In December 2005 the USACE requested review by their Coastal and Hydraulics Laboratory (CHL). Some of the issues were resolved at a meeting in Vicksburg in July 2006, while others required more field studies. Supplemental field studies were conducted September – October 2006. This final report revision contains all the results of the supplemental field and analytical studies that were performed to respond to CHL concerns.</p>
8/15/07	To discuss draft Memorandum of Agreement (MOA) to address adverse effects under Section 106 of the NHPA	<ul style="list-style-type: none"> ▪ Dave Miller, FHWA ▪ Judith Bittner, SHPO ▪ KABATA ▪ ADOT&PF 	<p>To discuss issues regarding MOA development and how to address adverse effects pursuant to Section 106.</p>

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Table 8-6. Correspondence and Conclusions

Section 4(f) – Parks			
Date	Addressed to	From	Regarding
10/25/06	Mary Jane Michael, Municipality of Anchorage	Edrie Vinson, FHWA	This letter provides detail regarding mitigation of potential project impacts on Harvard and Sunset Parks. Because of existing contamination in the Cherry Hill area and the inability to identify a willing entity to take over the administration of the Wireless Building complex, FHWA indicates it would like to discuss other mitigation strategies. Other options in the letter include acquisition of replacement land for a park or pay-in-lieu, enhancement of existing park facilities, landscaping of park and greenbelt areas, park and recreation amenities for either the Degan or Erickson Alternatives, or provision of pedestrian and bicycle facilities in the Government Hill area. The letter requests comment on which project mitigation effort would best serve the Municipality of Anchorage.
03/24/07	David Miller, FHWA	Mary Jane Michael, Municipality of Anchorage	In this letter the Municipality states that the proposed mitigation measures detailed in FHWA’s October 25, 2006, letter are not adequate to maintain Government Hill community cohesion or the integrity of its parks. The letter notes that any land lost should be replaced with land of equivalent size and usefulness, and that the Parks and Recreation Department, working closely with the Government Hill community, should undertake any park selection, planning, or design process. It requests that this effort be fully funded as part of the KAC project. The letter also requests that the project purchase deteriorated properties in the business district for transfer to Municipal ownership and development of a neighborhood business district. The Municipality also notes an expectation that mitigation issues must be fully resolved and the complete funding package for the project secured before construction proceeds.
05/04/07	Mary Jane Michael, Municipality of Anchorage	John Lohrey, FHWA	FHWA responds that if the Degan Alternative is selected the FHWA will work with the Municipality to reestablish the displaced facilities of Harvard Park, with its dance hall and curling sheets. This statement is not made regarding the Erickson alternative. The letter states “if the Erickson alternative is selected, impacts to Harvard Park will be minimal, with only a fraction of an acre lost.” Related to Sunset Park, impacted under a Phase II connection to the Highway-to-Highway project, FHWA commits to the early acquisition of this park property to facilitate the mitigation process. Then, the appraised value would be made “up front for mitigation” while Sunset Park remains fully used during Phase I. The letter states that during this time, the Municipality and Government Hill could work together to determine how best to use those funds to mitigate the loss of the park land. Related to the Municipality’s request that FHWA purchase property for the development of a new business center, FHWA notes that “this is a separate and distinct issue from the displacement of park land.” FHWA does state that it will “consider creative and agreeable solutions to minimize and mitigate community impacts” during the CSS workshops that will be completed as part of the design phase.

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Table 8-6. Correspondence and Conclusions (continued)

Section 4(f) and Section 106 – Historic Properties			
Date	Addressed to	From	Regarding
10/10/06	Edrie Vinson, FHWA	GHCC, Bob French	In this letter, the Government Hill Community Council accepts “under protest” the FHWA’s invitation to attend the October 10, 2006, meeting with the State Historic Preservation Office, the FHWA, and other stakeholders. The letter articulates the GHCC’s position that owners of the historic properties were not notified of the meeting, and therefore FHWA is in violation of Section 106 regulations under 36 CFR 800.4(d).
11/13/06	John M. Fowler, ACHP	Judith Bittner, SHPO	In this letter SHPO informs ACHP about the adverse effects of the undertaking pursuant to Section 106 and requests the Council’s participation to assist in addressing the adverse effects of the KAC Project.
02/26/07	David Miller, FHWA	Charlene Dwin Vaughn, Advisory Council on Historic Preservation	This letter provides receipt of FHWA’s finding of adverse effect and provides notification that the ACHP will participate in the consultation process.
02/27/07	Honorable J. Richard Capka, Administrator, FHWA	John Fowler, Administrator, Advisory Council on Historic Preservation	This letter provides notification that the ACHP will participate in the consultation process.
03/15/07	Judith Bittner, State Historic Preservation Officer	David Miller, FHWA	This letter encloses for consideration a Memorandum of Agreement, and requests comments and recommendations by April 9, 2007. The letter also states disagreement with the State Historic Preservation Office’s comment (received during the open comment period for the Draft EIS) that the FHWA’s Area of Potential Effects is not broadly enough defined, and encloses documentation to demonstrate research and consultation that supports FHWA’s findings.
03/15/07	John Fowler, Advisory Council on Historic Preservation	David Miller, FHWA	This letter encloses for consideration a Memorandum of Agreement, and requests comments and recommendations by April 9, 2007. The letter also states disagreement with the State Historic Preservation Office’s comment (received during the open comment period for the Draft EIS) that the FHWA’s Area of Potential Effect is not broadly enough defined, and encloses documentation to demonstrate research and consultation that supports FHWA’s findings.

