Alaska Federal Lands

Long Range Transportation Plan

FINAL
September 2012

Fixed wing lands on airstrip at Serpentine Hot Springs, Bering Land Bridge National Preserve, NPS

ON THE COVER

Cruise ship at Sitka National Historic Park, NPS

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Moving Ahead for Progress in the 21st Century Act

As the final version of the *Alaska Federal Lands Long Range Transportation Plan* was completed, the two-year highway authorization, Moving *Ahead for Progress in the 21st Century Act* (MAP-21), was signed into law. Effective October 1, 2012, all Federal land management agencies are part of the Federal Lands Transportation Program. Discretionary funding programs available to all Federal land management agencies under the previous Federal highway authorization also changed under MAP-21. For example, MAP-21 alters or eliminates programs, such as Public Lands Highway Discretionary Program, Paul S. Sarbanes Transit in Parks, Transportation Enhancements, Recreational Trails Program, and National Scenic Byways, and creates the Federal Lands Access Program—a formula-based program that provides funding for transportation planning, construction, rehabilitation, and maintenance for facilities located on or providing access to Federal lands.

Despite changes in Federal highway authorization, the high-level goals, recommendations, and actions presented in this long range transportation plan and the agency specific drop-down long range plans remain relevant and complementary to the new law. The next version of the *Alaska Federal Lands Long Range Transportation Plan* will further document the connections between long-range transportation goals, objectives, and actions in the context of highway authorization law in effect at that time.

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List of Acronyms and Definitions

ADOT&PF	Alaska Department of Transportation and Public Facilities
ANILCA	Alaska National Interest Land Conservation Act
ANCSA	Alaska Native Claims Settlement Act
BIA	Bureau of Indian Affairs
BLM	Bureau of Land Management
CFR	Code of Federal Regulations
FHWA	Federal Highway Administration
FLHP	Federal Lands Highway Program
FLMA	Federal Land Management Agency
FS	U.S. Forest Service
FTA	Federal Transit Administration
FWS	U.S. Fish and Wildlife Service
IRR	Indian Reservation Roads
LRTP	Long Range Transportation Plan
MPO	Metropolitan Planning Organization
NEPA	National Environmental Policy Act
NPS	National Park Service
PEPC	Planning, Environment, and Public Comment
RV	Recreational Vehicle
SAFETEA-LU	Safe, Accountable, Flexible, Efficient Transportation Equity Act: A Legacy for Users
STIP	Statewide Transportation Improvement Program
TIP	Transportation Improvement Program
WFLHD	Western Federal Lands Highway Division
U.S.	United States
USC	United States Code

GOLDEN EAGLE OUTFITTERS
N9575G
BLM

Executive Summary

This plan describes the benefits of and actions for coordinated planning and decision making among federal land management agencies (FLMA) involved in this *Alaska Federal Lands Long Range Transportation Plan (Alaska Federal Lands LRTP*). This plan results from a partnership between the National Park Service; U.S. Fish and Wildlife Service; U.S. Department of Agriculture, Forest Service; Bureau of Land Management; Alaska Department of Transportation and Public Facilities; and the Federal Highway Administration, Western Federal Lands Highway Division. This LRTP assists FLMAs to consolidate efforts through long-term coordination in transportation planning and decision-making processes. Such cooperation is accomplished through developing common goals and objectives; setting priorities for implementing projects; facilitating objective decision making for the transportation system; and developing common actions that benefit each FLMA in furthering the common goals and objectives. The key objective of such a planning process is to develop and maintain a coordinated, "seamless" transportation system for public and administrative access to Federal lands.

This regional, multi-agency approach to long range transportation planning is the first of its kind, and serves as a demonstration project for region-level multi-agency transportation planning elsewhere. It also brings Alaska Federal lands into compliance with Federal legislation requiring all FLMAs to conduct long range transportation planning, and put into place a defensible structure for sound transportation planning and decision-making.

Alaska's multimodal transportation system provides critical links to connect local residents and visitors with their Federal lands and, in many cases, provides critical links for inter-village travel and subsistence use. Understanding the connection between transportation and conservation, the Alaska FLMAs have established mission, goals, and objectives to serve as benchmarks for evaluating improvements to the transportation system as part of this LRTP. Together with an understanding of existing transportation infrastructure deficiencies in the state of Alaska, this plan enables FLMAs, individually and collectively, to make better decisions regarding the most critical needs. Other specific benefits of the LRTP include:

- Enables Alaska Federal land managers to make informed decisions based on long-term transportation mission, goals, objectives, and performance measures.
- Provides a holistic and long-term view of transportation in relation to core operations and other programs and priorities such as asset management, deferred maintenance, resource protection, visitor services, and the visitor experience.

LRTP Goals

System Management: Provide a long-term transportation system to address current and future land management needs.

User Experience: Proactively enhance the Alaskan multimodal transportation system experience and connectivity.

Mobility: Provide users with safe, efficient, affordable, and agency-appropriate access to and through Federal lands.

Environment: Protect and enhance natural and cultural resources through comprehensive transportation planning and management.

Climate Change: Develop a long-term transportation system that addresses a changing climate.

Travel in Alaska

Understanding the unique nature of travel in Alaska is a prerequisite for planning future transportation projects. More than anywhere else in the United States, Alaska depends on a mix of roads, rail, marine, snow, and air connections to meet its transportation needs. This multi-modal network responds to the state's immense size, challenging physical geography, and extreme climate. Travel in the state is often a matter of connecting from one modal system to another. The efficiency of Alaska's multi-modal transportation system heavily influences accessibility, subsistence living, business and recreational travel opportunities, and the State's overall economy.

- Enables Alaska Federal land managers to direct funding to the most beneficial and highest priority transportation projects.
- Enables Alaska Federal land managers to synchronize transportation planning with individual unit-level travel management and resource management plans, and other planning efforts in small communities, the state, tribal governments, other FLMAs, and stakeholder agencies outside Federal land boundaries.
- Provides current data on multimodal transportation issues and needs across the region.
- Provides an opportunity for Alaska Federal land units to partner and discuss areas of mutual interest with the public and regional entities such as minimizing carbon footprint, alternative transportation systems, and transportation system linkages.
- Provides Alaska Federal land managers with a better picture of future transportation needs and information for discussion regarding reauthorization of Congressional transportation legislation.
- Serves as a basis for FLMA leaders to work with local communities, native tribes, and other FLMAs, many of whom could potentially contribute funding or in-kind services to advance priority projects.
- Fulfills Federal requirements to conduct long-range transportation planning in a manner that is consistent with U.S. DOT planning practices for States and metropolitan planning organizations.

In order to provide information for this multi-agency plan, each federal agency is also preparing their own long range transportation plans, called drop-down plans, for the portions of Alaska's transportation system within an agency's jurisdiction. These drop-down plans enable each agency to outline the transportation facilities within their jurisdiction as well as the existing and future needs. Drop-down plans elaborate upon topics discussed in the *Alaska Federal Lands LRTP* with agency-specific details including baseline conditions, transportation needs and gaps, project selection processes, funding opportunities, performance measures, and recommended future actions. All agencies coordinate with the Alaska Department of Transportation and Public Facilities during the development of these plans, and the information resulting from these planning efforts informs this *Alaska Federal Lands LRTP*. This tiered approach, illustrated in Figure 1, is structured so that matters that relate to all FLMAs are represented in this LRTP, and agency-specific topics and details are represented in an agency drop-down plan.

This plan and the FLMA drop-down plans are therefore interdependent in nature. This plan relies on the details established in the drop-down plans about agency specific conditions, needs, gaps, and performance measures. Conversely, drop-down plans rely on this plan for FLMA-wide analysis (in the areas of visitation trends and climate change), coordination (for partnerships and improved state wide system management/experience/mobility), and the mutually beneficial action plan.

Through the development of this LRTP and individual agency drop-down plans, several actions were identified as being necessary to further common FLMA LRTP goals and objectives or improving the impact of future FLMA and drop-down plans. Table 1 identifies these actions and the relative importance ranking of each. The performance of FLMAs in achieving long range goals and objectives is therefore measured by the progress made in accomplishing these actions over time.

Figure 1
Tiered LRTP Approach

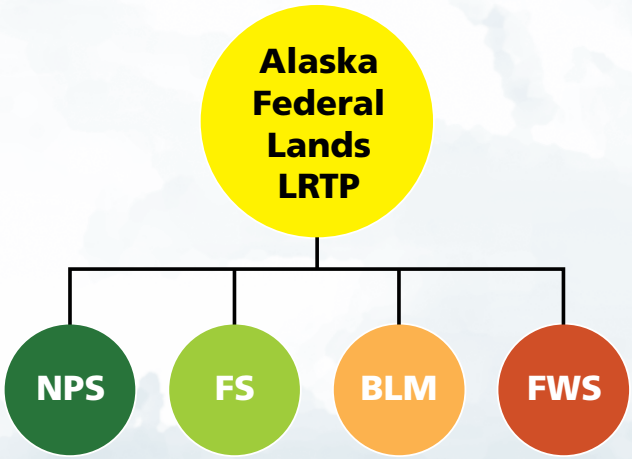


Table 1
LRTP Action Plan

Action	Description
Advanced travel planning	Develop advanced planning tools to inform and enhance visitation to Alaska's public lands
Coordinate GIS interagency data/ maps	Create a Federal lands transportation GIS database
Common definition	Develop common definition of transportation infrastructure, systems, assets, and planning terms
Winter trail safety (data)	Create a collaborative process for improving winter trail travel
Standards for all terrain vehicle class roads, or "T-Roads"	Develop T-Road standards and definitions
Tribal relations	Reach out to tribes on LRTP process development (next Providers Conference)
Access to subsistence resources	Provide multiagency approach to guidance for access to subsistence
Transportation actions related to climate change	Create a transportation action plan for climate change in Alaska. Share information
Watercraft safety	Support the State's watercraft safety program
Visitor data	Create and complete an Office of Management and Budget approved user survey on transportation in Alaska

