

# TECHNICAL MEMORANDUM 3

Winter Access: Conditions, Issues, and Trends

February 2024

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#### **ACRONYMS**

ANCSA Alaska Native Claims Settlement Act

ATV All-Terrain Vehicle

DOT&PF Department of Transportation and Public Facilities

GPS Global Positioning System

IATP Interior Alaska Transportation Plan LRTP Long-Range Transportation Plan

TCC Tanana Chiefs Conference
TTP Tribal Transportation Program

#### 1.0 INTRODUCTION

#### 1.1 Purpose

Many remote Alaskan communities rely on winter trails and ice roads to transport goods and people between villages and to the road system. Without trails and ice roads, these communities would be isolated for the entire winter season, as they do not have road access and aviation is unreliable if it is available at all. The Winter Access Memorandum describes insights and key findings from research and analysis of the Interior region winter trails system. This analysis included review of publicly available sources, such as Interior region community plans, as well as information provided through public engagement at community meetings and interviews with Department of Transportation and Public Facilities (DOT&PF) and Tanana Chiefs Conference (TCC) staff. To ensure the importance of the winter transportation network and the challenges of remote winter travel are not diluted, this memorandum does not include recreational trails.

#### 1.2 Study Area

The Interior Alaska Transportation Plan (IATP) region covers approximately 132,220 square miles. However, only a small fraction of this vast area is accessible by the limited road system. There are numerous rural communities and extensive subsistence resources that can only be accessed by alternative transportation methods. Throughout Interior Alaska's history, the region's extensive river system has been used as transportation arterial routes. River boats are still a primary mechanism for access and transport of freight to communities not connected to the road system. Trails also provide an important link in this transportation system. During the winter when rivers freeze and boat traffic ceases, the freezing of wetlands and water bodies create landscapes that are conducive to overland travel. Trails, and in some cases ice roads, become particularly important for maintaining connectivity and enabling transportation to resources.

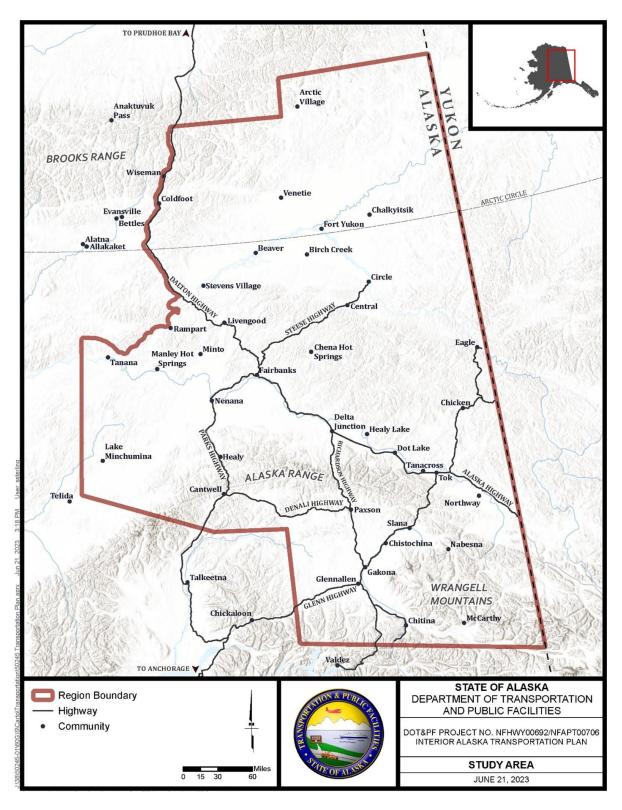


Figure 1. Interior Alaska Transportation Plan (IATP) Area

#### 2.0 PUBLIC ENGAGEMENT

The IATP travelling road show, held in June of 2023, included community meetings in Healy, Fairbanks, Glenallen, Delta Junction, Tok, and Minto. Nonmotorized travel in the Interior was discussed by community members during these meetings, but most did not focus on or even mention winter trails. Community members in Healy raised concerns that the Historic Stampede Trail has been cut off by the recent development of infrastructure on the trail's route. Community members in Minto noted that they frequently use snow machine travel on rivers to access subsistence resources, and that it is possible to travel by winter trail to Fairbanks.