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Table 8-6. Correspondence and Conclusions (continued)

Section 4(f) and Section 106 – Historic Properties (continued)			
Date	Addressed to	From	Regarding
04/09/07	David Miller, FHWA	Judith Bittner, State Historic Preservation Officer	This letter acknowledges receipt of the March 15, 2007 letter from FHWA, which included a draft Memorandum of Agreement (MOA), and requests that FHWA extend the review period (from April 9, 2007 to April 19, 2007).
04/19/07	David Miller, FHWA	Judith Bittner, State Historic Preservation Officer	Letter acknowledges receipt of the March 15, 2007 letter from FHWA, which included a draft MOA. The letter clarifies that concurrence was provided on construction of the proposed KAC project, but a complete assessment of effects, including indirect effects, is still needed and pending. Also provides comments and suggested changes to draft MOA.
05/07/07	David Miller, FHWA	Charlene Dwin Vaughn, Advisory Council on Historic Preservation	This letter acknowledges receipt of the March 15, 2007 letter from FHWA, which included a draft MOA, and requests that the draft MOA be disseminated to all Section 106 consulting parties, and comments received from consulting parties and SHPO be forwarded to the ACHP for review, after which the ACHP will comment on the draft MOA.
06/11/07	Judith Bittner, State Historic Preservation Officer	David Miller, FHWA	This letter responds to SHPO's comments on the draft MOA, as stated in the April 09, 2007 letter. Includes consulting parties' correspondence and summary statement, as well as responses to specific comments and changes made to the draft MOA.
06/11/07	Charlene Dwin Vaughn, Advisory Council on Historic Preservation	David Miller, FHWA	This letter responds to ACHP's May 07, 2007 letter requesting consulting parties' comments. Includes supporting documentation on consulting parties' correspondence and statements to date, and explains that the draft MOA will be included in the Final EIS, for concurrent review by consulting parties. Clarifies that further comments from consulting parties during the Final EIS review will be forwarded to the ACHP for consideration as the draft MOA is finalized.
07/13/07	David Miller, FHWA	Judith Bittner, SHPO	This letter comments on June 11, 2007 letter, asserting that FHWA never received concurrence on a definition of area of potential effect (APE) and maintains that a comprehensive assessment of effects is still needed. Letter makes several comments of draft MOA based on need for further assessment of effect and suggests a meeting to discuss may be beneficial.
08/14/07	Judith Bittner, SHPO	David Miller, FHWA	Letter thanking SHPO for comments in July 13, 2007 correspondence, and suggests meeting to discuss issues of MOA further. Letter outlines FHWA position on SHPO comments in July 13, 2007 letter, and states that SHPO suggestions on consulting parties and progress review will be incorporated into MOA, but that FHWA maintains position on remaining comments on APE and effects.

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Table 8-6. Correspondence and Conclusions (*continued*)

Indirect and Cumulative			
Date	Addressed to	From	Regarding
04/19/06	Edrie Vinson, FHWA Henry Springer, KABATA	Murph O'Brien, Mat-Su Borough	This letter discusses direct, indirect, cumulative, and secondary impacts of the KAC Project in terms of transportation impacts, public facilities impacts, and land use impacts. It then presents the following measures for mitigating these impacts for FHWA's and KABATA's consideration: Prepare a Memorandum of Agreement with FHWA, DOT&PF, KABATA, and the MSB to ensure a balanced and integrated transportation funding program within the MSB; prepare a Memorandum of Agreement with KABATA, Resource Agencies, and the MSB to ensure agreeing to appropriate mitigation measures; initially fund \$70,000 for development of resource inventory and protection measures, a public facilities needs analysis, and a one-stop permitting center; and then develop a funding stream to finance these studies.
11/17/06	John Lohrey/David Miller, FHWA (<i>fax</i>)	Murph O'Brien, Mat-Su Borough	This letter provides additional detail for proposed project impacts and mitigation measures. To further address project impacts on the MSB transportation system, this letter requests the expansion of the Mat-Su logical terminus to the Parks Highway north of Big Lake, in addition to a Memorandum of Agreement related to a balanced and integrated transportation funding program. It also reiterates the earlier requests related to (a) a detailed natural resource inventory and analysis, (b) funding for the development of a comprehensive plan and the development of a special use district for the area of impact, (c) funding for a senior planning position to facilitate the management of the resource inventory, comprehensive plan, special use district, and multi-agency permit center, (d) funding for staff for the permit center through the year 2030, and (e) funding for a green infrastructure analysis, planning, and education effort.
03/01/2007	Murph O'Brien, Mat-Su Borough	John Lohrey, FHWA	This letter acknowledges the Mat-Su Borough letter dated November 17, 2006, and explains that it is appropriate for the Mat-Su Borough to work with the project sponsor (KABATA) on mitigation, because FHWA does not have a requirement to mitigate indirect effects. FHWA expresses support for the agreement between KABATA and the Mat-Su Borough to develop a consolidated permitting process to facilitate planning. Regarding the Mat-Su Borough comments on logical terminus, FHWA indicates in this letter that the project was never intended to be the whole of the regional transportation system, and the terminus will remain at Burma Road, as referenced in the December 2005 joint Memorandum of Agreement.

(continued on next page)

Table 8-6. Correspondence and Conclusions (continued)

Beluga			
Date	Addressed to	From	Regarding
07/03/07	Ken Hollingshead, NOAA, NMFS	John Lohrey, FHWA	This letter provides FHWA responses to NMFS comments on the Draft EIS and Letter of Authorization. The letter also states FHWA's determination to not enter conference at this time, but commits to conference and/or consultation regarding the Cook Inlet beluga, should such action be appropriate in the future.
Context Sensitive Solutions—Government Hill			
Date	Addressed to	From	Regarding
11/05/06	Edrie Vinson, FHWA	Stephanie Kessler, GHCC	In this letter the GHCC provides written request for additional context sensitive solutions sessions (CSS), as FHWA indicated would occur following the December 2005 CSS session. (This request is reiterated in Draft EIS comments received in separate correspondence, but Draft EIS comments are not summarized in this table).
12/19/06	Melinda Gant and Stephanie Kesler, GHCC	Dave Miller, FHWA	The letter refers to the December 2005 context sensitive solutions workshops (see Appendix J, following this letter, for a copy of the workshop meeting notes). FHWA responds that many of the ideas discussed at that workshop are reflected in the Draft EIS. The letter states that FHWA cannot accommodate additional CSS at this time, but notes that there would be opportunities during the design stage of the project. During the design stage, the letter states, FHWA will investigate additional measures to reduce or mitigate impacts to the Government Hill community, and as part of this process it will give GHCC, the public, and other parties the opportunity to jointly develop solutions through a design workshop.

