A. **ROLL CALL**

B. **MESSAGES**
   1. Citizen’s Comment – limited to three (3) minutes
   2. Disclosure & Statement of Conflict of Interest

C. **APPROVAL OF AGENDA**

D. **MINUTES**
   1. Minutes from June 12, 2018

E. **PRESENTATIONS**
   1. About the Interior Alaska Land Trust – Martha Raynolds

F. **COMMUNICATIONS FROM BOROUGH**

G. **INFORMATIONAL ITEMS**
   1. Continued discussion regarding Commissioners’ priorities for amendments to the Comprehensive Recreational Trail Plan and how to make those changes—TAC Members
      (a) Commissioner Priorities for Amendments

H. **ACTION ITEMS**
   2. Draft Memo Stating Questions and Issues with Facilitating a Functional Adopt-a-Trail Program – Commissioner Hansen

I. **COMMISSIONER’S COMMENTS**

J. **AGENDA SETTING / NEXT MEETING**
   August 14, 2018, at 6:00 p.m., Blue Room, Pioneer Park

K. **ADJOURNMENT**
A regular meeting of the Fairbanks North Star Borough (Borough) Trails Advisory Commission (TAC) was held in Blue Room on the third floor of the Centennial Center for the Arts at Pioneer Park, 2300 Airport Way, Fairbanks, Alaska. The meeting was called to order at 6:04pm by Richard Shideler, chairing the meeting in the absence of Chair Carol Kaynor and Vice Chair Brian Accola.

A. ROLL CALL
MEMBERS PRESENT: Geoffrey Orth Seth Adams
Richard Shideler Helyn Lefgren
Jamie Hansen Leslie Kitchin
John Morack Mathew Carrick

MEMBERS ABSENT: Carol Kaynor Brian Accola
Jerry Rafson

OTHERS PRESENT: Bryant Wright, Trails Coordinator, Parks & Recreation

B. MESSAGES
1. Citizen’s Comments – limited to three (3) minutes
   - Wendell Shiffler addressed Informational Item 1.a. and the suggested amendments to the Trail Plan, specifically to the description of Skarland Trail. He acknowledged it has been more than 10 year since the Plan was amended and that much is now incorrect. He provided written copies of his own suggested wording for an updated description of Skarland Ski Trail based on his experience with the trail. He read the description aloud and provided copies to the TAC. He requested this wording be considered and incorporated in the proposed amendments.
   - Stan justice spoke about the section line easement at the top of Ester Dome along Section 36 in T1N R3W. He provided the Helfferich Estates Plat #2014-88 to show the TAC a portion of the platted easement. He would like to build a trail down this easement as an alternative to the Alder Chute section of the Equinox Marathon. He has asked the Borough for support to construct the trail and believes it is time to take advantage of the remaining option that exists. He also spoke to the Adopt-a-Trail system, saying that he considers it thoroughly implemented and currently working quite well, even if FNSB doesn’t have formal agreements with groups. He used examples of ADMA and Pearl Creek trail users. He believes the Borough does have a role to play, particularly to step up on their management of easements, by providing legal advice and securing funds to develop trails.
   - Commissioner Shideler closed Citizen Comments.

2. Disclosure & Statement of Conflict of Interest – None.
C. APPROVAL OF AGENDA
MOTION to approve the agenda made by Commissioner Morack and seconded by Commissioner Orth. Carried without objection.

MOTION ADOPTED

D. MINUTES
Minutes from April 10, 2018.
MOTION to approve minutes made by Commissioner Lefgren and seconded by Commissioner Orth. Grammatical edits had already been provided via email by Chair Kaynor. Carried without objection.

MOTION ADOPTED

E. COMMUNICATIONS FROM THE BOROUGH
Mr. Wright provided updates on the following topics:

Trail inspections: Staff has been busy visiting trail on account of warming weather and snowmelt and recent platting and rezoning applications. No big issues to report. Skyline Ridge Trail and the Goldstream Connector are draining especially well after the improvements made last fall.