The project team also met with the Tanana Chiefs Conference Transportation Coordinator to discuss winter travel in the Interior. A key theme discussed during the meeting was safety along existing winter routes. Many communities have identified a need for maintenance of existing trail amenities including shelters, signage, markers, and other key features. A request was made for funding and support to establish new emergency shelters along winter trails for many of the communities represented by the TCC. A summary of the meeting with TCC is included in Appendix 1.

#### 3.0 REVIEW OF EXISTING AND RELATED MATERIALS

#### 3.1 DOT&PF Statewide Plans

The following statewide and regional plans provide broad information about the State's overall transportation goals and previous winter trail research efforts.

### 3.1.1 Alaska Moves 2050: Statewide Long-Range Transportation Plan (2022, Public Draft)

Alaska Moves 2050 is the draft Long-Range Transportation Plan (LRTP) for the state, which establishes transportation policies, goals, and implementation actions for DOT&PF through 2050. The plan recognizes there are many remote areas that are off the road system, which requires a well-integrated multimodal transportation network. The DOT&PF prioritizes access to remote and rural communities and improving the safety of the transportation system. The establishment and maintenance of winter trails is generally the responsibility of rural communities, rather than DOT&PF, but a goal of the LRTP is to increase coordination and collaboration with other levels of government. Collaboration between DOT&PF and rural communities will help align statewide and local transportation planning efforts and will reinforce the importance of the winter trail system as transportation infrastructure.

## 3.1.2 Let's Keep Moving 2036: Policy Plan – Statewide Long-Range Transportation Plan (2016)

Let's Keep Moving 2036 is the current LRTP, which outlines goals, policies and actions to guide DOT&PF in development and continuation of transportation programs and funding through the year 2036. The 2036 Plan established a vision to provide a transportation system which supports a robust and growing economy while meeting the mobility needs of residents. The plan acknowledged the importance of winter trails and access as a key component affecting communities in rural Alaska and established policies and actions intended to address livability, community, quality of life and environmental considerations when planning for, developing, and maintaining the transportation system. It also put an emphasis on collaboration with local jurisdictions and communities to make sure investments in the transportation system are consistent with the goals and values of the residents they serve.

# 3.1.3 Alaska Federal Lands Collaborative Long-Range Transportation Plan (2020-2040)

This plan provides existing conditions information and a planning framework for transportation systems and infrastructure on federal lands. Trails managed and built across federal lands are an important link in Alaska's transportation system. This plan highlights the importance of safety measures on winter trails. A case study is presented, where the National Parks Service partnered with the Native Village of Shishmaref to provide trail marking and a new safety shelter along trails that connect to neighboring communities. The case study is outside the IATP boundary, but the criticality of trails and safety infrastructure such as trail markers and emergency shelters align with the information in the community plans discussed below.

#### 3.1.4 Interior Alaska Transportation Plan (2010)

The 2010 IATP included a section on trails, which recognized the significant role the trail system plays in recreation, support for traditional subsistence activities, and its contribution to the transportation system. Trails in the plan area are described as having a width typically spanning from four to ten feet, and their conditions are contingent on usage patterns and season. Public outreach for the 2010 plan yielded

information about major trail segments that were in use at that time. The map that was included in that plan is shown in Figure 1 for reference, but the trail locations have not been verified since 2008. Winter trail routes can vary year to year and the map does not distinguish between seasonal trails.