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Table 8-6. Correspondence and Conclusions (*continued*)

Tribal Consultation			
Date	Addressed to	From	Regarding
03/20/07	Michael Tucker, Knik Tribal Council	John Lohrey, FHWA	In its Draft EIS comment letter (see Appendix L), the Tribe presents priorities for compensation, including funding for clean up and containment of Tak'at and the acquisition of land for a permanent fish camp site. In this response letter to the Knik Tribal Council, FHWA indicates it is willing to assist the Tribes in finding an adequate replacement fish camp and requests that the Knik Tribal Council coordinate with the Native Village of Eklutna to identify a shared property. FHWA also informs the Tribe that it will not be able to accommodate requests for clean-up and containment of Tak'at and clean-up and access to the parcel of land currently identified. FHWA informs the Tribe that Mr. Lohrey will be the contact for the KAC Project.
03/22/07	Daniel Alex, Native Village of Eklutna	John Lohrey, FHWA	In its Draft EIS comment letter (see Appendix L), the Tribe presents priorities for compensation, including seed money for a community hall, acquisition of property near or within the village, and historic markers. In this response letter, FHWA indicates it is willing to assist the Tribe in finding an adequate replacement fish camp and requests that the Native Village of Eklutna coordinate with the Knik Tribal Council to identify a shared property. FHWA also states that it will not be able to accommodate requests for seed money for a community hall, property within the Tribal community, or funding for historic markers. FHWA informs the Tribe that Mr. Lohrey will be the contact for the KAC Project.

8.4 Comment Database and Process

A comment database was established to track all agency, tribal, and public comments received on the *Draft EIS and Draft Section 4(f) Evaluation*. During the review and comment period, public testimony was recorded at two public hearings and oral comment was recorded at two public open house meetings, one each in Anchorage and the Mat-Su. Comments were also submitted by the public, organizations, governmental agencies, and tribes by letter or on comment sheets available on the project Web site and at the open house meetings. Comments were received by way of e-mail, U.S. Postal Service, hand-delivery, and fax to FHWA and KABATA. All comments received or postmarked by November 17, 2006, are included in this section or its Appendixes.

8.4.1 Analysis Process

The process and methodology used to track and code comments received during the public review period was a multistage process that included assigning each comment a tracking number, identifying substantive comments, grouping comments into categories, and responding to each substantive comment.

Most of the testimony and written submittals contained multiple comments. These comments were identified and, where possible, grouped into categories (e.g., wildlife, land use, cost). Some comments did not readily fall into a specific category. These comments were placed into an “other” comment category. Many comments in each category raised similar concerns; therefore, it was possible to group and sort issues together for a response.

8.4.2 Comment Tracking

Each comment (e-mail, published comment form, open house comment form, letter, transcribed oral comment, or public hearing testimony) was assigned a unique identifying number in the general order received and was entered into a database along with the name of the commenter, the date received, and contact information.

8.4.3 Comment Coding

After being assigned a number, each comment document was reviewed to identify the individual comments within. Each individual comment was then assigned a unique numerical code (e.g., 1, 2, 3), which was added to the document number. This ensured that each comment had a unique descriptor that could be readily referenced to the originator. After comments were identified, it was determined whether the comment was substantive.

Substantive comments are those that

- question the accuracy of information
- question the accuracy of the analysis
- present a reasonable alternative
- would cause changes or revisions to the proposed action
- raise specific issues or concerns regarding the project or study process

Next, each was assigned to each of three categories that reflected the substance of the comment (primary, secondary, and tertiary topics). In general, the primary topic identified

the section of the Draft EIS and Draft Section 4(f) Evaluation being commented on, such as noise, surface water, or transportation. The secondary topic, in general, identified the location being discussed, like Anchorage, or Mat-Su. The tertiary topic identified whether the comment was about a direct or indirect impact, or whether it was opposed or supportive in nature.

8.4.4 Issue Categories

Next, each coded comment was studied to identify the “issue” it presented or the “why” of the comment: e.g., costs are too high, traffic will be improved, impacts are too great, the belugas will be harmed, the community needs room to grow. Thus, all similar comments coded under the three topic areas with similar issues could be sorted and grouped together for a response.

8.5 Agency Comment Summary

FHWA received 18 written comments from federal and state agencies and from local governments. The written comments and oral testimony often contained more than one comment or issue. The following federal and state agencies and local governments commented on the project:

- Five out of the ten Cooperating Agencies provided written comments, including USACE, NOAA Marine Fisheries, BLM, the Mat-Su Borough, and the Municipality of Anchorage.
- The following federal agencies provided written comments: USEPA, USACE, USDOJ (NPS, USFWS, and USGS), NOAA Marine Fisheries, BLM, and the Marine Mammal Commission.
- Seven state agencies provided written comments, including the Alaska Department of Natural Resources (DNR/OPMP, DNR/OHMP, ADF&G, DEC, DNR/DMLW and DNR/SHPO), and ARRC.
- Two local agencies or governments, the Mat-Su Borough and the Municipality of Anchorage (including the POA), provided written comments

All comments received have been documented and responded to in the *Final EIS and Final Section 4(f) Evaluation*. For verbatim comments and corresponding responses, see Appendix K (the Comment-Response Report), which is divided into three sections—Agency, Tribe, and Public. In Appendix K, a particular agency’s comments and the corresponding responses can be found by using the table of contents that follows the “Agency” divider. Agency letters in full text are included in Appendix L. An overview of comments received from federal and state agencies and local governments are as follows.