Cleary Gilmore Trail – Staff received a notice that DNR has approved an early entry authorization for Fort Knox to begin rerouting the trail. They will begin work this summer. Staff and other trail users provided comments requesting additional drainage features to be integrated into the trail design. It appears those requests will be heeded.

Trails Challenge: Mr. Wright relayed the new Trail Challenge sign locations. The event will begin next week and go throughout the summer. There are already a lot of inquiries about the Challenge and

Goldstream Hills Rezone: This is mostly in the O’Connor Creek Valley and some in the Eldorado Creek Valley. Staff attended a preliminary community meeting. Key issues highlighted by local residents were road access concerns, residential development suitability, and trails access and preservation. Mr. Wright showed a map that identified Trail Plan trails and non-protected trails. He requested that the TAC take a lead on identifying trail needs for this area. Commissioners Morack and Adams asked about land ownership in the area, why these lands are selected and how to protect non-CRTP trails. Mr. Wright pointed out details on the map, said this was to conform with the Regional Comprehensive Plan’s proposed zoning map, and reminded that the only way to currently guarantee protection of any of these trails is to include them in the Trail Plan. He encouraged the TAC to consider this when proposing amendments. Commissioner Kitchin asked about trailhead possibilities for these trails. Mr. Wright agreed trailheads would be important and pointed to problems with lack of convenient access to these trails from arterial roads and lack of connections to allow loops and varied routes. He hopes to eventually move forward with trailhead projects, but first hopes the TAC would help develop a better plan for trail access in these watersheds. One issue to confront will be redirecting use around degraded sections of the Big Eldorado Loop Trail and the O’Connor Creek Trail. He also spoke to the fact that these two trails are State-managed RS2477 right-of-ways, further complicating the Borough’s potential involvement in management and development. Commissioner Morack contrasted the past process of the Borough planning subdivisions on their land with the current process of the Borough disposing of their land for a developer to subdivide. He said the current process will make it more difficult to give trail recommendations. He wondered if something could be reserved while the land is in Borough hands. Mr. Wright said while there may be a possibility, the only way to currently guarantee protection of any of these trails when the land is subdivided is to include them in the Trail Plan. Commissioners spoke to the difficulties of amending the trail plan and
expressed a desire for an alternate way to preserve, dedicate or reroute trails. Commissioner Adams asked if the Borough could, when they sell, require that trails be provided for, and Mr. Wright thought this might be a possibility if written into the deed. Commissioner Morack asked whether any of the undedicated trails were developed enough to warrant inclusion in the Trail Plan. Commissioner Shideler mentioned the Moose Ridge trail as a well-used trail that could be added. Mr. Wright argued that a case could also be made to identify a new, undeveloped trail corridor for protection rather than limiting to just existing trails.

Trail Easements on Mental Health Trust Lands: Mr. Wright met with the MHTLO representative and the FNSB Land Management director to discuss the possible easement. The next step is to gather more precise information about the location of proposed trails.

Procedure to Amend the Comprehensive Recreational Trail Plan: Mr. Wright provided an old draft procedure for amendment as well as a more detailed recent draft. He suggested these could serve as guidelines to keep the TAC on track and look ahead at steps to come. This would answer some recent questions about the process.

F. INFORMATIONAL ITEMS

1. Continued discussion regarding Commissioners’ priorities for amendments to the Comprehensive Recreational Trail Plan and how to make those changes – Trails Advisory Commissioners

b. Questions and Issues with Facilitating a Functional Adopt-a-Trail Program—Commissioner Hansen & Commissioner Shideler