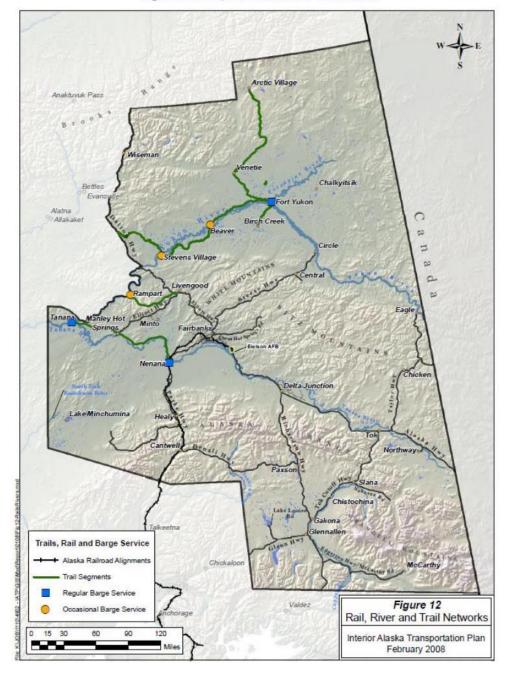


Figure 9 Trail, Rail and River Networks

147 A Component of the Alaska Statewide Transportation Plan

Figure 2. Trail Segments Identified During the 2010 IATP Public Outreach Process

#### 3.2 Community Plans

Publicly available community plans were reviewed to collect information about winter trail use, conditions, and trends. Community plans generally focused on providing strategies and goals related to infrastructure, transportation, subsistence, cultural well-being, and economy. Some community plans included descriptions of existing trails or strategies that are specific to winter trail and ice road travel, emphasizing the importance of winter trail travel for rural communities.

TCC is occasionally contracted by villages to support the development of community and transportation plans.

The following plans were reviewed:

- Chalkyitsik Community Plan (2021)
- Birch Creek Community Plan (2020)
- Tanacross Community Plan (2020)
- Nenana Community Development Plan (2019)
- Healy Lake Community Plan (2018)
- Minto Community Plan (2017)
- Rampart Community Plan (2017)
- Regional Transportation Strategy for Rural Villages Located in Alaska's Interior (2020)

#### 3.3 Additional Information

The University of Alaska – Fairbanks, with support from the Federal Highway Administration (FHWA), developed a manual titled *Design and Operation of Ice Roads* to describe the best practices for designing, constructing, maintaining, and operating ice roads. The manual outlines the steps to create a safe ice road throughout the Pre-Season, Pre-Construction, Ice Road Operation, and End of Season phases. Signage, vehicle control, and use of uncrewed aircraft systems to monitor road conditions are also covered.

#### 4.0 EXISTING CONDITIONS

Winter trails, defined as unimproved, cross-country routes across land, rivers, and lakes, are an important link in Interior Alaska's transportation system. They provide connections from rural villages to subsistence resources, neighboring communities, and the road system. Air travel is often cost prohibitive for residents in rural communities and trails are important for facilitating inter-village travel. Snow machines, and occasionally sled dogs, are the primary modes of transportation within and around villages. Overland trails connect neighboring communities and, when adequately frozen, the Yukon River and its tributaries commonly become winter travel routes.

Ice roads, which are constructed over frozen landscapes in the winter, are also important seasonal transportation connections in the Interior. Ice roads are very effective in lowering the cost of transporting freight and provide affordable options for community residents to travel from and between villages. Healy Lake maintains an ice road that connects their community to the Alaska Highway, and Rampart maintains an ice road connection to the Elliott Highway. Tanana has an ice road that connects to the Tanana Road located along the south bank of the Yukon River which provides a way to transport freight directly to Tanana during the spring once the Tanana Road has been cleared of snow. Fort Yukon annually builds an ice road to their wood yard (TCC Regional Transportation Strategy for Rural Villages Located in Alaska's Interior).

The remoteness and often inclement weather that comes with traveling on winter trails and ice roads in Interior Alaska raises numerous safety concerns. Construction, maintenance, and the implementation of safety measures are generally the responsibility of local and tribal governments. However, DOT&PF assists communities by administering federally sourced funding through several programs.

One program is the Community Winter Trails Program, a collaboration between DOT&PF and rural communities to improve the safety of trail travel by providing trail markings on commonly used routes. The DOT&PF administers Federal Highway Administration funding to local governments and non-profits, who take on the responsibility of installing and maintaining trail markers. Mapping of marked trails and distribution of trail maps and GPS data is also provided. However, the program currently has no mapped trails within the Interior plan region. This program is specifically focused on providing temporary trail markings that are installed seasonally and it does not cover broader trail maintenance or safety measures.