Richardson-Highway, BLM

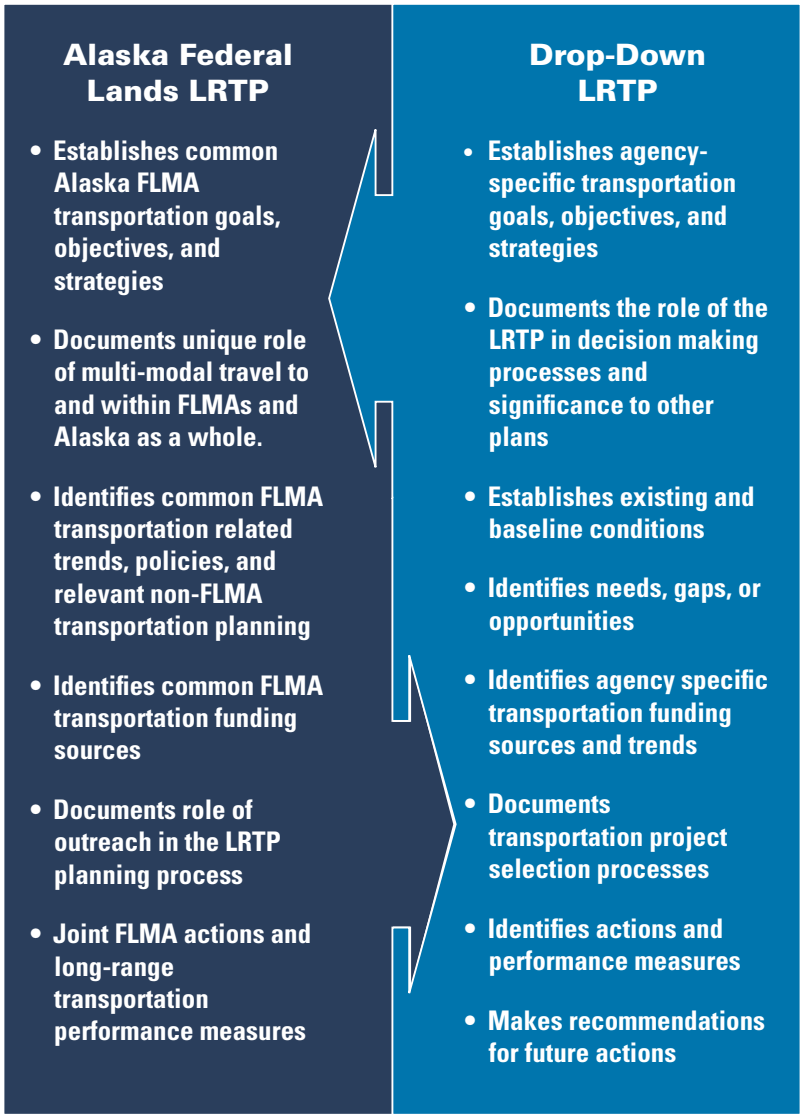
1. Introduction

Transportation infrastructure connects local residents and visitors with Alaska's Federal lands including national parks, national forests, national wildlife refuges, and other dispersed lands under the jurisdiction of Federal land management agencies (FLMAs). This Alaska Federal Lands Long Range Transportation Plan (*Alaska Federal Lands LRTP*) is the joint product of the National Park Service (NPS); U.S. Fish and Wildlife Service (FWS); U.S. Department of Agriculture, Forest Service (FS); Bureau of Land Management (BLM); Alaska Department of Transportation and Public Facilities (ADOT&PF); and the Federal Highway Administration (FHWA), Western Federal Lands Highway Division (WFLHD). Decisions regarding transportation projects on Federal lands necessitate participation with the Bureau of Indian Affairs (BIA); therefore, BIA is considered a significant stakeholder, but not a FLMA core team member because BIA is not a land management agency.

This LRTP is intended to assist FLMAs consolidate their transportation related efforts, where reasonable, by coordinating planning and decision-making processes as well as identifying areas of common need and interest. This coordination is achieved through documenting common goals and objectives; setting priorities for implementing projects; facilitating objective decision making processes; identifying areas of need, and developing common actions that benefit each FLMA in furthering the common goals and objectives of this LRTP. The key objective of such a planning process is to develop and maintain a coordinated, "seamless" transportation system for public and administrative access to Federal lands.

This *Alaska Federal Lands LRTP* strengthens opportunities where there is overlap in agency missions, while supporting the unique aspects of each FLMA through agency-specific plans termed "drop-down" LRTPs. This tiered approach, illustrated in Figure 1, is structured so that matters that relate to all FLMAs are represented in this *Alaska Federal Lands LRTP*, and agency-specific topics and details are represented in agency drop-down plans. Figure 2 shows the division of content and agency-specific details between the *Alaska Federal Lands LRTP* and the drop-down plans.

Figure 2
Alaska Federal Lands LRTP and Agency Drop-Down LRTPs



1.1 Alaska Specific Plan

More than anywhere else in the United States, people in Alaska depend on a mix of highway, rail, marine, trail, water and air connections to meet their transportation needs. As with nearly all travel in Alaska, visiting the state's Federal lands requires access to multi-modal transportation opportunities. Multi-modal access to and within Federal lands is particularly important in Alaska where FLMAs manage 62 percent of the state's surface land area. This LRTP, unlike other LRTPs developed for FLMA regions in the lower 48 States, focuses on addressing planning issues related to interconnectivity of the various modes to provide a unique and seamless experience for visitors, local residents, agency staff, and other non-recreational users, such as contractors and concessionaires. While each FLMA addresses their own unique transportation system through drop-down plans, this LRTP looks at the State as a whole and identifies how these systems interconnect, where modal gaps occur, and how information is disseminated to visitors regarding how to access multi-modal connections.

1.2 Supporting Livable and Sustainable Communities

This multi-agency regional plan is intended to recognize and support economic, environmental, and social quality of life in gateway communities that are located around and within Alaska's Federal lands. The intent of this multi-agency effort is to promote collaboration on projects and policies. The general concepts reflected in this plan include recognition of the following:

- Many of the Federal lands in Alaska are tourist destinations in tourism driven economies
- FLMA transportation systems support subsistence and inter-village travel
- There is seasonal variation in transportation choices and hazards associated with winter travel
- Some modes of transportation on Federal lands preserve historic or traditional access, such as dog sleds and ice roads
- FLMAs contribute to educational and recreational opportunities
- A changing climate affects Alaska communities adjoining Federal lands as well as the Federal lands themselves
- FLMAs may play a role in community and economic development as a result of transportation corridors within their boundaries

1.3 Plan Audiences

This LRTP is written for several audiences, including FLMA project leaders; regional internal and external FLMA leaders; national-level decision makers; and potential local and regional partners from governmental agencies or non-governmental organizations. Information provided in this LRTP is intended to support these groups in several ways, as discussed in the following subsections.

1.3.1 Project Leaders

Project leaders use this LRTP to determine which types of projects are being advanced and are of the highest priority to FLMAs. This LRTP serves as a springboard for individual Federal land units to partner with outside agencies and discuss project needs of mutual interest, such as safety concerns, alternative transportation systems, and addressing climate change.

1.3.2 Regional Level

At the regional level, this LRTP provides the information necessary for leaders to make transportation decisions based on common FLMA long-range visions, missions, and goals. The plan also enables regional coordinators to direct funding to the most beneficial and highest priority transportation projects. Furthermore, this

LRTP enables regional leaders to find alternative funding from Federal sources that are administered by ADOT&PF or metropolitan planning organizations (MPOs). At the regional level, this LRTP is used to synchronize transportation planning with unit level plans and other regional and statewide plans outside FLMA boundaries, such as MPO regional transportation plans and statewide transportation plans.

1.3.3 National Level

This LRTP informs the development of national-level plans and programs within each agency. Both regional- and national-level planning efforts provide a clear message to congressional leaders as to the unmet mission critical transportation need. It also helps illustrate an agency's foresight, need, and commitment to certain mission critical goals, especially when projects are being pursued jointly with other agencies or organizations and additional Federal dollars are requested.

1.3.4 Potential Partners

Potential partners may use this LRTP to identify FLMA projects and initiatives of mutual interest. FLMAs recognize the value of cooperative transportation partnerships and seek to leverage their funds with other agencies and organizations. Potential partner agencies could include ADOT&PF, boroughs, and other organizations. The objective is to achieve the greatest benefit to the largest number of goals and objectives held by multiple agencies and organizations.

1.4 Policy and Strategic vs. Project Level Analysis

Transportation planning is conducted at a policy level, plan level, or project level, depending on the application. Each of these three levels of planning require varying levels of outreach to State and local agencies and the public, as discussed in Chapter 5. This *Alaska Federal Lands LRTP* is a strategic and policy-level document, addressing transportation issues for all FLMAs. Long-range policy plans address big-picture topics through guidance and direction for transportation programs.

Plan level activities occur during development of medium-range or long-range plans that analyze specific transportation needs and identify potential project solutions such as land use management plans, comprehensive conservation plans, area long-range

Cruise ship, NPS

transportation plans, MPO LRTPs, borough transportation plans, corridor studies for specific highways or local transit development plans.

Project level activities occur when specific projects are being developed. Planning at this level includes environmental evaluation under the National Environmental Policy Act (NEPA) of 1969, resulting in a categorical exclusion, environmental assessment, or environmental impact statement, depending on the complexity of the project. Further project development activities result in project design and construction.

1.5 Authority for Long Range Transportation Plan

FLMA LRTPs are required by the Safe, Accountable, Flexible, Efficient Transportation Equity Act: A Legacy for Users (SAFETEA-LU) legislation. Pertinent language from SAFETEA-LU includes.

> *Title 23 United States Code (U.S.C.)—Highways and Title 49 U.S.C., Chapter 53—Public Transportation include most of the laws that govern transportation planning for the Federal-Aid Highway Program, and the Public Transportation Program, respectively. The provisions under each Title establish similar requirements for States and Metropolitan Planning Organizations (MPOs) for transportation planning. The Safe, Accountable, Flexible, Efficient Transportation Equity Act: A Legacy for Users (SAFETEA-LU) continued these planning requirements, and amended them by strengthening the requirements for coordination among States, MPOs, local communities and Federal land management agencies (FLMAs) in transportation planning.*
>
> *Title 23 U.S.C. §204 requires Federal Lands Highway (FLH), in consultation with the FLMAs, to develop planning procedures that are consistent with metropolitan and statewide planning processes (23 U.S.C. §134 and §135).*

1.6 Long Range Transportation Plan Relationship to NEPA

By design, this LRTP does not meet the standards required of a standalone NEPA document and does not make project-level recommendations. NEPA-level public involvement and documentation will occur once project-level needs are identified and solutions are considered. At the project-level NEPA stage, however, this LRTP plays a vital role in explaining how project need was identified, which supports NEPA-level project need, purpose, and objective definitions.

While this plan does not identify specific projects for implementation, it does provide a decision-making context to guide planning professionals in making better, more objective investment decisions (i.e., project selection). The information assembled to support this plan and the collective drop-down plans can contribute to future NEPA documentation and analysis.

1.7 Access

Transportation matters in Alaska are especially sensitive to topics of access. Private land is sometimes located within or effectively surrounded by Federal public lands. Access to these places is addressed through specific legal requirements within each land management unit.

Policy also ensures that Alaska Native communities' land and access claims are addressed by State and FLMAs. Such access issues are considered in this LRTP and each agency-specific drop-down plan. These concerns evolved from pre-statehood, when nearly all land in Alaska was Federally-owned. The 1959 Alaska Statehood Act granted the State the right

to select 104 million acres of Federal land. Much of the land selected by the State consisted of lands traditionally used by Alaska Native communities. Contention and several lawsuits arose as a result. This situation finally led to broad Alaska Native community objections and resulted in a freeze on further State land selections until Congress could settle the Native claim issues.

In 1971, Congress passed the Alaska Native Claims Settlement Act (ANCSA), a fundamental purpose of which was resolution of Native land claims. ANCSA provides for the conveyance of approximately 44 million acres of public land and nearly $1 billion to distribute to the Native corporations. ANCSA Section 17(b) reserves public trail easements across lands conveyed to Native corporations as a means of access to public lands. Section 17(d)(2) also provided for the withdrawal of 80 million acres of unreserved public lands suitable for addition to or creation as national parks, fish and wildlife refuges, national forests, and wild and scenic rivers.

In 1980, Congress enacted the Alaska National Interest Lands Conservation Act (ANILCA), which created 21 new conservation system units, designated 3,210 miles of wild and scenic rivers, 57 million acres of wilderness areas, and expanded 12 existing parks and refuges, influencing over 157 million acres in Alaska.

The FLMAs involved in this LRTP recognize the importance of ANILCA and carefully consider the Act in addressing access issues in this and subsequent transportation plans. The full text of ANILCA Title VIII, XI, XIII, and ANCSA Section 17(b) is in Appendix A of this document.