Discussion (Note- discussion drifted first to item b. and item a. was addressed afterward): Commissioner Shideler summarized some of the priorities already discussed which include updating trail descriptions, addressing the proposed Adopt-a-Trail program, and liability concerns. Commissioner Hansen added that use designations and trail management objectives (TMO’s) had been discussed, though it was still unclear whether TMO’s or specific management prescriptions should be part of the plan, or be another document referenced by the plan. Commissioner Shideler added this would help guide Adopt-a-Trail responsibilities. Commissioner Orth believed that the current practice of not implementing a formal Adopt-a-Trail program is a political decision by this and previous administrations. Commissioner Hansen said we need to come up with specific questions about why this isn’t working formally in Fairbanks. She suggested the variety of jurisdictions, trail types and location and easements have something to do with our struggles. For example, MatSu Borough has a formal program, but on trails and easements they own. She would like to send questions to Legal to see what criteria do trails and user groups need to meet to be eligible. And while there are people out there doing much of this work already, we should be encouraging them to work with FNSB and form an Adopt-a-Trail organization. Commissioner Shideler spoke to the trail planner at MatSu Borough and confirmed they operate on Borough land and Borough easements. He added that based on their model, the Borough will need to provide some kind of assistance (for example tools and training) to incentivize participation. Commissioner Adams wondered why this hasn’t moved forward, whether it is politically unfavorable or too low of a priority. Commissioner Shideler said it needs to start with the TAC pushing this issue more specifically. They haven’t been as motivated because trails users are informally taking basic care of the trails. But large scale maintenance may not happen without a more formal program. Commissioner Adams added that neither the Borough or anyone has the authority to decide what that maintenance should look like, leading to conflicts such as with Skarland trail.
MOTION to request that Mr. Wright write a memo to the Mayor and Legal asking how to move forward with the proposed Adopt-a-Trail program by Commissioner Orth and seconded by Commissioner Lefgren. Grammatical edits had already been provided via email by Chair Kaynor. Carried without objection.

Discussion: Commissioner Shideler, Commissioner Morack and Mr. Wright noted the memo must come from the TAC and Chair, thought the Trails Coordinator would be able to help with edits as needed.

MOTION TO AMEND the previous motion to read “that the TAC write a draft memo to the Mayor and Legal asking how to move forward with the proposed Adopt-a-Trail program” made by Commissioner Shideler and seconded by Commissioner Orth. Commissioner Hansen offered to draft the a letter. Carried without objection.

MOTION ADOPTED

1. Continued discussion regarding Commissioners’ priorities for amendments to the Comprehensive Recreational Trail Plan and how to make those changes – Trails Advisory Commissioners
   a. Draft Amendments to the Comprehensive Recreational Trail Plan—Commissioner Orth

Discussion: Commissioner Orth summarized the proposed amendments, saying they reflect suggested changes to previous draft amendments with the exception of adding three new trails: the Commuter Trail, the Pearl Creek Nordic Park, and the Goldstream Connector Trail. Commissioner Morack suggested replacing the proposed description of Skarland Trail with the description provided at this meeting by Wendell Shiffler. Commissioners expressed some overall confusion about what had been discussed before, what had been sent to the administration, and how this current proposal differed. In either case the TAC expressed frustration about not receiving feedback from the administration about other proposed amendments, and as a result were unsure how best to proceed. Commissioner Orth intended for this to be an updated draft of what had already been introduced many months ago. He was favorable to putting this on the next month’s agenda as an action item in order to be voted on. Commissioner Adams asked about the definition of a snowmachine and the commission discussed this and other details of the proposed amendment such as use designations on Skyline Ridge and Sheep Creek Dredge path. Commissioner Lefgren expressed frustration about trying to address too many issues at once without keeping track of earlier progress. Commissioner Hansen thought this and other questions raised spoke to the process the TAC is choosing to amend the Trail Plan. She liked the idea of looking at the whole plan, taking specific issues one at a time or at least assigning issues to certain TAC members to better distribute and organize the workload. Commissioner Shideler saw two approaches: one is to pass this amendment forward and keep sending amendment ideas as they come, or to take a longer review and more organized approach. Commissioner Hansen suggested the TAC could go ahead and pass this, but keep working on a more organized approach to amendments. They should also meanwhile make a bigger effort to reach out to the public to scope for issues and feedback. Commissioner Lefgren suggested hosting meetings in different areas. Commissioner Orth was skeptical about how long a comprehensive review process would take and whether the TAC/FNSB would be able to manage or afford that, though he agreed it is the ideal method. He added that this proposed amendment mainly addresses “Issue 3 – Recreational Trail Use Designations” in the Trail Plan. Commissioner Shideler suggested keeping this on the agenda for next meeting with whatever changes need to be made and Commissioner Orth offered to provide the draft with
modifications. **Commissioner Morack** provided some suggested modifications. **Commissioner Shideler** requested also that TAC members each bring with them 2-5 of their priorities for amendments to the Trail Plan, or issues that need to be addressed in the Trail Plan.