The DOT&PF recently created the Safe Ice Roads for Alaska Program. This program connects local and tribal governments to Federal Surface Transportation Block Grant funding for the development and maintenance of ice roads. The allocation of funding is competitive, and the program emphasizes enhancing the safety of ice roads in its selection criteria. During the 2022-23 winter season, 13 communities were awarded funding, four of which are located within the IATP boundary. Healy Lake Village, the Native Village of Fort Yukon, Tanana Native Council, and Whitestone Community Association each received funding to reimburse maintenance costs for ice roads connecting their communities to the road system or other key regions. An overview of communities serviced by ice roads within the Interior is shown in Figure 2.

In addition to DOT&PF managed funding programs, the FHWA, through its Western Federal Lands Highway Office and Bureau of Indian Affairs Alaska Office, provides funding, technical assistance, and oversight through the Tribal Transportation Program (TTP) via direct funding agreements with federally recognized Tribes. Under the TTP, the Tribal Transportation Program Safety Fund (TTPSF) funds projects focused on transportation safety issues. TTPSF grants were awarded to Arctic Village and Venetie for Winter Trail Safety Shelters Projects in 2020, and this program has provided funds for numerous ice road and winter trail projects for Alaskan Communities outside of the Interior region.

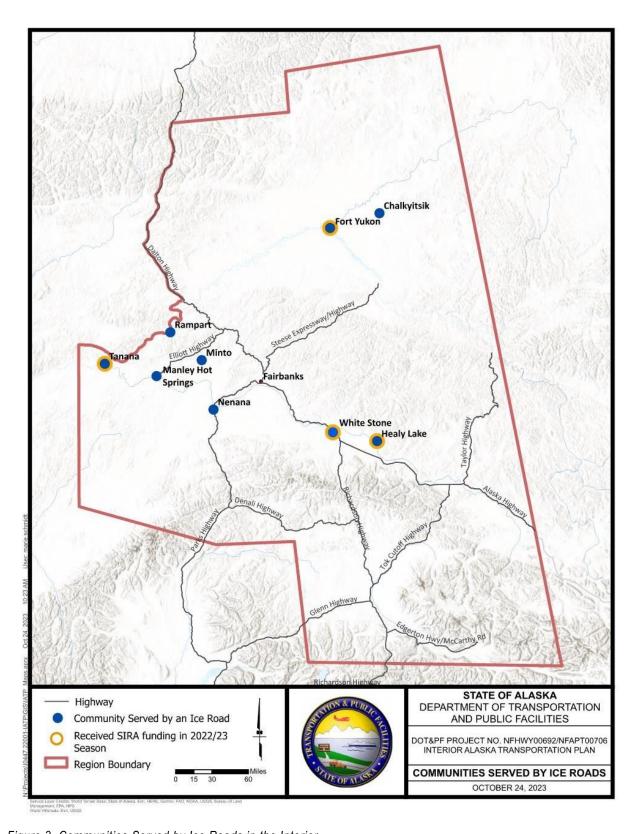


Figure 3. Communities Served by Ice Roads in the Interior

#### 5.0 GAPS AND TRENDS

Currently, there is no comprehensive inventory of winter trails in the Interior region. While an inventory was conducted in 2010 during the previous update to the IATP, there have been no subsequent updates.

Additionally, the Community Winter Trails Program does not have any mapped winter trail routes in the Interior region. This lack of up-to-date information makes it challenging to forecast transportation trends associated with trail use. Rural parts of Alaska are experiencing decreasing populations, which could potentially influence trail usage. However, detailed forecasts are currently not feasible. More general trends that are impacting trail use across the regions are described in this section.

#### 5.1 Significant Use

Traveling between villages for social events, to visit family, and to seek medical care is becoming increasingly common (TCC Regional Transportation Strategy for Rural Villages Located in Alaska's Interior). The use of trails, especially during the winter, provides an affordable transportation option between communities and can be an alternative method of travel when weather conditions ground aircraft.