Federal Agencies

Marine Mammal Commission

- Cook Inlet beluga whales
 - incorporate up-to-date information on the population, including 2006 population estimates and population trends
 - discuss existing risks to the population and impacts of addition disturbances

- mitigation measure may not be sufficient to comply with the MMPA
- more research to support conclusions
- expand on discussion about beluga habitat
- clarify the “take” level, A or B
- more discussion on long-term impacts (from noise disturbance)
- the risk of stranding events
- impacts from construction activities
- beluga whale behavioral response to pile driving is unknown
- harassment
 - potential for injury is included in the definition of harassment under the MMPA
 - incidents of harassments are likely to increase with an increase in human presence
- cumulative impacts to beluga whales could be substantial
- NMFS should not support nonnegligible impact finding
- include more information on habitat use
- more impact analysis needed
- more analysis needed on impacts to habitat use of Knik Arm and susceptibility to strandings and predation
- effectiveness of proposed mitigation measures is questioned

National Oceanic and Atmospheric Administration (NOAA) Fisheries-Previously National Marine Fisheries Service (NMFS)

- Cook Inlet beluga whales
 - information
 - incorporate current information
 - if the beluga whales are listed under the ESA, requirements under the ESA will need to be fulfilled
 - more analysis on construction techniques to minimize in-water noise
 - include more information on cumulative impacts to marine mammals from the *Cumulative Impacts* Technical Report
 - impacts
 - habitat
 - foraging
 - potential stranding events because of hydrology changes
 - runoff from the bridge
 - bridge lighting
 - use and movement in and out of Knik Arm
 - contribution to the declining population
 - recovery and conservation
 - noise impacts
 - construction impacts
 - cumulative impacts
 - mitigation
 - more specific mitigation measures
 - minimization of impact on beluga whales
 - recommends mitigation for untreated runoff from the bridge into Knik Arm

- recommends mitigation to prohibit ships and boats associated with construction from traveling north of the bridge area
- recommends year-round restriction on pile driving
- recommends the use of aerial survey or shoreline observers to avoid small boat harassment
- Salmon
 - impacts
 - juvenile salmon
 - noise impacts
 - habitat
 - migration
 - hydrology
 - mitigation
 - more specific mitigation measures needed
 - minimize impact on salmon
 - include Anchorage Debit/Credit Methodology into the EFH conservation measures
 - add measure addressing pile driving during juvenile salmon peak season
- Alternative Analysis
 - prefers the No-Action Alternative
 - prefers longer bridge length compared with the shorter bridge length
 - more analysis needed
 - more alternatives needed

US Bureau of Land Management (BLM)

- BLM noted no substantive deficiencies in the *Draft EIS and Draft Section 4(f) Evaluation*

US Army Corps of Engineers (Cooperating Agency)

- Requests that issues be addressed prior to continuing with NEPA process
 - Disclose previous USACE discussions
- Alternatives analysis and Section 404(b)(1) requirements
 - failure to identify the least environmentally damaging practicable alternative
 - range of alternatives too narrow
 - further evaluate the expanded ferry alternative
- Not in agreement on bridge length
- Need for additional hydrological analysis modeling
 - Impacts to Port of Anchorage
 - Impacts to beluga whales
- Need for additional sedimentation modeling
 - Impacts to Port of Anchorage
 - Impacts to beluga whales
- Mitigation measures not adequately developed
- Logical termini
 - unreasonable to assume Burma Road is logical terminus
- Possible need to prepare a Supplemental EIS due to lack of adequate data and analysis

- Purpose and need
 - No-Action Alternative

US Department of the Interior (National Park Service, US Fish and Wildlife Service, and US Geological Survey)

- Section 4(f) concerns
 - develop measures amenable to the Municipality of Anchorage and Government Hill community to mitigate effects to Section 4(f) resources
 - add Section 6(f) to body of the Section 4(f) evaluation
 - request consultation and review of the *Final Section 4(f) Evaluation* before publication of the Final EIS
- *Draft EIS and Draft Section 4(f) Evaluation* concerns
 - inadequate analysis of environmental consequences on DOI trust resources
 - more in-depth analysis needed of the range of alternatives
 - 14,000 foot bridge
 - expanded ferry system
 - expand the cumulative effects analysis
 - anadromous fish
 - fish habitat
 - migratory birds
 - wetlands
 - expand construction-related irreversible and irremediable commitment of (DOI) resources
 - inadequate avoidance, minimization, and mitigation analyses of impacts
 - underestimation of impacts to natural environment
 - hydrology and hydrologic modeling, including field data
 - better documentation of scour needed

US Environmental Protection Agency (USEPA)

- Potential direct and indirect effects of the project on aquatic resources
- Alternatives analysis
 - explore and evaluate additional alternatives in more detail
 - other alternatives may meet the legislative intent to further the transportation system
 - ferry alternative
 - Cook Inlet ferry should receive greater attention and be considered the Preferred Alternative
 - rail bridge
 - recommends further studies, coordination, and collaboration with ARRC
 - include more analysis on alternative bridge length
- Disclose funding mechanisms; compare environmental/economic costs of bridge lengths
- Manage impacts to water quality from surface water runoff from project infrastructure
- Recommends modifying the proposal and taking additional steps to avert/mitigate indirect impacts in the Mat-Su
- Cook Inlet beluga whales

- recommend examining alternatives that would best avoid and minimize impacts to beluga whales
- continue working with NOAA Fisheries to improve/expand mitigation
- Improve analysis to minimize impact on fish and wildlife, including habitat loss, habitat fragmentation, and degradation
- Improve impact analysis
- Air quality
 - include local information on construction, operation, and maintenance
 - include local cumulative effects on construction and operation
 - include a more complete discussion on air quality in Government Hill's
- Analyze and respond to tribal concerns, community impacts to Government Hill community, impacts from the growth in the Mat-Su
- Mitigation
 - address and consider mitigation for the potential decline of subsistence resources
 - Draft EIS may not provide sufficient mitigation measures to offset adverse effects of project
 - develop and include more mitigation measures to reduce direct and indirect impacts
- Efforts made during the NEPA process
- Potential direct and indirect impact on the aquatic resources: beluga whales and EFH
- Potential direct impacts to wetlands, subtidal waters, and estuarine shores
- Avoid or minimize impacts to the environment of Knik Arm, the Mat-Su, and the Anchorage Bowl
- Explore and evaluate additional alternatives in more detail
- Develop more mitigation measures
- Incorporate the results from the modeling done by USACE on hydrology and sedimentation
- Include more terrestrial mammal data and mitigation measures
- Include specific habitat use and a more thorough impact analysis on beluga, fish, birds, and terrestrial mammals
- Include the infrastructure needs, costs, and management burden in the Mat-Su that would occur with project implementation
- Include a cost break-out/demonstration of financial feasibility for the project in accordance with the limits set by the project screening criteria
- Avoidable impacts to wetlands and aquatic resources
- No-Action and expandable ferry alternatives would minimize impacts
- EPA's rating of the Draft EIS
- DEIS concerns related to project purpose and need, range of alternatives, and identification of the preferred alternative