G. **COMMISSIONER COMMENTS**

**Commissioner Adams** had no comment.

**Commissioner Orth** had no comment.

**Commissioner Lefgren** said the budding Interior Alaska Parks & Trails Foundation is getting closer to being officially established.

**Commissioner Kitchin** had no comment.

**Commissioner Shideler** attended the Goldstream Rezone meeting and thought FNSB did a good job. There were lots of people who engaged in a civil manner and access was their biggest concern.

**Commissioner Morack** said there was a cleanup on Skyline Ridge Trail at the KUAC tower and thanked the Trails Coordinator for providing detailed steps for Trail Plan amendments.

**Commissioner Carrick** liked how readable the map for the Goldstream Rezone trails was.

**Commissioner Hansen** said she is not proposing going through a multi-year process to change the Trail Plan, but wants to at least begin the process by going through the plan and identifying priorities to have a starting point.

H. **AGENDA SETTING**

July 10, 2018, Meeting.

- **Action Items:**
  1. *Draft Amendments to the Comprehensive Recreational Trail Plan* – **Commissioner Orth**
  2. *Draft Memo to FNSB Legal Addressing Questions and Issues with Facilitating a Functional Adopt-a-Trail Program* – **Commissioner Hansen**

- **Informational Items:**
  1. *Continued discussion regarding Commissioners’ priorities for amendments to the Comprehensive Recreational Trail Plan and how to make those changes—TAC Members*

- **Committee Meetings:** None.

I. **ADJOURNMENT**

There being no further business, the meeting was adjourned at **8:38 p.m.**

Submitted by,

R. Bryant Wright, Trails Coordinator
FNSB Parks & Recreation
Proposed Amendments to Fairbanks North Star Borough
Comprehensive Recreational Trail Plan

Summary of Changes to Trail Plan:

- Clarifies that the non-motorized use designation does not apply to grooming, maintaining and building trails.
- Confirms that the FNSB actively manages the class B trails – the trails included in the borough trail system.
- Adds Trail Management Objectives and the State Parks Trail Management Handbook
- Adds two new trail use designations, summer non-motorized with winter snowmachine use (SNWS) and custom use designations.
- Changes Skyline Ridge Trail to SNWS use classification
- Adds the Commuter Trail as a class B non-motorized trail.
- Adds Connector Trail/Van Trail as a class B SNWS trail.
- Updates the description for Equinox Marathon Trail
- Updates the description for Skarland Trail

AMENDMENTS ARE SHOWN IN LEGISLATIVE FORMAT Text to be added is underlined
Text to be deleted is [BRACKETED, CAPITALIZED]

ISSUE 3: Recreational Trail Use Designations

There are many different perceptions among trail users and property owners about the types of trail uses which are compatible with each other and adjacent land uses. Most frequently, the principal issue of concern has centered around compatibility of motorized and non-motorized trail use. Many homeowners do not consider motorized trail use appropriate in residential areas. In more rural areas where trail use is not as intense, less conflicts are likely to develop between different types of trail use. It is often desirable to keep recreational trails open to a variety of use types, however, if all trails are established for multiple uses, non-motorized trail users may not obtain the recreational experience they desire. In this situation, a system of all multiple use trails can eliminate the desired experience of non-motorized trail enthusiasts, in the same way a system of all non-motorized trails can eliminate the experience desired by motorized trail users. Public comment has indicated a desire for both multiple use and non-motorized trail types.

The non-motorized designation is not intended to prevent FNSB authorized construction, maintenance, and/or grooming with motorized equipment. The use designations are directed at
trail uses, not trail construction, maintenance, and grooming.