#### 5.2 Legal Framework and Opportunities for Expansion of Trail System

RS2477 easements offer opportunities for expanding the trail system. RS2477 easements are historic transportation routes that were established for various purposes, including mining, settlement, and resource development. The recognition of RS2477 easements can provide a legal basis for asserting rights-of-way across federal lands. In some cases, these assertions are contentious and may lead to legal disputes with landowners and other stakeholders.

17(b) easements are important in granting the right to use and maintain transportation routes, including roads and trails, across lands conveyed to native corporations and villages under the Alaska Native Claims Settlement Act (ANCSA). These easements are also important for establishing public trails that connect communities and facilitate resource access.

Mapped easements running within and near the Interior are shown in Figure 3.

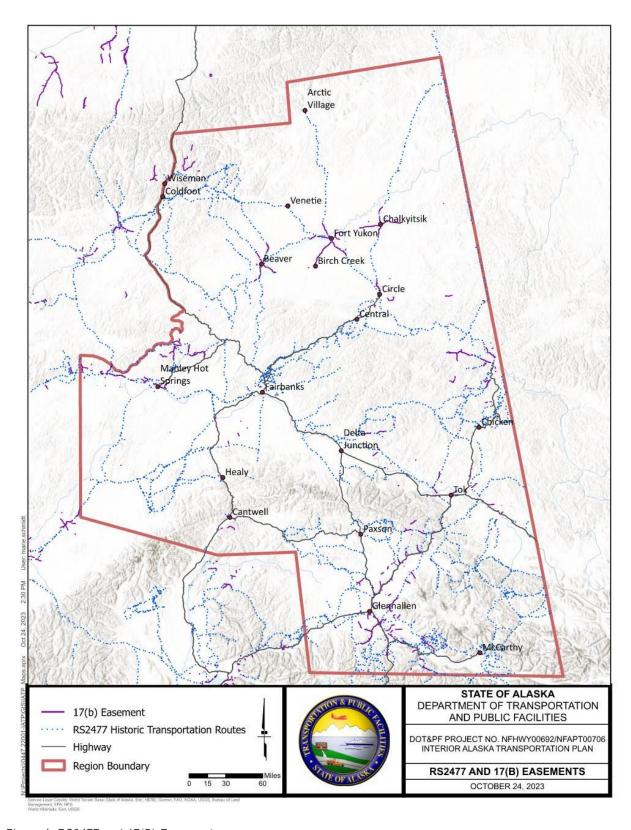


Figure 4. RS2477 and 17(B) Easements

#### 5.3 Increased Road Connectivity

New road construction can greatly improve connectivity and access to supplies for rural communities. The Tanana Road, constructed in 2016, provides a road connection from the Elliott Highway to within six (6) miles of Tanana. Rampart also has plans to complete a road connection to the Elliott Highway that follows the current winter trail (Rampart Community Plan). While road connections may increasingly provide alternative transportation options, winter trails will still play a significant role in connecting communities, accessing resources, and supporting traditional activities like hunting, trapping, and recreational travel. In some cases, new roads could improve access to trail or ice road routes or allow access for new routes.

#### 5.4 Development Impacts to Trails

New development in historically rural and undeveloped areas can impact existing trail routes. One example is Healy, where the construction of new housing developments has occurred across the Historic Stampede Trail, causing travelers along the trail to detour around the new neighborhoods.

#### 5.5 Climate Change

Climate change is causing warmer and more unpredictable winter temperatures, resulting in increasingly unsafe conditions for traveling on frozen water bodies. The length of the winter season is also becoming less predictable, sometimes resulting in shorter windows for winter river travel and longer, warmer shoulder seasons that lack viable transportation options.

#### 6.0 KEY ISSUES

#### **6.1 Funding Limitations**

There are several federal transportation funding programs that generally apply to winter trails and ice road projects. Potential funding sources include the Denali Commission, FHWA Surface Transportation Block Grants, as well as The Federal Lands Access Program and TTP, both under the Western Federal Lands Highway Office. Funding programs are often limited in the types of projects that are eligible, and the competitive nature of available programs often restricts the number of projects that can secure financial assistance. A lack of sufficient funding often prevents trail and ice road construction, maintenance, and safety enhancement. The DOT&PF has taken steps to address funding challenges by providing programs to fund trail marking and ice road construction and maintenance projects. However, funding for other needs, including trail maintenance, equipment, markers, and the establishment of safety shelters, currently relies on the initiative and resources of communities.