1.8 Mission, Goals, and Objectives

As the *Alaska Federal Lands LRTP* represents the combined interests of each Alaska FLMA, the following agency mission statements were used as the basis for this plan.

Alaska Department of Transportation and Public Facilities

Get Alaska Moving through service and infrastructure.

Bureau of Land Management

It is the mission of the Bureau of Land Management to sustain the health, diversity, and productivity of the public lands for the use and enjoyment of present and future generations.

National Park Service

The Service thus established shall promote and regulate the use of Federal areas known as national parks, monuments and reservations...by such means and measures as conform to the fundamental purpose of the said parks, monuments and reservations, which purpose is to conserve the scenery and the natural and historic objects and the wildlife therein and to provide for the enjoyment of the same in such manner and by such means as will leave them unimpaired for the enjoyment of future generations.

U.S. Fish and Wildlife Service

The mission of the U.S. Fish and Wildlife Service is working with others to conserve, protect, and enhance fish, wildlife, plants, and their habitats for the continuing benefit of the American people.

U.S. Forest Service

The mission of the USDA Forest Service is to sustain the health, diversity, and productivity of the Nation's forests and grasslands to meet the needs of present and future generations.

The purpose, goals, and objectives presented in this LRTP are intended to guide the process of evaluating and selecting transportation improvement projects and actions for Federal lands in Alaska. Through a collaborative effort, the FLMAs developed these foundational statements specifically for this LRTP, using the strategic goals and missions from their respective agencies. These guiding principles shape the development, conclusions, and recommendations of this LRTP.

LRTP Purpose

The purpose of the LRTP is to implement a regional plan that fulfills Alaska FLMAs' common strategies for transportation enhancement, while remaining compatible with individual land management agency missions in partnership with ADOT&PF.

LRTP Goals and Objectives

Transportation-related goals of Alaska Federal Lands represent five topical categories: system management, user experience, mobility, environment, and climate change. Each goal includes distinct objectives that serve to further the sentiment expressed by the goal. The goals and objectives are listed with a description of the purpose of each objective and related strategies.

System Management: Provide a long-term transportation system to address current and future land management needs.

Objective – Asset management: Use asset priority and facility condition information as a guide when considering transportation investments that benefit multiple FLMAs.

Strategy: Identify and use the existing asset management systems from each agency.

Strategy: Build on commonalities between existing asset management systems to seek investment of mutual interest.

Strategy: Execute joint projects where feasible.

Objective – Interagency coordination: Accomplish annual interagency coordination by setting priorities for needs, exchanging data, and discussing mutual policies to facilitate shared execution and potential economic savings for projects of mutual interest and benefit.

Strategy: Conduct regular ongoing meeting of the agencies.

Strategy: Establish and maintain a region-wide FLMA Transportation Improvement Program (TIP) in coordination and cooperation with ADOT&PF.

Strategy: Execute joint projects where feasible.

Objective – Asset investment planning: Consider sustainability of operation and maintenance of new assets in the planning process.

Strategy: Consider lifecycle costs in the planning process.

Strategy: Evaluate the tradeoffs between the cost of maintaining existing assets and investments in new infrastructure.

Objective – Hazard avoidance: Recognize and avoid conditions that jeopardize asset management or creation of new assets.

Strategy: Use good mapping practices for identifying, avoiding, and sharing information regarding geophysical hazards before construction (for example, pyretic rock).

Strategy: Avoid disturbing frozen or permafrost soils and protect soil integrity, wherever possible.

Strategy: Conduct scenario planning based on climate change to predict potential risk (for example, coastal erosion, and avalanches).

User Experience: Proactively enhance the Alaskan multimodal transportation system experience and connectivity.

Objective – User profile: Collect and analyze user information to determine which experiences/expectations are most important, relevant to transportation access.

Strategy: Using consistent and coordinated surveys across Federal lands, develop and conduct post-visit point of contact or web-based surveys to capture user experience and expectation.

Strategy: Establish an interagency group to interpret and evaluate survey data and make recommendations.

Objective – Multi-modal transportation: Establish a seamless interagency multi-modal transportation system that emphasizes the journey as part of the Alaskan experience.

Strategy: Identify problems with modal connections across agency boundaries.

Strategy: Identify critical transportation systems and fill existing gaps.

Mobility: Provide users with safe, efficient, affordable, and agency-appropriate access to and through Federal lands.

Objective – Coordinated planning: Strive for seamless multi-modal connections to and across Federal lands in Alaska.

Strategy: Coordinate between agencies to identify and address gaps in the transportation system.

Strategy: Create and maintain an interagency mapping toolkit that includes information such as:

- Differences in level of use and mode
- Travel volume and travel times
- Safety data
- Seasonal use

Objective – User information: Provide a recognizable interagency multimodal transportation system and effectively communicate through outreach efforts.

Strategy: Provide recognizable signage, symbols, and logos.

Strategy: Disseminate user information using a wide variety of methods, such as:

- Intelligent Transportation Systems (511, website, podcasts, etc.)
- Maps and brochures
- Multiagency trailhead displays
- Interagency visitor centers and Alaska Public Lands Information Center
- Comprehensive integrated traveler information network to improve mobility to and among public lands.

Strategy: Inform users about access between Federal lands and opportunities for use.

Objective – Safety: Transportation infrastructure will provide safe access for the public to and within Alaska's Federal lands.

Strategy: Improve collection of multimodal accident data consistently between and within agencies.

Strategy: Develop a safety audit model that is applicable to Alaska's multi-modal environment.

Strategy: Apply corrective actions to mitigate hazards or deficiencies through design, education, and enforcement.

Strategy: Provide remote travel safety information.

Environment: Protect and enhance natural and cultural resources through comprehensive transportation planning and management.

Objective – Planning at an appropriate ecosystem scale: Consider indirect effects on regional areas.

Strategy: Consider the effects of transportation on watersheds, air-sheds, native vegetative communities, habitat, and other relevant resources during the planning process.

Objective – Water quality: Ensure protection of open water, wetlands, and aquifers across federal lands.

Strategy: Preserve quality and function of surface and subsurface systems within the built environment.

Strategy: Use best practices during transportation construction and maintenance activities near water systems.

Objective – Air quality: Maintain or improve air quality.

Strategy: Monitor and evaluate air quality to reduce emissions related to transportation.

Strategy: Reduce particulate matter from gravel roads.

Strategy: Use existing alternative transportation systems, where appropriate.

Strategy: Evaluate and develop new alternative transportation solutions.

Objective – Habitat: Avoid, minimize, or mitigate transportation related impacts.

Strategy: Avoid fragmentation of habitat.

Strategy: Incorporate migratory passage opportunities for fish and wildlife into the built environment to ensure habitat connectivity.

Strategy: Protect and reduce impacts to wetlands, nesting areas, and aviaries.

Strategy: Ensure that habitat connectivity is maintained or enhanced when considering new construction.

Objective – Cultural: Avoid or minimize negative impacts to culturally significant human settlements, subsistence areas, cultural landscapes, and historic and archaeological sites.

Strategy: Identify areas with significant cultural resources.

Strategy: Evaluate and monitor impacts to culturally significant human settlements and subsistence areas.

Strategy: Ensure compliance with best practices during transportation construction and maintenance activities near cultural resources.

Objective – Soils: Avoid or minimize impacts on permafrost and other at risk soil systems.

Strategy: Identify areas with vulnerable soils.

Strategy: Seek context sensitive solutions that protect sensitive soil systems.

Strategy: Ensure compliance with best management practices during transportation construction and maintenance activities near vulnerable soils.

Climate Change: Develop a long-term transportation system that addresses a changing climate.

Objective – Adapt transportation systems and practices to climate change related impacts where appropriate.

Objective – Mitigate activities related to transportation that may contribute to climate change while continuing to provide for and encourage compatible uses.

1.9 Role of Western Federal Lands Highway Division

The Federal Lands Highway mission is to continually improve transportation access to and through Federal and tribal lands through stewardship of Federal Land Highway programs by providing balanced, safe, and innovative roadways that blend into or enhance the existing environment, and by providing technical services to the transportation community. The goals of this program are:

- Safety – Continually improve highway safety.
- Mobility – Continually improve access and condition of transportation.
- Productivity – Continually improve economic efficiency.
- Human and Natural Environment – Protect and enhance the natural environment and communities affected by highway transportation.

The Federal Lands Highway Administration is involved in this LRTP as facilitator and catalyst to help the FLMA core team meet its goals to improve access to and through Federal lands and public lands.

1.10 Plan Structure

This LRTP is presented in six chapters, including this introduction, and is designed to be read in sequence such that each chapter builds upon the information and conclusions derived in the previous chapter(s). The document examines baseline conditions, FLMA drop-down plans, funding, outreach activities, and recommendations for future action.

Chapter 2, *Baseline Conditions*, presents the state of transportation infrastructure as it relates to the goals and objectives described in this introduction chapter. It focuses on the multi-modal nature of transportation in Alaska.

Chapter 3, *FLMA Drop-Down LRTPs*, presents detailed summaries of the individual agency drop-down plans including the NPS, FWS, FS, and BLM.

Chapter 4, *Funding,* summarizes the recent investment history for Alaska FLMA projects and discusses the funding gap between available funds and needed improvements to the transportation network. Chapter 4 also identifies additional opportunities for funding through partnerships with other agencies.

Chapter 5, *Outreach Plan,* describes how outreach was conducted during the LRTP planning process. It describes the various levels of involvement, when and with whom outreach activities were conducted, methods of outreach, and the role of WFLHD in the planning process.

Chapter 6, *Actions,* describes actions identified as being necessary to further common *Alaska Federal Lands LRTP* goals and objectives. The performance of FLMAs in achieving long range goals and objectives is measured by the progress made in accomplishing these actions over time.

Howard Bay, Charity Haring

2. Baseline Conditions

Baseline conditions analysis considers the dynamics of use and the roles of transportation modes in effectively moving people and goods to and through Alaska's Federal lands. Ultimately, it is a matter of condition, importance, and need that determines which transportation assets receive funding. To this end, baseline condition assessments in agency drop-down plans are used. This chapter, however, provides an overview of Alaska's unique multi-modal transportation system and its significance to Alaska Federal lands.

2.1 Overview of the Transportation System

Understanding the unique nature of travel in Alaska is a prerequisite for planning future transportation projects. More than anywhere else in the United States, Alaska depends on a mix of road, trail, rail, marine, snow, and air connections to meet its transportation needs. This multi-modal network responds to the State's immense size, challenging physical geography, and extreme climate. Travel in Alaska is often a matter of connecting from one modal system to another. The efficiency of Alaska's multi-modal transportation system heavily influences accessibility, subsistence living, business and recreational travel opportunities, and Alaska's overall economy. This chapter considers the primary modes of travel in Alaska to be roads, air, rail, water, and trails.

2.2 Roads

Despite the uniquely multimodal nature of transportation in Alaska, roads provide critical connections for visitors, residents, and commerce alike. For example, 53 percent of visitors use roads when traveling in-state between communities according to the Alaska Visitor Statistics Program, Visitor Volume and Profile (State of Alaska, 2007). Furthermore, residents are dependent upon the use of roads, as indicated by Alaska's claim as the third highest number of licensed drivers per capita in the country, according to FHWA.