State Agencies

Alaska Department of Natural Resources (DNR/OPMP, DNR/OHMP, ADF&G, DEC, DNR/DMLW and DNR/SHPO)

- Supports the proposed action
 - appreciates level of involvement
- Broader range of alternatives
 - consider a longer bridge span with no approach fill
- More supporting scientific data to quantify effects of alternatives
- Revise indirect effects to EFH
- Need for additional hydrological analysis modeling
- Need for additional sedimentation modeling
- Identify and evaluate pile-driving alternatives
- Indirect and cumulative effects in the Mat-Su
 - increased development
- Include beluga whales as a Species of Special Concern
 - avoidance and minimization
- Need for moose studies and mitigation
- ACMP comments
 - will require more detail when submitting permit applications
- Deficiencies in evaluating the direct impacts to character defining features of Government Hill Urban Renewal Historic District
 - need for mitigation measures
 - longer tunnel
 - visual and audible impacts
 - sidewalks
 - division of neighborhood impacts and mitigation
 - additional analysis needed to comprehensively address direct, indirect, and cumulative effects

Alaska Railroad

- Need for rail bridge and compatibility for rail bridge
 - geometric issues for rail accommodation
 - do not preclude future rail
- Need to minimize impacts to Ship Creek facilities and operations
- Compensation for ROW and leaseholder impacts
- No agreement on pile locations for Ship Creek rail yard crossing
- Need for economic assessment of the gravel business (market)

Port of Anchorage

- Identify a northern port access in the Final EIS
- Port expansion on tidelands to the north

Local Governments

Mat-Su Borough (Cooperating Agency)

- Concerns related to project costs
 - consider increase in costs of construction material
- Diversion of transportation funding
 - reordering of Mat-Su transportation priorities
 - great need for transportation improvements in the Mat-Su
 - no guarantee on funding for Burma Road
- Need for additional hydrological analysis modeling
- Need for additional sedimentation modeling
- Logical terminus in the west (extend north)
- Context sensitive design for Big Lake area
- Range of alternatives too narrow
- Sensitive agricultural lands
 - assumption agricultural lands use changes to residential
 - restrictive covenants on deeds for agriculture only
- ACMP comments
- Impacts to State game refuges
- Need mitigation of indirect and cumulative impacts
- Transportation impacts
 - construction of Burma Road extension
 - Burma Road not funded as part of the KAC Project
 - need to extend project to the Parks Highway
- Public facilities and infrastructure issues
 - population growth in Southwest Mat-Su
 - need for planning
 - funding needs
- General mitigation needs

Municipality of Anchorage (Cooperating Agency)

- Supports the project
- Unacceptable alternatives
- Inadequate connectors into Anchorage
- Neighborhood/Government Hill impacts are unacceptable and not mitigated
 - impacts to commercial property
- Traffic impact on Anchorage is unacceptable
 - gravel trucks through Downtown
 - no traffic relief on Glenn Highway
- Pedestrian and truck traffic conflicts along A-C Couplet
 - jeopardizes private investment in central business district
 - detrimental to Anchorage History and Art Museum expansion
 - impacts ability to create a pedestrian-friendly environment
- Range of alternatives

- screening process inadequate
- Impacts to parks and lack of mitigation strategy
 - not consistent with park plan improvements
- Impacts to historic properties and lack of mitigation strategy
- Diversion of transportation funding
 - prioritize with other TIP and STIP projects
- Flaws in traffic demand model
- Financial feasibility risky
- Project costs unrealistic
- Inconsistencies with the comprehensive plan
- Concerned with economic impacts
 - no economic benefit
 - jobs and businesses shift to the Mat-Su
 - population shifts to the Mat-Su
 - impact to property values
- Impacts to POA
 - sedimentation impacts
 - impacts to POA expansion to the north
 - use of tidal lands
- Slope stabilization
- Use of tidal lands
- Predetermined outcome in *Draft EIS and Draft Section 4(f) Evaluation*
- Comments on Technical Reports
 - lack of traffic model validation
 - traffic forecast overestimated
 - commercial development

8.6 Tribal Comment Summary

FHWA received two written comments from tribes. The written comments and oral testimony often contained more than one comment or issue. Both of the affected Tribes, Knik Tribal Council and Native Village of Eklutna, provided written comments

All Tribal comments have been documented and responded to in the *Final EIS and Final Section 4(f) Evaluation*. For verbatim comments and corresponding responses, see Appendix K (the Comment-Response Report), which is divided into three sections—Agency, Tribe, and Public. In Appendix K, a particular Tribe’s comments and the corresponding responses can be found by using the table of contents that follows the “Tribe” divider. The full text of the Tribal letters is included in Appendix L. Tribal comments are detailed below.

Knik Tribal Council

- Tak’at (fish camp site)
 - site is littered with dangerous materials
 - monetary mitigation requested
 - confirmed by FHWA as site of historical and cultural use
 - site is contaminated with toxics

- anticipated Government Hill losses are sincere and formidable, but pale when compared with the magnitude and historical significance of the permanent loss of Tak'at
- mitigation site is required