#### 6.2 Maintenance Issues

Storms can make trails unpassable and create unsafe travel conditions. Trail maintenance is the responsibility of local communities. Better trail maintenance, including the maintenance of winter access trails, has been identified as a transportation need within the Interior region (TCC Regional Transportation Strategy for Rural Villages Located in Alaska's Interior).

#### 6.3 Safety Issues

Traveling on winter trails and ice roads involves navigating very remote areas, often in challenging weather conditions. Programs and resources dedicated to enhancing safety are crucial. The following list highlights key resources and measures that are essential for improving trail and ice road travel safety, along with information about how these needs are being addressed:

#### 6.3.1 Trail Shelters

Unexpected events, such as storms or snow machine breakdowns while traveling on remote trails, can quickly have dire consequences. Trail shelters, strategically located along the trail network, are important in mitigating these risks. The TCC Regional Transportation Strategy includes a map of existing trail shelters, of which there is only one and it is no longer usable. The TCC Regional Transportation Strategy recognizes trail shelters as crucial for improving trail travel safety and has identified key locations for the construction of proposed shelters to fulfill this safety need. The construction of trail shelters is not an eligible use of existing DOT&PF funding programs, although additional federal funding sources such as the TTP can be used.

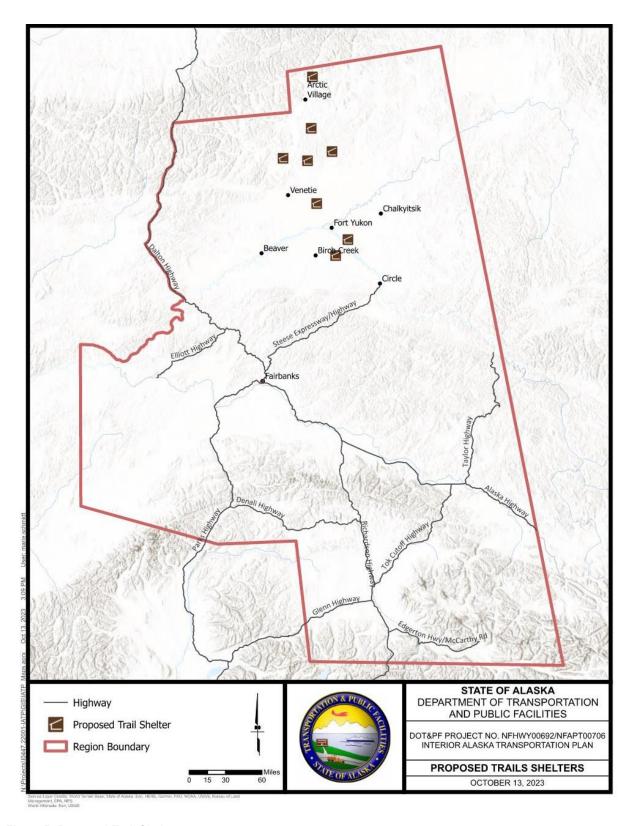


Figure 5. Proposed Trail Shelters

#### 6.3.2 Trail Markers

The marking of commonly traveled routes is an important safety measure for trail and ice road travel. The Community Winter Trails Program provides financial assistance for trail marking, while the Safe Ice Roads for Alaska Program funds marking of ice roads. As of 2023, one community in the Interior region, Arctic Village, has applied for funding through the Community Winter Trails Program.