According to the *Certified Report of Public Road Mileage (ADOT&PF, 2010)*, there are 15,718 centerline miles of public-use roads in Alaska, 52 percent of which are unpaved, 31 percent are paved, and 17 percent of unknown surface type. However, Alaska is exceedingly sparse in terms of roads per square mile of land. Based on FHWA lane mile and U.S. Census land area data, Alaska contains only 0.04 lane miles of road for every square mile of land compared to the national average of 4.43 lane miles per square mile.

Public-use roads are within the jurisdictions of multiple land management agencies, but are predominantly State and borough, as summarized in Table 2. Nevertheless, municipal, tribal, and other local and Federal agencies account for 40 percent of road ownership. As illustrated in Table 2, individual Federal lands do not account for a large number of public roads within the State; collectively, NPS, FS, FWS, and BLM account for only 4.9 percent of Alaska's public roads.

Unlike Table 2 which tallies roads accessible to the general public, Table 3 summarizes all FLMA roads inventoried by each agency's respective asset management system. In addition to public use roads, Table 3 includes restricted access roads such as administrative or routes in storage (roads that are closed, but may be reopened at some point). In

some cases, these totals understate actual road miles present on Federal lands. This is particularly true for BLM, which is currently in the process of inventorying its road and trail systems.

Federal lands with road infrastructure are connected by Alaska's State, borough, and municipal road network, as shown in Figure 3. Other jurisdictional road connections are essential for access to Federal lands.

Table 2
Alaska Public Road Jurisdictions

Jurisdiction	Miles	Percentage of Total
ADOT&PF	5,601	35.6%
Borough	3,568	22.7%
Indian Nations	2,001	12.7%
Municipal	1,804	11.5%
U.S. Department of Defense	703	4.5%
BIA	510	3.2%
FS	499	3.2%
Alaska Department of Natural Resources	483	3.1%
Other local agencies	271	1.7%
NPS	159	1.0%
FWS	90	0.6%
BLM[1]	17	0.1%
U.S. Army Corps of Engineers	10	0.1%
U.S. Coast Guard	2	0.0%
Total	15,718	100.0%

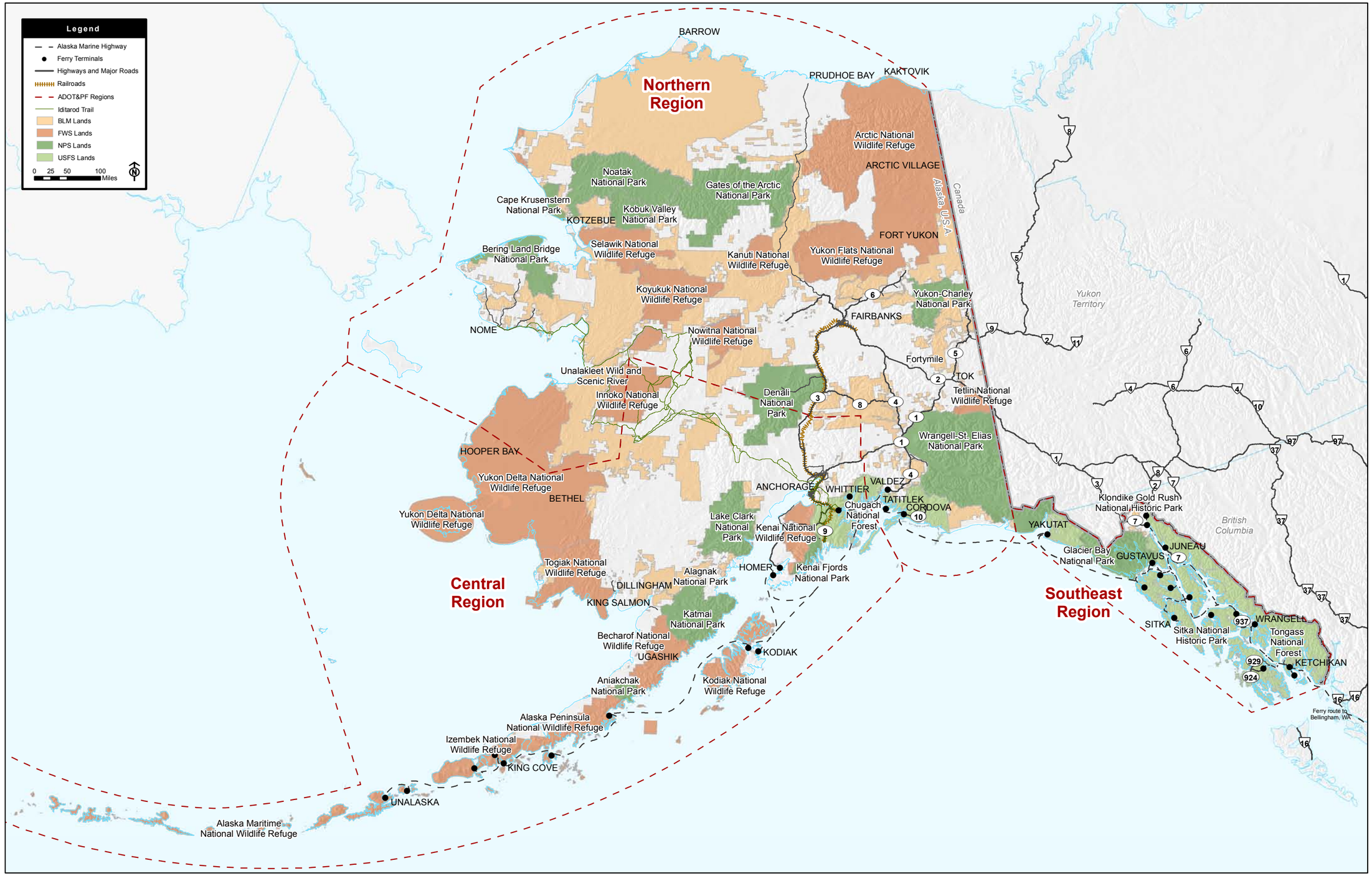
[1] *Administrative roads that are open to the public.*
Source: ADOT&PF, Certified Report of Public Road Mileage (2010). Miles reported as centerline miles.

Table 3
Public and Administrative Roads

Agency	Roads (Miles)
BLM	44
FS	3,777
FWS	173
NPS	146
Total	**4,140**

Source: Draft Alaska FLMA Drop-Down LRTPs

Figure 3
Alaska Surface Transportation



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2.3 Air

Air travel is a critical mode of transportation to and within Alaska. Air travel is possible through a wide range of options, including commercial airlines, air taxies, and personal general aviation, as illustrated in Figure 4. Although accounting for eight percent of total flight trips, commercial airlines serve the greatest number of passengers to and within the state. General aviation and air taxis play an important role for in-state travel and are used to access both remote back country areas and populated places.

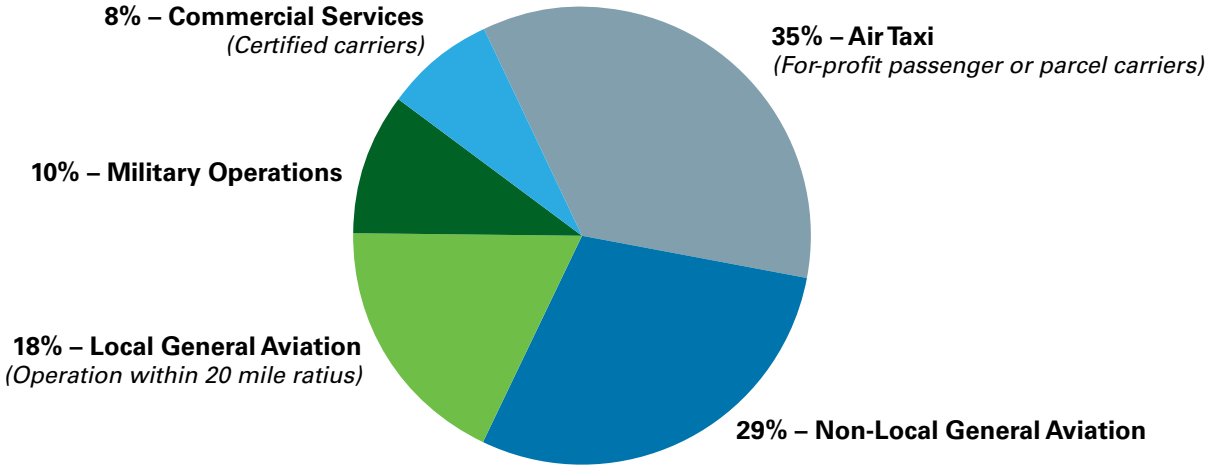
Denali, NPS

The significance of personal air travel in the state is demonstrated by the high number of registered active aviation pilots found in the state. By a significant margin, Alaska has the highest per capita quantity of pilots at 1.3 per 100 people, whereas the second highest, Montana, has less than one-third that amount at 0.4 pilots per 100 people, and is substantially higher than the national average of 0.2 pilots per 100 people.

Alaska has 548 Federal Aviation Administration documented airports, 42 heliports, and 140 seaplane bases. As illustrated in Figure 5, 28 percent of these are located on Federal lands (but are not necessarily maintained by FLMAs or open to the public). These facilities provide access to Federal lands through general aviation and are important gateways to remote areas. Undocumented "back country" landing strips are also used for accessing remote recreational opportunities and private lands, but were not quantified or located geographically for the purposes of this LRTP.

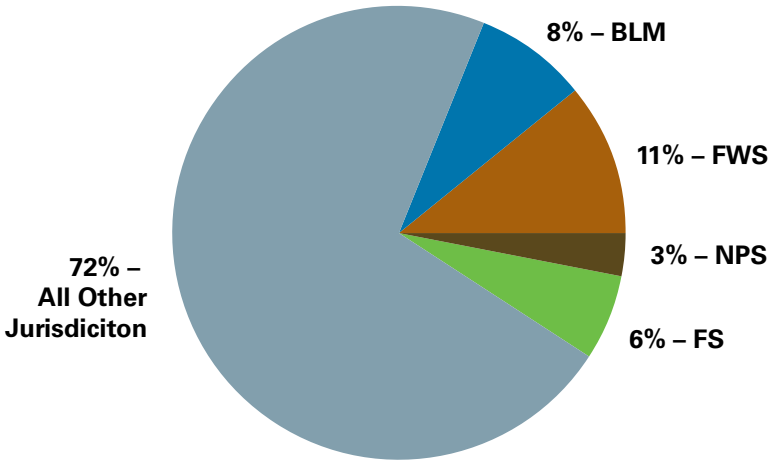
Communication with public and private associations will be needed to better determine the scope, sensitivity, cost, and liability of securing a higher level of documentation of backcountry airstrips.

Figure 4
Alaska Air Travel by Type



Source: Federal Aviation Administration (2008)
Percentages based on 2,388,481 annual trips in 2008

Figure 5
Federal Aviation Administration Airports, Seaplane Bases, and Heliports by FLMA



Source: Federal Aviation Administration (2008)

2.4 Rail

Rail is the second most used transportation mode for in-state visitor travel according to the *Alaska Visitor Statistics Program, Visitor Volume and Profile* (State of Alaska, 2007). In 2008, the Alaska Railroad transported 542,671 passengers and 6.1 million tons of freight according to the Alaska Railroad Corporation. The Alaska railway system extends 651 miles from Seward to Fairbanks. The Twenty-one mile, privately-owned White Pass and Yukon Route Railroad provides a link from Skagway into Canada.