Native Village of Eklutna

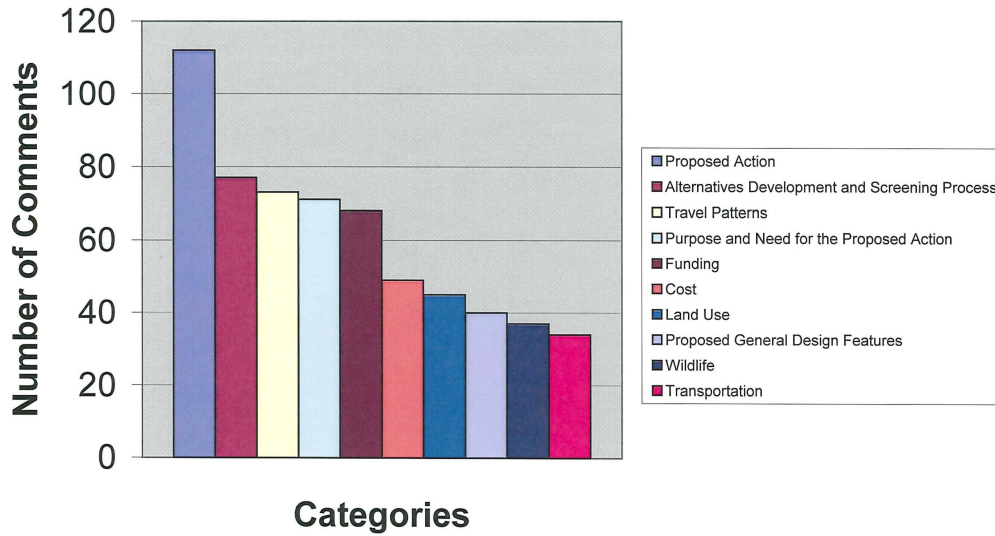
- Tak'at (fish camp site)
 - important historic site for Eklutna people
- Request involvement in the Section 106 compliance activity that would occur on Elmendorf
- Concerned that development (road and bridge connection) brought on by project will result in negative impacts and destruction of Dena'ina cultural resources and historical evidence
- Designation of nonsubsistence areas is a game of semantics and legalese
- Comments on Draft EIS
 - change Knik Arm Dena'ina to Upper Inlet Dena'ina in the EIS
 - many historic sites exist that are not listed in Section 3.6
- Comments on beluga whales
 - address concerns of the Marine Mammal Commission before permitting for incidental beluga takes and bridge construction
 - investigation for beluga should include a clearinghouse on Cook Inlet beluga information (especially with regard to cumulative impacts)
- Salmon studies should continue
- Ordinary historic sites of tribes should be sought for identification (historic sites are not just about buildings)
- Concerned about pollution in Cottonwood Creek and the Matanuska River and impacts to Knik Arm waters
- Request replacement of Tak'at fish camp, which was illegally taken
 - possible replacement land includes Goose Bay site after it is cleaned of toxic chemicals and ordnance

8.7 Public Comment Summary

FHWA received 263 written or oral comments and oral testimony from the public, including nongovernmental organizations. The written comments and oral testimony often contained more than one comment or issue.

See Figure 8.1 for comments grouped into generalized categories such as Proposed Action, Transportation, and Funding. Figure 8.1 reflects the number of times comments regarding these issues were raised in written submissions and oral testimony. The figure depicts the top ten categories of public comments received.

**Figure 8.1: Top 10 Comments Received
Grouped by Specific Category**



The following is a summary that further details the specifics of each of the top ten generalized categories of comments submitted by the public and shown in Figure 8.1. These categories and comments are a synopsis of information generated by the comment and response database. For verbatim comments and corresponding responses, see Appendix K (the Comment-Response Report), which is divided into three sections—Agency, Tribe, and Public. In Appendix K, comments and the corresponding responses are organized by topic. The table of contents that follows the “Public” divider lists these topics, and can be used to locate particular comments. See Appendix L for original copies of comments.

Proposed Action

- Include park for Degan Alternative as mitigation
- Proposed action is against the will of the community of Government Hill; will devastate Government Hill
- Abandon the project
 - megaprojects fail in Alaska; not affordable
 - proposed action will increase downtown traffic
 - proposed action will increase sprawl
 - study multimodal opportunities
 - believes the project will decrease property values
 - will not solve commute problems (from Mat-Su)
 - will negatively affect existing regional transportation system(s)
- Proposed action is incorrect action
 - will not benefit majority of citizens
 - waste of taxpayers money
- Proposed action is good and will:
 - help congestion from Mat-Su, increase safety

- increase economic development, boost economy
- allow expansion/growth in the Mat-Su and near Anchorage
- compensate Government Hill residents for property losses
- Build the project (proposed action)
 - build 4 lanes
 - prefer Erickson Alternative to Degan Alternative
 - will enhance existing infrastructure
 - project will support gas line and other industries
- Project will be a target for terrorists
- Project should connect into the Ingra-Gambell Couplet as part of Highway-to-Highway Project
- Route north not the most direct northern route possible
- Do not name bridge after any legislator
- Draft EIS is missing information and is a misuse of public funds
 - cannot identify range of impacts and mitigation
- *Draft EIS and Draft Section 4(f) Evaluation* studied everything and answered every question
- Tolls in one direction only or no toll at all?

Comments that seemed to indicate a preference for building or not building the project, for example “build the project” and “abandon the project,” were about evenly split. Many comments that related specifically to the (then) proposed action had concerns about building through the Government Hill community, and had a preference for the Erickson Alternative instead of the Degan Alternative. Other comments included a desire to limit or eliminate project tolls and a preference for connecting into the Ingra-Gambell Couplet instead of to Downtown. See Appendix K for verbatim comments and corresponding responses for the Proposed Action category.

Alternatives Development and Screening Process

- Carry forward alternatives that bisect military land
- Carry forward the Anchorage Access Solution (Elm Street) alternative
- Avoid military land because of safety and security risks
- Avoid Government Hill and Downtown
- The 8,200-foot bridge alignment is a reasonable alternative
- The Erickson Alternative is reasonable
- Further evaluation of multimodal alternatives is needed
- Further evaluation of nonbridge alternatives is needed
- Concerned about the effect of the \$600 million financial feasibility limit on analyses of reasonable alternatives
- Postpone amending the Anchorage *Long-Range Transportation Plan*
- Concerned that Preferred Alternative was predetermined
- Draft EIS contains an insufficient range of alternatives
- Use previous reports and studies and scoping input
- Project does not serve the majority of Mat-Su residents

- Northern Alternative is a reasonable alternative
- Screening process was flawed, biased

Most of the comments about alternatives development and screening process focused on the following issues: 1) the need for further study of alternatives that avoid the Government Hill community by bisecting or skirting military land, including the Anchorage Access Solution (Elm Street) alternative; 2) the need for further study of multimodal and nonbridge alternatives; and 3) an insufficient range of alternatives was studied in the *Draft EIS and Draft Section 4(f) Evaluation*. See Appendix K for verbatim comments and corresponding responses for the Alternatives Development and Screening Process category.