#### 6.3.3 Frozen River Travel Safety Measures

Traveling on frozen rivers carries the risk of breaking through the ice, posing a significant danger. For example, the Arctic Village Community Plan notes that residents from Arctic Village do not use the Chandler River for winter transportation because it is unsafe due to holes in the ice. The National Weather Service reports ice thickness measurements from several water bodies in the Interior region, with measurements generally taken monthly. However, data collection is focused on areas accessible from the road system, leading to limited ice thickness data being available to the public for more rural parts of the region. Climate change is causing warmer winter temperature and a shorter cold season, which will increase the risk of falling through ice and make traveling on frozen rivers less reliable.

#### 6.3.4 Search and Rescue

Alaska State Troopers are required to lead all search and rescue efforts within Alaska. They are aided by other agencies and volunteer groups, such as the TCC Village Public Safety Officer Program and Alaska Wilderness Search and Rescue. Trained local volunteers and first responders enable fast response times to emergency situations and are critical to search and rescue operations. Sufficient resources, such as snow machines, are also necessary.

#### 6.3.5 Trail Safety Data Collection

There are currently no established procedures for tracking and reporting accidents that occur during winter trail travel. A data collection program to document safety-related incidents that occur on winter trail routes has the potential to identify if any particular stretches of trail are especially risky for travel, and what types of events (e.g., getting lost, weather events, breaking through ice) are most prevalent.

#### 6.3.6 Safety Guidelines for Travelers

The 2015 Northway Transportation Safety Plan identified several concerns with traveler behavior that increase risk when using winter trails. Printed guidelines could help inform winter travelers of risks and best practices, particularly regarding use a SPOT global positioning system (GPS), proper vehicle maintenance, the need to leave travel plans with at least one person, and the risks of having too many passengers on an all-terrain vehicle (ATV) or snow machine.

#### 6.3.7 Distribution of Trail Conditions Information

Trail and ice road conditions can change quickly. Having a mechanism to share up to date condition reports via online platforms and social media is crucial for trail and ice road travel safety. The Interior Region does not currently have an official program in place to provide trail safety.

#### 6.4 Limited Documented Information about Winter Trails

There is a general lack of documented information about winter trails. A comprehensive inventory of the trail system and an inventory of functional trail safety shelters are needed. The DOT&PF Community

Winter Trails Program is working towards creating a public map of winter trails, however most trails in the Interior region are not yet documented.

Additional community outreach targeted towards winter trail and ice road needs should inform future strategies to improve winter off-road travel. For instance, consulting with as many local communities as possible will be important to understand the unique and community-specific needs across the region. Important stakeholders to include for future winter trail and ice road planning efforts include:

- Local community members
- State agencies that distribute winter trail-specific grants, such as Alaska Department of Natural Resources
- Tribal transportation planners
- State and federal agencies that own land within the trail network.

#### 7.0 AN OPPORTUNITY FOR IMPROVEMENT

Numerous safety issues and needs have been identified by communities that use winter trails and ice roads. Although DOT&PF offers some funding and assistance programs, namely the Community Winter Trails and Safe Ice Roads for Alaska programs, support for remote winter travel could be improved by creating a comprehensive program to fund more of the identified safety needs. Having a single overarching program with multiple funding areas would reduce confusion about where to find funding and increase efficiency in communications and logistics, as well as allow DOT&PF to support critical infrastructure without needing to build or own remote assets. DOT&PF should consult with impacted communities to understand the usefulness of and barriers to accessing the existing programs to ensure future collaborative efforts to improve winter safety are effective.



APPENDIX 1: INTERVIEW SUMMARY WITH TCC TRANSPORTATION COORDINATOR



# Tanana Chiefs Conference Winter Access Meeting

August 3, 2023, 9:00-10:00 a.m.

NAME ORGANIZATION

Marina Evans, Transportation Coordinator Tanana Chiefs Conference

Jessica Smith, Project Manager DOWL

Joy Huntington, Public Involvement Uqaqti Consulting

Jessica Herceg DOWL

Morgan McCammon DOWL

Megan Flory RESPEC

Marie Schmidt RESPEC

#### Discussion:

Jessica Smith, DOWL Project Manager, and Joy Huntington, Uqaqti Consulting, opened the meeting with an overview of the Interior Alaska Transportation Plan (IATP), project team needs, and introduced the project team. Marina Evans, Tanana Chiefs Conference (TCC) Transportation Coordinator, shared information about the structure of transportation planning at TCC. Marina noted that villages are typically connected to each other by trail systems, often using frozen rivers as winter trails.