Trains providing access stations to Federal lands serve as a single stage of travel in a multi-stage trip to visit and/or view Federal lands while en route to a secondary destination. As illustrated in Figure 3, the Alaska railway system provides access to well-known Federal lands such as Denali National Park and Chugach National Forest.

2.5 Water

Water allows for direct and scenic access by ferries, passage for island barge traffic, flexible access by small craft to coastal areas and rivers, landing sites for seaplanes, and access for snow machines during winter months. The Alaska Marine Highway System is an iconic Alaskan mode of travel for passengers, cars, recreational vehicles (RVs), and off-highway vehicles. The Alaska Marine Highway System includes 33 ports along 3,274 nautical miles from Bellingham,

Alaska Railroad, Frank Kovalchek

NPS

Washington to Unalaska in the Aleutian Island chain. ADOT&PF estimates that the Alaska Marine Highway serves 320,000 passengers and over 100,000 vehicles annually. The Alaska Marine Highway is also used as one stage in a multi-modal trip to directly access Federal lands or simply to view the land from marine vessels. Direct access to Federal lands describes trips that enter Federal land boundaries during the course of a traveler's journey, including out-of-state visitors, residents, and administrative users (e.g.: for shuttling workers and supplies). Passive visits describe travelers who view Federal lands while on the Alaska Marine Highway, but never set foot on the lands. This type of access is sometimes accompanied by interpretation services offered on some ferry routes. Figure 3 shows Alaska Marine Highway routes and terminal locations.

Small watercraft are frequently used to access Federal lands. Such access does not require the use of formal harbors or ports and is therefore a popular mode of travel for remote access of Federal lands for recreation. Inland waterways are therefore important corridors for water based travel. By a significant margin, Alaska has the most miles of navigable inland waterways in the country. According to the US Army Corps of Engineers, Alaska has 15,400 miles of inland waterways whereas the second highest occurrence with 5,334 miles is Louisiana. The national average for inland waterways is 837 miles per state.

2.6 Trails

Trails support numerous travel modes including off-highway vehicles, snow machines, foot, dogsleds, and bicycles. They provide access for both recreational and non-recreational travel. For some remote communities, trails are the primary means of accessing neighboring communities or goods and services. Trails are also significant travel resources for subsistence living by connecting villages to Federal and State lands. Although a large number of trails are undocumented, nearly 25,000 miles of trails have been documented throughout the State in all jurisdictions including Federal, state, and tribal lands.

Ididerot Trail Marker, NPS

Trails provide access to and within Federal lands and are essential travel corridors for subsistence, resource extraction, and recreation. Recreational trails are particularly important for NPS, FS, BLM, and FWS.

2.7 Seasonal Variation

Alaska is unique in that seasons significantly influence the modes of transportation used throughout the course of a year. Modes of travel are influenced as seasons restrict some forms of travel, and create opportunities for others. For example, winter inhibits travel by automobile in some remote areas; however, the winter season also makes travel by ice roads possible. The following transportation issues are highly affected by season in Alaska:

- Ice roads
- Paved roads
- Mode of trail travel
- Low light conditions
- Aircraft landing (wheels/pontoon floats versus skis)

The severity of Alaskan weather also contributes to the rapid degradation of transportation asset conditions. The condition of transportation assets are also affected by the sometimes extreme shifts in climate and weather throughout the seasons. While traffic volume and use determine the rate of road surface degradation in the majority of states, freeze-thaw cycles are the primary stressor of road surface conditions in Alaska. Trails are also highly influenced by season as surfaces can range from dry soil in the summer, snow and ice in the winter, and mud in the spring.

Ice road near Selawik, Jeffery Brooks/FWS

2.8 Trends

Analysis was performed on behalf of this LRTP to identify trends in visitation that may impact how and in what levels FLMAs are accessed. The results of this analysis are documented in the *Visitation Trends Technical Report* (available in Appendix B). In general, the report concludes that out-of-state visits to Alaska are likely to increase over the next 20 years. Visitation is expected to increase most in FLMA units that are either directly accessed by cruise ships or are secondary stops for visitors who enter the state through cruise ship ports or airports. Such units are generally those that are adjacent to cities with access to roads and accommodate tour busses and automobiles.

2.9 Climate Change

Because Alaska FLMAs are responsible for resources and infrastructure that could be impacted by climate change, a climate change technical report was prepared to support the development of this LRTP. The *Climate Change Technical Report* is available in Appendix C of this LRTP. The technical report documents the following climate change topics.

- FLMA directives and executive orders on climate change
- Threats to transportation infrastructure from climate change
- Department and agency adaptation strategies for climate change
- FLMA recommended mitigation strategies for climate change

3. FLMA Drop-Down LRTPs

As discussed in Chapter 1, the *Alaska Federal Lands LRTP* is accompanied by agency-specific long range plans called drop-down LRTPs. Drop-down LRTPs elaborate upon the topics discussed in this LRTP with agency-specific details, including baseline conditions, transportation deficiencies and needs, project selection processes, funding opportunities, performance measures, and recommended future actions. In addition to setting long range goals for each agency's transportation system, this information allows FLMA partners to identify common gaps, develop better interagency coordination, and leverage project funds to address high-level priorities of mutual interest.

Although each drop-down LRTP is unique in terms of its structure, analysis, and outcome, there is overlap in the components discussed and themes addressed. Table 4 illustrates these shared topics. Additional information about these topics can be gathered from the respective drop-down LRTPs.

Table 4
Drop-Down LRTP Components and Themes

		Shared Drop-Down Topics	BLM	FS	FWS	NPS
Drop-Down LRTP Components		LRTP Goals and Objectives	X	X	X	X
		Related Agency Plans/Policies	X	X	X	X
		Project Selection Process	X	X	X	X
		Baseline Conditions	X	X	X	X
		Needs Identified	X	X	X	X
		Agency Funding	X	X	X	X
		Gap Discussion	X	X	X	X
		Gap Analysis			X	X
		Performance measures	X	X	X	X
		Actions/Recommendations	X	X	X	X
		Plan is fiscally constrained		X		X
Drop-Down LRTP Themes by Alaska Federal Lands LRTP Goal Areas	System Preservation	Asset management system used to show asset priority index versus facility condition index	X		X	X
		Emphasis on improving the condition of high priority assets	X	X	X	X
		Access studies are an identified need		X	X	X
		All-terrain vehicle/off-road vehicle access management is an identified need	X			X
		Each route must have a purpose and management objective	X	X		
		Trail improvements	X	X	X	X
		Airstrip maintenance and rehabilitation			X	X
		Interested in partnering to solve funding gaps	X	X	X	X
		Deferred maintenance is growing	X	X	X	X
		Transportation funding is decreasing	X	X	X	X

Table 4
Drop-Down LRTP Components and Themes

Drop-Down LRTP Themes by Alaska Federal Lands LRTP Goal Areas	Shared Drop-Down Topics	BLM	FS	FWS	NPS
User Experience	Need more data about visitor / user access and experience	X	X	X	X
	Distinction between recreational and transportation assets	X	X		
	Interpretive exhibits or roadside kiosks are needed	X			X
	Cruise ship info and wayfinding at unit	X			X
	Road advanced travel planning and data	X		X	X
Mobility	Emphasis on subsistence, resident, and visitor access	X		X	X
	Emphasis on multiple use access (resource extraction / development in addition to subsistence, resident, and visitor)	X	X		
	Transportation system is expanding	X	X		
	Traditional subsistence uses are not always documented	X	X	X	X
	Appropriate access to recreation and resources	X		X	X
	Unreliable aviation access			X	X
	Appropriate road access to recreation and resources	X		X	X
Environment	Remote north tundra damage from off-highway vehicle/snow machine use	X			X
	Remote north soundscape disturbances from over flights and snow machines	X		X	X
	Exotic species along transportation corridors	X	X	X	X
	Air/water quality issues from road and off-highway vehicle trail use	X		X	X
	Impacts on permafrost, gumbo soil types, etc.	X			X
	Habitat fragmentation by roads and off-highway vehicle trail is poorly understood	X			X
	NEPA is adhered to when planning transportation projects	X	X	X	X
	Agency mission driven emphasis on conservation			X	X
Climate Change	Department and agency level climate change efforts are in progress	X	X	X	X
	Climate change is considered in planning and funding decisions			X	X
	Need to identify assets at risk of climate change related effects	X		X	X
	Need to participate in climate change scenario planning	X			X
	Need to consider sustainability climate change adaptation in planning new assets			X	X

4. Funding

Funding for FLMA transportation programs is not anticipated to increase significantly through 2030. In the current funding environment, a well-defined funding and investment strategy built on defensible project selection processes and a wide-ranging pool of funding programs is critical to ensure continued maintenance and improvement of transportation assets. While Federal transportation funding sources are currently under scrutiny as part of the authorization of new transportation legislation, Federal, State, and local jurisdictions continue to look for innovative funding mechanisms to span growing gaps between projected need and available funds.

This chapter identifies funding programs that are available to FLMAs (funding programs that are unique to individual land management agencies are discussed in drop-down plans). A common theme for many of these programs is local partnership. These programs emphasize the importance of partnering with other Federal, State, and local agencies to overcome funding gaps.

4.1 Federal Lands Highway's Role

The WFLHD provides stewardship and oversight to FLMAs in the form of financial resources and technical assistance for transportation activities. These activities include transportation planning, design, construction, and rehabilitation of the highways and bridges that provide access to and within Federally-owned lands. Funding for these services and project construction activities is provided through the Federal Lands Highway Program (FLHP). WFLHD provides assistance to the following programs in Alaska:

- Indian Reservation Roads/Bridges
- Park Roads and Parkways
- Public Lands Highways Discretionary
- Public Lands Highways Admin/Planning
- Forest Highways
- Refuge Roads
- Emergency Relief for Federally-Owned Roads
- Defense Access Roads

Through this LRTP's development, WFLHD organized a series of project coordination meetings between ADOT&PF and FLMAs, which is discussed further in Chapter 5. These meetings included representatives from each FLMA and ADOT&PF to identify projects of mutual interest and possible partnerships. The project coordination meetings can result in development of an interagency menu of projects (a TIP of sorts) where agencies agree that follow-up between interested parties is warranted to explore partnership opportunities for one or more specific projects. The ultimate goal of these efforts is to optimize the utility of transportation investments that support LRTP goals and objectives, leverage partnerships to access diverse funding streams, and ultimately create cost efficient construction scenarios.

Alaska Federal Lands project coordination meeting. Credit NPS

As an agency, FHWA serves two primary roles in supporting the Alaska transportation system. First, ADOT&PF receives Federal transportation funds to support its State and interstate system. The FHWA Federal-Aid Division office, located in Juneau, Alaska, provides stewardship, oversight and support to the ADOT&PF.

Secondly, FLMAs, including FWS, NPS, FS, BLM and Tribal governments, and to some extent, the BIA, also receive Federal funding to support their transportation systems. The FHWA WFLHD, office located in Vancouver, Washington, provides the stewardship and oversight support, planning, design engineering, and construction support to their transportation system project needs.

4.2 Common Federal Lands Transportation Funding Programs

Numerous transportation funding programs are available to all Alaska FLMAs. These programs target specific transportation-related project types and purposes. Table 5 lists project types and their potential eligibility for common FLMA transportation funding programs. These programs are described in the following sections. A common theme for many of these programs is local partnership. These programs emphasize the importance of partnering with other Federal, State, and local agencies to overcome funding gaps. Many of these funding sources were authorized through the Safe, Accountable, Flexible, Efficient Transportation Equity Act: A Legacy for Users (SAFETEA-LU).