Travel Patterns

- Routing traffic through the already-crowded A-C Couplet and Downtown by way of Government Hill will be a mistake; route traffic elsewhere, for example Ingra-Gambell
 - routing traffic through Downtown will ruin pedestrian areas and character
 - too many cars will be added to Elmendorf rush-hour traffic
 - will cause gravel trucks to be routed through Downtown
 - will harm museum
 - travel pattern will harm museum
- Complete Highway-to-Highway Project before Knik Arm Bridge; do not route traffic through A-C Couplet
- Commuter traffic (travel time, distance, and congestion) between the Mat-Su and Anchorage will not improve
 - will conform to Anchorage CBD plan
- Glenn Highway users will not be motivated to use bridge, based on its location
- Tourists will bypass Wasilla and Palmer
- Direct route to Willow should be considered
- Include changes in work/leisure travel pattern/frequency because of global economic shifts
- Project does not connect directly to the highway in Phase 1
- Project encourages more automobile driving
- Not enough traffic equates to not enough money from tolls
- Travel time to developable land will be reduced
- Direct bridge access for trucks coming and going to the POA must be considered, which will help trucks avoid Downtown
- Draft EIS does not address change in travel and associated generation of greenhouse gases

Most of the comments about travel patterns indicated that the Phase 1 connection of the bridge to the A-C Couplet and Downtown through Government Hill was unacceptable. A similar number of commenters suggested that a more favorable connection could occur after the Highway-to-Highway Project was completed. Other comments in this section seem to suggest that existing travel patterns will not be altered by development of the project. See Appendix K for verbatim comments and corresponding responses for the Travel Patterns category.

Purpose and Need for the Proposed Action

- Developable land near Anchorage is important
 - project not needed for Anchorage to grow
 - concerned that Anchorage will annex Mat-Su land
- Project is essential for both the Mat-Su and Anchorage's economic and other growth
- Because of bridge, land values will increase
- Bridge is needed as alternate emergency route
- Concerned that the KAC Bridge and A-C Viaduct will not survive an earthquake; other modes will work better (shelter in place, etc.)
- Who established and how was the \$600 million financial feasibility mark established?
 - project is not financially feasible
 - limiting alternatives to meet \$600 million criterion is violation of law
- How did the purpose and need evolve over time?
- How was KABATA created and how is it being funded?
- EIS should include more analysis of what the project will save rather than emphasize what it will cost
- Narrow purpose and need; including "building a bridge" in purpose and need intentionally precluded other alternatives
- Believes that the need for a bridge to:
 - move freight and goods does not exist
 - improve connectivity for the movement of people does not exist
 - provide access between ports is arbitrary
 - improve infrastructure is illusory
 - provide transportation redundancy has not been demonstrated
- Northern Corridor from POA and POA plans incorrect
- Population does not justify continuing this project
- No purpose or need for the project
- Unnecessarily and adversely affects Government Hill
- No question about the need for this project
- Project was created by politicians instead of by public processes
 - project is about economic development, not transportation
- Regional connectivity already exists
 - travel time will not be saved
- Regional connectivity needed to handle traffic
- Draft EIS does not provide information on costs that sufficiently refutes previous studies
- POA issues
 - POA and Port MacKenzie users and businesses can use ferry for access
 - POA truck traffic and access are not helped by project
 - without Ingra-Gambell connection to Glenn Highway, project will not help POA
- Plans that do not support the project:
 - *Anchorage 2020*
 - Economic Development Plan
 - Port Mackenzie plans

- unlawful to presuppose that the project will be included in the Anchorage *Long-Range Transportation Plan*
- Purpose and need ignore views of Congress
- Resolution 1-03 does not support the crossing without rail; its inclusion is misleading
- Intent of Alaska Legislature should not be listed as a need
- No information regarding benefits and costs for freight trucks

The majority of the comments regarding Purpose and Need focused on the concerns that it was unduly narrow, and including “building a bridge” language intentionally precluded other alternatives. Other commenters suggested that the project was needed to support regional transportation, provide an alternative emergency route, open developable land near Anchorage, and support both the Mat-Su and Anchorage’s economic growth. See Appendix K for verbatim comments and corresponding responses for the Purpose and Need category.

Funding

- Against a toll facility as part of the project
 - question accuracy of toll projections
- Concerned that Alaska cannot afford this project
- How will bridge operations and maintenance be funded?
- Redirect money elsewhere, for example to other communities, surface transportation projects, multimodal transportation projects, and social programs
- This is a misuse of federal and state money
- The funding issue was not adequately addressed in Draft EIS
 - funding plan should be included
- Believe that the Mat-Su should receive more money from bridge project
- The State permanent fund should invest in the project
- Concern over mix of private funding and public rights (eminent domain)
- Private investors will not invest in nonviable project
- Suggested that no construction will begin until all project funding is secured

The majority of comments received about funding focused on redirecting state and federal money to other alternatives, communities, social programs, or projects, including other surface and multimodal transportation projects. See Appendix K for verbatim comments and corresponding responses for the Funding category.

Cost

- Current project cost is lower than previously estimated cost
- Costs for alignments are not consistent or are unclear
- Current projected project costs are unrealistic, unclear, or outdated
- Project will cost too much
- Need to address the cost/benefit ratio for the project in the Draft EIS
- Assumptions used to create project cost are unclear or unrealistic
- Draft EIS does not include costs for project cost overruns or unexpected issues

- Use project funding for other projects; project not currently economically feasible
- Long-term economic viability of the bridge is not adequately addressed in the Draft EIS
- Tolls are too high
- Project costs should include Phases 1 and 2

Most of the comments regarding cost focused on the concerns that the project cost estimates were unrealistic or already outdated. Other concerns included the high cost of the project, the need for spending money allocated for the project on other projects in the state, and the need for a favorable cost/benefit ratio before building the project. See Appendix K for verbatim comments and corresponding responses for the Cost category.