Megan Flory and Marie Schmidt, Planners with RESPEC, led the discussion on information needs for the IATP, specifically around winter trails and access. Marie shared that the primary sources of information collected to date are the publicly available tribal transportation plans. Additionally, there is a data gap between the DOT&PF trails inventory and the actual trails between villages.

Marie asked for information on how the Department of Transportation and Public Facilities (DOT&PF) can support the tribal communities and commented that this is a historic issue. In the past, DOT&PF has not provided support for transportation facilities that are not owned by the State of Alaska. She asked for clarification on how DOT&PF could assist tribal organizations. Jessica Smith shared that DOT&PF has recently

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made concerted policy changes regarding support for communities to improve transportation facilities, regardless of whether the facilities are tribal, state, local, or other., like the approach taken with aviation facilities.

Marina shared that supporting tribal communities to secure funding for facilities would be helpful support from DOT&PF. Most funding secured is used for maintenance and is insufficient to construct new, needed infrastructure. Additionally, most winter trail maintenance is primarily managed by community volunteers to maintain and mark winter trails.

Marie asked if emergency shelters in communities were potentially a safety gap. Emergency shelters are usually listed in safety plans, which are then used to secure grant funding for construction. This could be an area of support needed from DOT&PF.

Marina shared a list of TCC communities she works with, has transportation knowledge of, and community needs:

- Alatna (outside of IATP project area)
  - Marina is working on the transportation plan.
  - Has summer and winter trails.
  - Has an ice road.
  - Has a need for an access road to a culturally significant area.
  - Has a need for a bridge across the river to Allakaket.
- Allakaket (outside of IATP project area)
- Arctic Village
  - May have an emergency shelter or funding to construct one.
- Central
  - Has a state-owned bridge with recent approval for an upgrade.
- Chalkvitsik
  - Has a need for emergency shelters.
  - Has a winter trail on the river to Circle.
  - Has an overland trail to Fort Yukon.
- Circle
  - Has a trail to Fort Yukon.
  - Has a winter trail on the river to Chalkyitsik.
  - The safety plan has information on winter trails.
  - Has a need for two emergency shelters.
  - Has a state-owned one-lane bridge that the community would like widened for safety. This
    was rejected by DOT&PF in favor of upgrading a bridge in Central.



- o The Eagle Summit emergency shelter may be damaged and need to be replaced.
- Dot Lake
- Eagle
- Fort Yukon
  - Has an overland trail to Chalkyitsik.
- Grayling (outside of IATP project area)
  - Marina is working on the transportation plan.
- Healy Lake
  - Marina is working on the transportation plan.
  - Has summer and winter trails.
  - Limited access during spring and fall.
- McGrath (outside of IATP project area)
- Rampart
  - Has winter trails.
  - Has a need for two emergency shelters.
  - Has a partially constructed state-owned road to the community that they would like to be connected to the road system, which has previously been rejected. This partially constructed road is passable during certain months but does not have completed stream crossings.
- Shageluk (outside of IATP project area)
- Tanana
  - Has winter trails.
  - Has an ice road.
  - Has a need for emergency shelters.
- Venetie
  - May have an emergency shelter or funding to construct.

Marina mentioned that while tribal communities may experience similar transportation needs, many will need direct communications to determine specific community needs and challenges.

Marina requested the IATP project team share project information and data needs request. TCC will reach out to member communities with this information and request. She also agreed to review the process for sharing tribal transportation and safety plans with the IATP project team and facilitating conversations with TCC tribal communities.

Joy and Jessica Smith thanked Marina and ended the meeting.



#### **Action Items:**

- Create a meeting summary.
- IATP project team to send fact sheet and needs requests to Marina and TCC for outreach to member communities.
- Marina to check process for sharing tribal transportation and safety plans with IATP project team.
- Marina to send Rampart request letter and response from DOT&PF.
- IATP project team will coordinate outreach for TCC communities with Marina.