Table 5
Common Federal Lands Transportation Funding

Administered By	Funding Programs	Project Type								
		Roads	Parking	Bridge	Drainage/Slope Stabilization	Trails	Marine	Wildlife Crossing	Interpretation	Aviation
State	Transportation Enhancements	X	X	X	X	X	X	X	X	
	Recreational Trails Program			X	X	X		X	X	
	National Scenic Byways Program	X	X	X	X		X			
	Public Lands Highway – Discretionary Program	X	X	X	X	X	X	X	X	
	Airport Improvement Program									X
Federal	High Priority Projects Program	X	X	X	X	X	X	X	X	
	Emergency Relief for Federally-Owned Roads	X	X	X	X					
	Federal Highway Construction	X	X	X	X	X	X	X	X	
	Federal Highway Public Roads Transportation Planning Program	X	X	X	X	X	X	X	X	
	Paul S Sarbanes Transit in the Parks	X	X	X	X	X	X	X	X	
	Rivers, Trails, and Conservation Assistance Program					X	X	X	X	

4.2.1 State of Alaska

Funding available to the State comes from several funding agencies, most notably FHWA, Federal Transit Administration (FTA), and the Federal Aviation Administration. The State receives several categories of funding from each of these agencies. Each category has distinctive rules for project eligibility, match ratios, and other programming factors. These funds are allocated in the Statewide Transportation Improvement Program (STIP) for eligible highway, transit, trail, ferry, and other surface transportation project needs.

In addition, the State of Alaska may be able to receive discretionary funds from FHWA and FTA for individual projects by competing nationally for special category funding. Recent examples include FHWA grants for Scenic Byway Coalition projects and the FTA grants awarded for "State of Good Repair" eligible projects.

Some of the surface transportation funds apportioned to the State are flexible, in that they can be used on a broad range of projects, making these funds useful in combination with other project funds. A high percentage of these funds are designated by statute for the Community Transportation Program where they are matched by local funds to construct local projects that scored highest against statewide evaluation criteria.

The following funding programs are administered by the State. An ADOT&PF contact list organized by FLMA unit is provided in Appendix D.

Transportation Enhancements

The Transportation Enhancement Program offers funding to help expand transportation choices and enhance the built and natural environment. To be eligible for funding, a transportation enhancement project must fit into one or more of 12 eligible transportation enhancement activities specified in 23 USC §104 related to surface transportation: pedestrian and bicycle infrastructure and safety programs, scenic and historic highway programs, landscaping and scenic beautification, historic preservation, and environmental mitigation. SAFETEA-LU authorized approximately $800 million annually from 2005 to 2009 for the Transportation Enhancement Program. Funds are distributed through ADOT&PF which has a defined process to solicit and select projects. Profiles for ADOT&PF's enhancement program are available online (www.enhancements.org/Stateprofile.asp). This program provides an 80 percent Federal share and requires a 20 percent match from the participating agencies.

Recreational Trails Program

The Recreational Trails Program provides funds to States for the purpose of developing and maintaining recreational trails and trail-related facilities for both non-motorized and motorized recreational uses (23 USC §206). SAFETEA-LU authorized $370 million for the program, of which $85 million was allocated in 2009. Examples of trail uses include hiking, bicycling, in-line skating, equestrian use, cross-country skiing, snowmobiling, off-road motorcycling, all-terrain vehicle riding, four-wheel driving, or using other off-road motorized vehicles. Eligible activities include trail maintenance, restoration, and new trail construction. The State of Alaska Department of Natural Resources administers Regional Trails Program funds and offers matching grant funds to develop and maintain recreational trails and trail-related facilities for both non-motorized and motorized recreational trail uses. Grants are available for development and maintenance of trails and facilities, acquisition of trail rights-of-way, and development of safety and environmental protection education programs. This matching grant program provides up to $50,000 per application and is an 80 percent Federal share.

National Scenic Byways Program

The National Scenic Byways Program is funded through FHWA to help recognize, preserve, and enhance designated roads

Tongass National Forest Coffman Road prior to construction, Larry Dunham

throughout the United States. Designation is awarded to certain roads and the Alaska Marine Highway System based on one or more archeological, cultural, historic, natural, recreational, or scenic qualities (23 USC §162). SAFETEA-LU allocated $175 million in funding over 6 years for byways-related projects, with $43.5 million allocated in 2009. FHWA awards funds competitively each year covering 80 percent of project cost, with the requirement that the remaining 20 percent be matched by local, State, other Federal, or in-kind means. Grant applications are submitted annually. FLMA units located along or near National Scenic Byways may submit an application for National Scenic Byways funding through ADOT&PF, in cooperation with or through a Scenic Byway Organization. Partnering with the local Scenic Byway organizations is an important step to accessing these funds.

Public Lands Highway Discretionary Program

The Public Lands Highway Discretionary Program funds are available for transportation planning, research, engineering, and construction of highways, roads, parkways, and transit facilities within Federal lands. These funds are also available for operation and maintenance of transit facilities located on Federal lands. Funding is provided for projects designated by Congress, although other projects are sometimes eligible. Because only State departments of transportation can submit candidate projects for this program, it is critical that the refuges coordinate with ADOT&PF to align common project priorities to become eligible for these funds. Eligible projects may include:

- Transportation planning for tourism and recreational travel, including National Scenic Byways, BLM Back Country Byways, National Trail System, and similar Federal programs
- Adjacent vehicle parking areas
- Interpretive signs
- Acquisition of scenic easements and scenic or historic sites
- Provision for pedestrians and bicycles

Airport Improvement Program

The Airport Improvement Program (AIP) provides grants to public agencies for the planning and development of public-use airports. The AIP is funded through the Federal Aviation Administration from the Aviation Trust Fund, an accumulation of aviation taxes on aviation users. ADOT&PF scores projects based on aviation criteria and guidance, and prepares detailed project nomination sheets and estimates for each project. Criteria include safety, health and quality of life, economic development, maintenance and operations issues, local capital contribution to project cost, and others. The project nomination goes through a regional screening and then is evaluated by the Aviation Project Evaluation Board (comprised of the three ADOT&PF Regional Directors, Director of Statewide Aviation, and the Statewide Maintenance Director). This board scores project nominations from all around the state including non-ADOT&PF-owned airports. The highest scoring projects are then ranked competitively in the AIP schedule.

For large and medium primary hub airports, the AIP grants cover 75 percent of eligible costs (or 80 percent for noise program implementation). For small primary, reliever, and general aviation airports, the grant covers 95 percent of eligible costs.

4.2.2 Federal Sources

There are numerous Federal sources that may provide funding for eligible FLMA transportation projects. Funding could come from several Federal agencies, typically FHWA and the FTA. Each program has specific rules for project submission and eligibility.

High Priority Projects Program

The High Priority Projects Program provides designated funding for specific projects identified in section 1702 of SAFETEA-LU. A total of 5,091 projects are identified, each with a specified amount of funding over the five years of the transportation legislation. This program can provide 80 percent of total project cost. The percentage match required from non-Federal sources varies depending on earmarks. In some instances, match requirements can be as low as nine percent due to earmarks. Without earmarks, matching fund requirements are 20 percent. FLMAs may provide the non-high priority projects' cost for projects on Federal or Indian lands using WFLHD and/or FLMA appropriated funds.

George Parks Highway Scenic Byway, Aneta Synan/ADOT&PF

Emergency Relief for Federally-Owned Roads

The Emergency Relief for Federally-Owned Roads program is authorized by 23 USC §125 (c). To be eligible for assistance for repair and reconstruction, Federal roads must have been damaged by a natural disaster over a wide area or by a catastrophic failure from an external cause. This program is intended to supplement the commitment of resources from other Federal sources to help pay unusually high expenses resulting from extreme conditions. Funds are provided from the Highway Trust Fund. No funding match is required by the program; the Federal share is 100 percent.

Sarbanes Transit in Parks Program

The Sarbanes Transit in Parks Program is administered by the FTA in conjunction with the Department of the Interior. It is a competitive grant program open to the FWS, FS, NPS, BLM, and State, local, or tribal governments. The program funds capital and planning expenses for alternative transportation systems such as shuttle buses and bicycle trails. The goals of the program are to conserve natural, historical, and cultural resources; reduce congestion and pollution; improve visitor mobility and accessibility; enhance visitor experience; and ensure access to all, including persons with disabilities. In addition, 10 percent of the annual allocation is available for technical assistance in alternative transportation planning where project proposals are not already well developed. The total allocation for this program has been $22 to $27 million each year since 2006.

Indian Reservation Roads

The BIA, FLHD Indian Reservation Roads Program (IRR) provides tribes with transportation funds when certain criteria are met. To be eligible for IRR funds, Alaska tribal governments must have inventoried transportation assets on file with BIA headquarters office in Anchorage. Inventoried assets may extend beyond the boundaries of tribal lands. Transportation assets on Federal lands that lead to tribal in holdings, for example, could be included in IRR BIA inventories. Inventoried assets do not represent ownership. An IRR inventoried route could therefore exist on Federal lands, and remain the ownership of the FLMA, yet receive IRR funds. In addition to developing inventories and TIPs, tribal governments also are responsible for creating LRTPs. Tribes are therefore encouraged to coordinate with other transportation planning endeavors, such as this LRTP and many ADOT&PF planning efforts.

The IRR Program was established by the Surface Transportation Assistance Act of 1982. The IRR program addresses transportation needs of over 560 Indian Tribes and Alaska Native Villages by providing funds for planning, designing, construction, and maintenance activities. IRR provides safe and adequate transportation and public access to, within, and through Indian reservations for Native Americans, visitors, recreational users, resource users, and others, while contributing to the health, safety, and economic development of Native American communities. Since the establishment of the IRR Program, Federal construction in the IRR system exceeds $4.5 billion.

Rivers, Trails, and Conservation Assistance Program

The Rivers, Trails, and Conservation Assistance Program provides assistance with planning, project development, and construction related to natural resource conservation and outdoor recreation. While not a funding program, this community assistance branch of the NPS offers valuable staff assistance for local project planning for non-profits, citizen groups, communities, tribes, and other Federal agencies.

4.2.3 Non-Federal Sources

Although not a funding source, volunteer work can be an important source for labor and other talent. There are many

public land volunteer organizations in Alaska. FLMAs staff should work with procurement and contracting staff to ensure volunteer agreements meet agency requirements.

Agreements in General

In certain situations, and with the appropriate legal authority, FLMAs can enter into partnership agreements with cooperators for road maintenance and construction activities. Road maintenance agreements are more common than agreements for construction improvements. Several elements are common to all types of partnerships, such as:

- Mutual interest in some goal or value
- Mutual non-monetary benefit
- A state of participation or sharing
- No conflict of interest
- Agreement must be executed before costs are incurred or work commences
- A specific relationship between the parties (written agreement)
- Voluntary participation

Cost Share Agreements

The Interior and Related Agencies Appropriations Act of 1992 authorizes Department of the Interior agencies to cooperate with other parties to develop, plan, and implement projects that are mutually beneficial to parties that enhance activities. This includes financing projects with matching funds from cooperators. Cooperators may be public and private agencies, organizations, institutions, and/or individuals.