Land Use

- Impacts to Mat-Su
 - believes that Port MacKenzie will benefit from the project
 - suggests that the big winners are land owners/developers
 - concerned that the cohesive Point MacKenzie community will be turned into a bedroom community of Anchorage including loss of open space; project promotes sprawl
 - suggests that it makes more sense to develop businesses/services in the Mat-Su rather than in Anchorage
 - linking Knik-Goose Bay to Anchorage will encourage unregulated development
 - the Mat-Su will benefit from the project; increase tax base
 - project will subsidize area without business base or infrastructure
 - project will adversely affect quality of life
 - project will promote residential and commercial growth
 - suggested relocating military assets to the Mat-Su for federal money
 - needs land use controls
 - Palmer will suffer if growth is redirected
 - project will shift development away from existing infrastructure and services
 - impacts to Anchorage
 - needs more study of impacts to Anchorage, Government Hill
- Project will limit growth and redevelopment of Anchorage
 - impacts to Downtown businesses/institutions not adequately addressed
 - Anchorage Access Solution will renew business district in Government Hill
 - differential impacts between the Mat-Su and Anchorage
 - project will provide low-mileage connection between low-density development areas
 - project will provide access to industrial land for business sectors
- Concerned that impacts to land use issues (for example, access roads, population shift) are not adequately addressed in the Draft EIS
 - believe changes will occur rapidly, not slowly as reported
 - update housing cost data
 - believe development that is a result of the project is a direct, not indirect, impact
- Concerned about an increase in property taxes
- Ferry service from the Mat-Su to Anchorage makes no sense
- Historic rights have not been adequately considered

- Density assessment should not be applied in agricultural region
- Believe the project will have negative impact on regional transportation network and infrastructure
- Developable land exists in the Mat-Su and Anchorage without project

Comments about land use issues were varied and included impacts to the Mat-Su and Anchorage and land use issues not adequately addressed in the *Draft EIS and Draft Section 4(f) Evaluation*. Commenters expressed concerns about project impacts to the Mat-Su including loss of open space and impacts to quality of life. Some commenters expressed that the project would promote residential and commercial growth and development, while others said that it would subsidize an area without a business base or existing infrastructure. For the Anchorage area, commenters expressed concerns over overall impacts to Anchorage and the Government Hill community. Other comments in this section include concerns with information in the *Draft EIS and Draft Section 4(f) Evaluation*, including access roads, population, and housing cost data. See Appendix K for verbatim comments and corresponding responses for the Land Use category.

Proposed General Design Features

- Add alternative route north of Big Lake
- Include bicycle and pedestrian facilities in Phase 1
- Bridge design issues
 - design for migrating salmon (pass through, spillway, fish ladder etc.)
 - design for severe ice, winds, and tides
 - design for natural disasters (earthquakes, tsunami etc.)
 - design safety features (concrete, steel, causeway etc.)
 - should include hydroelectric capabilities
 - design for future light rail commuter train
 - build four lanes now
 - rail should be included on bridge during Phase 1
 - design surface for motorcycle safety
- South Big Lake Road and Knik-Goose Bay Road in the Mat-Su cannot handle more traffic
- Tunnel(s) in Government Hill will not survive earthquakes and will disrupt the neighborhood

Most of the comments regarding Proposed General Design Features included designing safety features into the structure for the severe environment (ice, tide, wind, etc.) and natural disasters (earthquake, tsunami, etc.). A number of concerns focused primarily on including bicycle and pedestrian facilities in Phase 1 of the project. Other concerns included designing for rail, extra lanes, and hydroelectric capabilities into the structure. See Appendix K for verbatim comments and corresponding responses for the Proposed General Design Features category.

Wildlife

- Beluga whale comments/concerns:
 - sensitivity to noise

- numbers are at an all-time low; do not jeopardize belugas by building the bridge
- more research/studies are needed (by an impartial agency)
- impacts of the project and status of the whales are not fully addressed in the Draft EIS
- results of beluga studies are incorrect because hunters were not consulted
- consider project impacts to beluga whales and habitat
- project will have adverse impacts on beluga whales
- beluga whales are already stressed and endangered
- concerned about KABATA fighting the ESA listing
- need more protection measures (during and post construction) if bridge is built
- Salmon comments/concerns
 - Do not jeopardize salmon by building the bridge
 - Final EIS must disclose impacts from project
- Marine species comments/concerns
 - Final EIS must disclose impacts from project

The majority of comments received on wildlife from the public were about the beluga whale. Many people were concerned that the *Draft EIS and Draft Section 4(f) Evaluation* did not fully discuss the impacts of the project on the beluga or the possible change in status (listing) of the beluga. Other commenters expressed concerns that KABATA intended to fight the ESA listing, that the project would have adverse impacts on the beluga, and that beluga studies were flawed because whale hunters were not consulted. A few commenters brought up the need for more beluga research by an impartial agency. See Appendix K for verbatim comments and corresponding responses on Wildlife.

Transportation

- Connectivity between the Mat-Su and Anchorage already exists
- Making the correct or appropriate connections from the bridge into Mat-Su and Anchorage would be extremely expensive
- Transportation risks to humans posed by the bridge are not adequately addressed
- Downtown will be hurt by traffic until Highway-to-Highway Project is built
- Draft EIS fails to address regional transportation problems, including
 - traffic and traffic flow (Mat-Su and Anchorage)
 - cost of upgrading transportation networks (Mat-Su and Anchorage)
 - connections into transportation infrastructure (existing and planned) are inadequate for Mat-Su and Anchorage
 - air pollution
 - increase number of gravel trucks
- Draft EIS fails to adequately address nonbridge alternatives like the Mat-Su ferry and rail
- The project is inconsistent with the Anchorage Metropolitan Area Transportation Solutions
- Project will promote sprawl
- New transportation system will support tourism
- Project will take pressure off of the Parks Highway and make commuting to and from the Mat-Su shorter for many commuters and facilitate freight shipments
- Project will not save time for commuters going to Wasilla

Most of the comments regarding transportation included concerns that the *Draft EIS and Draft Section 4(f) Evaluation* failed to address regional transportation problems, including traffic and traffic flow, connections, and the cost of upgrading existing transportation networks in the Mat-Su and Anchorage. Other commenters were concerned that the *Draft EIS and Draft Section 4(f) Evaluation* failed to adequately address nonbridge alternatives like rail and an expanded ferry service. See Appendix K for and corresponding responses that fall into the Transportation category.