Snowmobile Trail Grants

Snowmobile trail grants are matching-grant funds for trail easement acquisition, development, and maintenance of trails and trail-related facilities for snowmobile use. The program also provides funds for snowmobile safety and educational programs. Additional information is provided by the Alaska Division of Parks and Outdoor Recreation grants program (www.dnr.state.ak.us/parks/grants). The snowmobile trail grant program is funded through legislative authorization to receive funds from snowmobile point-of-sale registration fees.

4.3 Funding Gaps

Each FLMA drop-down LRTP analyzes gaps between identified needs and the ability to resolve those needs. These gaps are directly or indirectly related to funding. Each FLMA is experiencing decreases in the availability of transportation funds, while needs for routine maintenance and new projects remain constant or are increasing. Lack of funding contributes to increasing levels of deferred maintenance. Assets degrade over time and as maintenance continues to be deferred, costs required to bring assets back to proper condition continue to grow.

FLMAs are challenged in how transportation funds are allocated. If yearly operation and management costs exceed available funds, agencies must choose which assets receive funding, and to what level they are to be maintained. New projects are impacted by lower funding levels and increasing funding competition from the demands of deferred maintenance. There is a growing necessity to show that new projects are critical to the mission of each FLMA. As described in Chapter 1, establishing frameworks for identifying the critical projects and making the very most of funds is one of the primary purposes of this and drop-down LRTPs. The actions described in Chapter 6, of this plan and the project selection processes, performance measures, actions, and recommendations described in each drop-down plan ensure that transportation funds continue to support those efforts that are most effective in furthering FLMA missions.

FWS

5. Outreach Plan

Outreach conducted for this LRTP was designed to solicit input from interested parties and inform stakeholders for whom the plan is of interest. Outreach helped the public and stakeholders understand and influence how LRTP strategies could eventually translate into specific projects. Various outreach methods were used to communicate plan intent, garner agreement of the plan's approach and assumptions, solicit input that furthers the intent and/or effectiveness of the plan, and provide opportunities to comment on a draft document. Although the level of outreach conducted on behalf of this plan does not meet the levels required of NEPA projects, it can be used as a springboard for subsequent NEPA efforts for projects that were influenced by the LRTP.

The goals of *Alaska Federal Lands LRTP* outreach efforts included:

- Inform and educate external stakeholders about FLMA transporation planning processes
- Provide opportunities for stakeholders to identify their concerns, values, ideas, and interests with regard to access to and within Federal public lands
- Allow agency management and external stakeholders the opportunity to provide input on this LRTP
- Build support for the transportation planning process
- Strengthen existing partnerships while forging new ones

5.1 Outreach Levels

This LRTP builds upon other FLMA and partner agencies' planning and outreach activities, thereby providing multiple opportunities for internal and external parties to become aware and/or involved in the LRTP planning process.

Transportation planning-related outreach is categorized by policy-level, plan-level, and project-level opportunities. Policy-level outreach occurs during the development of a LRTP, such as this *Alaska Federal Lands LRTP*, regional transportation plans, and ADOT&PF's *Let's Get Moving 2030*. Such long range policy plans provide guidance and direction for transportation programs. In short, they address "big picture" topics. Plan-level outreach occurs during development of medium-range or long-range plans that analyze specific transportation needs and identify potential project solutions such as land use management plans, comprehensive conservation plans, area long-range transportation plans, MPO LRTPs, borough transportation plans, corridor studies for specific highways or local transit development plans. Project-level outreach occurs when specific projects are being developed through the evaluation and assessment process used under NEPA.

It is not the specific intent of this *Alaska Federal Lands LRTP* to provide a short-term list of projects, such as those developed in agency specific TIPs. Outreach activities associated with specific projects are conducted at the appropriate level of planning by individual FLMAs. The agency specific distinctions between long-term and short-term planning outreach are discussed in FLMA drop-down LRTPs.

The public has further opportunity to provide input on specific proposed projects through the NEPA project evaluation and assessment process. All projects that include Federal funding must comply with the NEPA process. The NEPA process requires public outreach at several stages: project scoping (to present the proposed project and identify potential issues), public review of the draft environmental

document (environmental assessment or environmental impact statement), and public review of the final environmental impact statement. Additional public involvement opportunities, such as public meetings are often provided at various stages of project development.

Recognizing that not all potential stakeholders are interested in participating in every outreach activity, three categories of stakeholders were identified for this LRTP, as illustrated by the three spheres shown in Figure 6. Outreach content was tailored to the interests of each specific audience represented in the spheres. The innermost sphere represents the most involved stakeholders, with involvement intensity and level of information and detail regarding the LRTP decreasing through the middle and outer spheres.

In many states, LRTP development does not typically generate considerable interest from the general public given their non-project specific emphasis and policy level goals, objectives, and analysis. In most cases, the general public and other participants listed in the outermost sphere of Figure 6 are interested in the basic themes of a plan like this *Alaska Federal Lands LRTP* and understanding how the process may result in specific projects of further interest to them.

The participants listed in the middle sphere of Figure 6 tend to have a greater stake in the LRTP because their own efforts may have some degree of overlap with plan goals, objectives, analysis, or conclusions. At this level, examples of cooperative interests range from concessionaire business plans, to non-vehicular access concerns, and ideally, coordination and consistency with similarly-related local or other governmental agency transportation plans.

The participants listed in the inner sphere, or "Core Team," of Figure 6 received the most outreach interaction as the LRTP's results could potentially influence project-related activities from the unit to the agency levels. These participants were briefed throughout the LRTP development process to foster widespread buy-in and ensure agency-specific concerns were adequately addressed by the plan. During the development of this LRTP, FLMA senior management was routinely briefed on LRTP purpose, goals, objectives, and status to ensure agency concurrence with the plan and its outcomes. Buy-in from senior management was exceedingly important for this multi-agency LRTP as the plan reflects elements of each agency's national transportation policy goals.

5.2 Outreach Events

Outreach activities involved diverse audiences in a wide range of forums. Sequencing of outreach events is varied by audience. Internal FLMA outreach to senior management occurred throughout the planning process to brief decision makers regarding topics such as goals, objectives, and strategies and availability of technical drafts. External outreach occurred as opportunities presented themselves. Opportunities sought for external outreach included conferences and meetings where groups represented were most likely to have an interest in this LRTP and a presentation would complement conference proceedings. Table 6 summarizes external outreach events conducted on behalf of this LRTP.

Figure 6
Spheres of Outreach

Other Delegations:

- Forest Highway Tri-Agency
- Alaska Leadership Council (NPS)
- Alaska Leadership Team (BLM)
- Resource Advisory Council (BLM)
- Regional Leadership Team (FS)
- Regional Forestry Team (FS)
- FWS regional and project leadership
- Federal Land Highway Program System-wide Maintenance Advisory Committee
- Directors Park Planning Facility and Lands
- Department of Interior Alaska Management Group
- ADOT&PF Management (Commissioners Management)

Table 6
External Outreach Efforts

Meeting	Date	Location	Representing Agency
National Off-Highway Vehicle Program Managers	3/24/2009	Houston, TX	BLM and FS
Alaska Tribal Transportation Symposium and Safety Summit	4/6/2009	Anchorage, AK	BLM
ANCSA 17b Easement Management Workshop	4/8/2009	Anchorage, AK	BLM and FWS
Alaska Trails Conference	4/22/2009	Anchorage, AK	BLM and NPS
NPS Alaska Superintendents	5/11/2009	Sitka, AK	NPS
BLM Trails & Travel Management Team Meeting	7/20/2009	Portland, OR	BLM and WFLHD
National Rural Intelligent Transportation System Conference	8/23/2009	Seaside, OR	ADOT&PF and WFLHD
Alaska Community Transit Conference	10/27/2009	Anchorage, AK	ADOT&PF
BIA Annual Tribal Service Providers Conference	11/30/2009	Anchorage, AK	ADOT&PF, BLM, NPS, and FS
Coordination with Eyak Transportation Plan (Land Design North)	1/26/2010	Anchorage, AK	NPS
Citizen's Advisory Committee on Federal Areas	2/20/2010	Juneau, AK	FWS and FS
Alaska Tribal Transportation Symposium and Safety Summit	4/1/2010	Fairbanks, AK	ADOT&PF, BLM, NPS, FS, and FWS
BLM Resource Advisory Council	4/7/2010	Anchorage, AK	BLM
Alaska Cooperative Planning Group	5/26/2010	Anchorage, AK	NPS
Citizen's Advisory Committee on Federal Areas	6/2010	Fairbanks, AK	BLM
BIA Annual Tribal Service Providers Conference	11/30/2010	Anchorage, AK	BLM, NPS, FS, and FWS
Tribal Transportation Symposium	4/18/2011	Anchorage, AK	FHWA
Citizen's Advisory Committee on Federal Areas	6/22/2011	Fairbanks, AK	ADOT&PF, BLM, FWS, NPS, and FS
BIA Annual Tribal Service Providers Conference	11/28/2011	Anchorage, AK	ADOT&PF, BLM, FWS, NPS, and FS
Tribal/Federal Lands LRTP Webinar	1/31/2012	On-line	BLM, FWS, NPS, and FS

5.3 The Role of Comments

During the LRTP's development, comments received from FLMA management ensured that goals, objectives, and strategies met the approval of each agency and truly represented shared agency goals. Comments received from non-Federal lands interests (groups depicted in the middle and outer spheres of Figure 6) helped identify topics of special concern to various interest groups and organizations. The draft LRTP comments were collected through various means. Comments received during in-person outreach events such as conferences, meetings, and workshops were documented in meeting notes. Comments received from agency senior management were collected in meeting notes, memorandums, and emails. Ad hoc comments received through the project website and e-mail were documented in digital form. This input help shape the draft LRTP.

Public comments were solicited with the publication of the draft Alaska Federal Lands LRTP and associated FLMA drop-down LRTPs in November 2011. Public comments received were reviewed and used to improve the quality and usefulness of the final plans. A report of public comments and responses is available in Appendix E of this LRTP. Comments received ranged from concerns about access, to shared needs for data, and interest in partnerships.

5.4 Outreach Delivery Tools

Numerous outreach tools were used during the development of the LRTPs. Outreach tools ranged from passive informational resources such as newsletters and websites, to meetings and formal briefings and presentations. Participation was encouraged and achieved by using the following methods:

Briefings

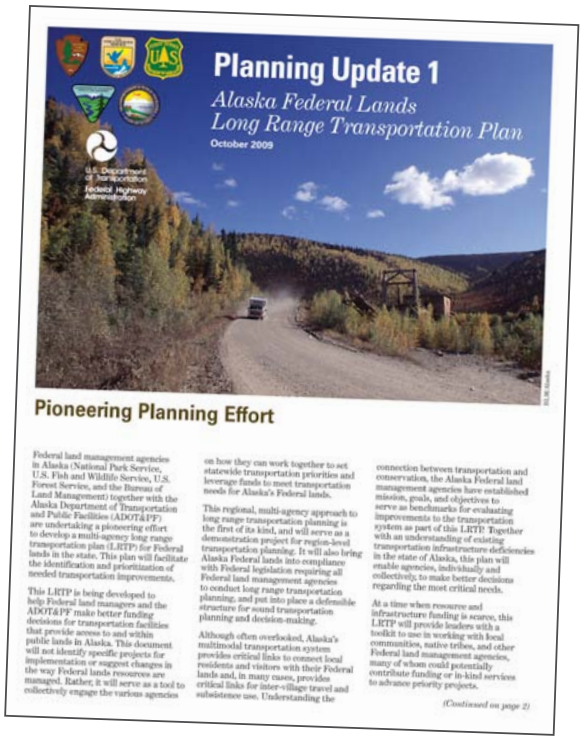
Briefings were used most extensively for participants listed in the inner sphere of Figure 6. These briefings provided senior management and other agency leaders with updates on LRTP progress and findings. Participants were engaged throughout the planning process and provided concise newsletter-level hardcopy information, supplemented by in-person discussions with Core Team representatives.

Presentations

In-person presentations were conducted for both inner and middle sphere (Figure 6) participants as they provided a comprehensive basis for understanding the LRTP effort through direct face-to-face interaction. Presentations were tailored specifically to audience interests.

Newsletters

Newsletters were provided to all three spheres represented in Figure 6 as a way of introducing the LRTP effort and building ongoing interest. Newsletter content was concise and suitable for all outreach participants.



Planning Update 1

Alaska Federal Lands Long Range Transportation Plan

October 2009

U.S. Department of Transportation Federal Highway Administration

Pioneering Planning Effort

Federal land management agencies in Alaska (National Park Service, U.S. Fish and Wildlife Service, U.S. Forest Service, and the Bureau of Land Management) together with the Alaska Department of Transportation and Public Facilities (ADOT&PF) are undertaking a pioneering effort to develop a multi-agency long range transportation plan (LRTP) for Federal lands in the state. This plan will facilitate the identification and prioritization of needed transportation improvements.

This LRTP is being developed to help Federal land managers and the ADOT&PF make better funding decisions for transportation facilities that provide access to and within public lands in Alaska. This document will not identify specific projects for implementation or suggest changes in the way Federal lands resources are managed. Rather, it will serve as a tool to collectively engage the various agencies on how they can work together to set statewide transportation priorities and leverage funds to meet transportation needs for Alaska's Federal lands.

This regional, multi-agency approach to long range transportation planning is the first of its kind, and will serve as a demonstration project for region-level transportation planning. It will also bring Alaska Federal lands into compliance with Federal legislation requiring all Federal land management agencies to conduct long range transportation planning, and put into place a defensible structure for sound transportation planning and decision-making.

Although often overlooked, Alaska's multimodal transportation system provides critical links to connect local residents and visitors with their Federal lands and, in many cases, provides critical links for inter-village travel and subsistence use. Understanding the connection between transportation and conservation, the Alaska Federal land management agencies have established mission, goals, and objectives to serve as benchmarks for evaluating improvements to the transportation system as part of this LRTP. Together with an understanding of existing transportation infrastructure deficiencies in the state of Alaska, this plan will enable agencies, individually and collectively, to make better decisions regarding the most critical needs.

At a time when resource and infrastructure funding is scarce, this LRTP will provide leaders with a toolkit to use in working with local communities, native tribes, and other Federal land management agencies, many of whom could potentially contribute funding or in-kind services to advance priority projects.

(Continued on page 2)

Website

The project website was intended for all outreach participants as a source of general information, updates, draft plans, and gateway to public comment. The website address is http://www.AKFedLandsLRTP.org.

E-blast

E-blasts combine the advantages of printed and electronic resources through the use of an email listserv. The e-blast reached all participants who registered via the project website, by request during in-person events, or were added to the listserv by the Core Team.

5.5 ADOT&PF Outreach

In addition to being core team members of the *Alaska Federal Lands LRTP* efforts, ADOT&PF plans and initiatives helped to influence FLMA long-range transportation planning. The following ADOT&PF plans were of particular interest to FLMA transportation planning as they embody the results of ADOT&PF outreach efforts, portray the State's vision for the statewide transportation system, suggest areas of potential partnership, and provide valuable data about statewide travel.

Alaska Statewide Long Range Transportation Plan

The Alaska Statewide LRTP fulfills Federal transportation planning requirements under 23 Code of Federal Regulations (CFR) §450. In practice, the State of Alaska meets these requirements through a family of plans covering policy, area planning, metropolitan planning, modal priorities, and highway corridor development. The policy-level plan serves as the foundational document from which the area and modal plans are then developed. Metropolitan plans, including the *Anchorage Bowl LRTP* and the *Fairbanks Metropolitan Area LRTP*, are specifically governed by a related, but separate, Federal long range planning process defined in 23 CFR §450.

Alaska Statewide Long Range Transportation Policy Plan

Let's Get Moving 2030 (www.dot.alaska.gov/2030) is Alaska's long-range transportation policy plan for 2008 through 2030. The plan was developed to guide transportation policies, programs, and investments. The State of Alaska uses the plan as a framework for developing future transportation planning documents, capital programs, and budget. The plan is an important undertaking based on an evaluation of the most pressing transportation issues facing Alaska and forecasts for the future.

The long-range policy plan establishes goals in eight key areas within a 20-year planning horizon: system development, system preservation, system management and operations, economic development, safety, security, environment, quality of life, and good government. In addition, *Let's Get Moving 2030* established strategic priorities for system development in surface transportation (highways, marine highways, and transit) and airports. The plan's key contribution is an examination of needs as expressed in approved plans, corridor studies,

and management system priorities as compared with revenue streams for meeting those needs. *Let's Get Moving 2030* uses four strategies for reducing the needs versus funding "gap" to implement plan policies and address priorities:

- Prioritize needs
- Manage for results
- Constrain needs
- Increase revenues

Within each strategy, the plan lists several action items for the State to consider implementing following plan adoption. A number of these actions require legislative action.

Area Long Range Transportation Plans

Area LRTPs are 20-year intermodal plans that prioritize transportation infrastructure needs in a given area of the State. These plans are guided by the policies in the Statewide Long Range Policy Plan and developed with extensive outreach and involvement from stakeholders and in consultations with Federal and State agencies. The prioritization of projects in these plans feeds the development of the STIP and the AIP. The area LRTPs are:

- Southeast Alaska LRTP
- Southwest Alaska LRTP
- Prince William Sound LRTP
- Yukon-Kuskokwim Delta LRTP
- Northwest-Arctic Alaska LRTP
- Interior Alaska LRTP

Modal Plans

Modal plans seek to address system priorities within a particular transportation mode. The *Alaska Aviation System Plan Update* began in 2008 (www.alaskaasp.com). The *Alaska Aviation System Plan Update* sets the vision for the Alaska aviation network by addressing Alaska's aviation infrastructure and policy needs, such as:

- Identifying needed airport improvements
- Setting funding priorities
- Proposing aviation policies
- Documenting existing conditions

The *Alaska Strategic Traffic Safety Plan* (http://dot.alaska.gov/stwdplng/stsp/index.shtml), developed in consultation with federal, state, local, and private sector safety stakeholders, used a data driven, multidisciplinary approach involving the 4 E's of safety – engineering, education, enforcement, and emergency medical services, to identify the plan's statewide goals, objectives, and key emphasis areas of Driver Behavior, Roadways, and Special Users. The March 2012 updated plan emphasizes in its title (formerly *Strategic Highway Safety Plan*) that Alaskans travel on more than highways. Alaska's unique climate and transportation modes mean crashes occur on alternative facilities such as off-highway trails and frozen waterways. Traffic infers that we are looking at all public roads, not just highways, and the many modes on the public road network.

The need for an Alaska ports and harbors LRTP was expressed during the development of *Let's Get Moving 2030*. In response, ADOT&PF partnered with U.S. Army Corps of Engineers – Alaska District and the Denali Commission on the Alaska Regional Ports Study (www.poa.usace.army.mil/en/cw/AKPortsStudy.htm). The study examines strategic needs of Alaska from a maritime perspective and seeks to optimize Federal and State investment in ports and harbors infrastructure for sustainability, efficiency, and economic development.

ADOT&PF currently has an outdated system plan for Alaska Marine Highways and does not have a system plan) for Alaska's National Highway System

(NHS) routes but may develop (or update) plans for these systems. Long-range transportation planning for the Alaska Marine Highway System (AMHS) is addressed in the Southeast Alaska LRTP, Prince William Sound LRTP, and Southwest Alaska LRTP, while NHS routes are addressed in MPO LRTPs, area transportation plans, corridor studies and the Alaska Strategic Traffic Safety Plan.

Alaska Statewide Transportation Improvement Program

The Alaska STIP fulfills Federal transportation programming requirements in 23 CFR §450 (www.dot.alaska.gov/stip) and includes projects of regional significance as per Federal planning regulations. The STIP is also guided by the *Statewide Long Range Transportation Policy Plan*, State law, and Department of Transportation regulations. The STIP is a financially-constrained document containing surface transportation projects for which Federal highway funds and FTA funds are designated to be expended in Alaska over a given four-year period. TIPs developed under the metropolitan planning process for Anchorage and Fairbanks are incorporated into the STIP by reference, as are TIPs developed for forest highways, parks highways, and IRR.

5.6 BIA Outreach

Decisions regarding transportation projects on Federal lands necessitate participation with the BIA. BIA is considered a significant stakeholder, but not a FLMA core team member because BIA is not a land management agency. As a significant stakeholder, BIA is considered an interested party for all levels described in Section 1.2 of this plan. BIA was also engaged through several outreach events as described in Section 5.2 and as discussed in Section 4.2.2.

5.7 Partner Outreach

The planning process used to develop this LRTP helped to engage FLMAs in how they might partner with each other to meet state-wide transportation priorities and leverage funds to address transportation needs for Alaska's Federally managed public lands. Other potential partners may use this LRTP to identify FLMA goals and initiatives of mutual interest as a basis for initiating future partnerships. FLMAs recognize the value of cooperative transportation partnerships and seek to leverage their funds with other agencies and organizations. The objective is to achieve the greatest benefit to the largest number of goals and objectives held by multiple agencies and organizations.

A success of this LRTP as it relates to partnership is the newly established annual project coordination meetings between ADOT&PF and FLMAs. These in-person meetings include representatives from each FLMA and ADOT&PF to identify projects of mutual interest and possible partnership. The project coordination meetings support the development of an interagency menu of projects (a TIP of sorts) where agencies agree that follow-up between interested parties is warranted to further explore and implement partnership opportunities.

6. Actions

Through the development of this LRTP and individual agency drop-down LRTPs, several actions were identified as being necessary to further common FLMA LRTP goals and objectives or improving the impact of future FLMA and drop-down LRTPs. Table 7 identifies these actions and lists them by their relative importance – where "advanced travel planning" was deemed the highest priority action by the FLMA LRTP core team, and "visitor data" the lowest. The performance of FLMAs in achieving long-range goals and objectives is therefore measured by the progress made in accomplishing these actions over time.

Table 7
LRTP Action Plan

	Action	Description
1	Advanced travel planning	Develop advance planning tools to inform and enhance visitation to Alaska's public lands
2	Coordinate Geographic Information System (GIS) interagency data/maps	Create a Federal lands transportation GIS database
3	Common definition	Develop common definition of transportation infrastructure, systems, assets, and planning terms
4	Winter trail safety (data)	Create a collaborative process for improving winter trail travel
5	Standards for all terrain vehicle class roads, or "T-Roads"	Develop T-Road standards and definitions
6	Tribal relations	Reach out to tribes on LRTP process development (next Providers Conference)
7	Access to subsistence resources	Provide multiagency approach to guidance for access to subsistence
8	Transportation actions related to climate change	Create a transportation action plan for climate change in Alaska. Share this information.
9	Watercraft safety	Supporting the State's watercraft safety program
10	Visitor data	Create and complete an Office of Management and Budget approved user survey on transportation in Alaska

Alaska Federal Lands

Long Range Transportation Plan