Goal:

Provide for a permanent trail system of both multiple use and non-motorized trails which is geographically distributed throughout the Borough and which can accommodate all trail user groups.

Policies:

1) The Borough will generally not promote development of motorized recreational trails within residential or urban areas. Exceptions to this policy can be made in cases where a location for motorized trail use is identified which is screened from surrounding residential areas, where a motorized trail can be located within a highway right-of-way or where specifically requested by residents of the area.

Objectives:

a. Identify trails or use areas adjacent to, but not within, residential areas which can be used for motorized recreation.

b. Establish trail use designations which reflect the desires of local residents.

2) Recreational trails which are established in rural areas as part of the Borough trail System should generally remain available for multiple recreational uses. Exceptions to this rule can be made if a particular type of trail designation is needed to fulfill an identified need or demand.

Objectives:

a. Work with state and federal agencies and local residents to ensure recreational trails established in rural areas of the Borough are available for a variety of recreational uses to the greatest extent practical.

b. Work with state and federal agencies to establish non-motorized trails in rural areas where significant demand is identified.

3) Where recreational trails are established for multiple uses and use increases to the point where conflicts become increasingly serious requiring use limitations, the primary, original recreational use shall have priority. Where trail rights-of-way are of adequate width, separate lanes for incompatible trail uses shall be established.

Objectives:

a. Retain wide corridors for trails designed for multiple uses whenever possible in order to accommodate separate lanes for incompatible trail uses.

b. Identify the primary recreational uses of trails when designated in order to facilitate future decisions on use priority.
A. PROGRAM IMPLEMENTATION

Successful implementation of the Fairbanks North Star Borough Recreational Trail Program will require a coordinated effort on the part of all the departments within the Borough which are involved in the recreational trail program. For the most part, responsibilities for implementation of the trail program and individual trails projects will follow the normal breakdown of Borough work tasks. Recommendations for changes in responsibilities and clarifications of existing tasks are included below.

1. Major Responsibility for the Recreational Trail Program

This study concurs with the recommendation of the draft Comprehensive Parks and Recreation Plan that the primary responsibility for the Recreational Trail Program should eventually be transferred to the Division of Parks and Recreation. This is necessary to focus all the recreation programming efforts of the Borough into one division. This shift will facilitate the budgeting of recreation projects and provide a single office for coordination of all trail activities. This relocation will provide a central location for establishment of the Adopt-a-Trail-Program. The Adopt-a-Trail Program should include all trail maintenance agreements whether the trail is located in a dedicated Borough park or dedicated trail. During the trail right-of-way acquisition process, a great deal of responsibility will continue to lie within the Department of Land Resources. Trail planning should continue to be coordinated with the Department of Land Resources.

2. Role and Responsibilities of the Trails Advisory Commission

The Trails Advisory Commission (TAC) should continue its operation as an advisory commission independent of the Parks and Recreation Commission. Responsibility for coordinating the TAC should continue to lie within the Division of Community Planning with gradual shift toward the Division of Parks and Recreation. The original ordinance which established the Trails Advisory Commission places the responsibility for the TAC equally with the directors of the Division of Community Planning and Division of Parks and Recreation. Duties which should be incorporated into the responsibilities of the Trails Advisory Commission include:

a. Assist in developing cooperative agreements between the Borough and other agencies to ensure the needs of both recreational trails and other resource developments are adequately addressed.

b. Identify priority uses of recreation trails and assist in resolving use conflicts when they arise.

c. Recommend priorities for trail project funding and rights-of-way acquisition.

d. Assist in developing cooperative agreements for trail maintenance within the Adopt-a-Trail Program.
Proposed Amendments to Fairbanks North Star Borough Comprehensive Recreational Trail Plan

3. Personnel Requirements

It is absolutely essential to the success of the trail program to retain the Trail Planner position on a continual basis. The Trail Planner will play a critical role in developing trail maintenance agreements, coordinating the Trails Advisory Commission, providing a source of agency and public contract and coordinating trails with other land development activities. Having the Trail Planner position funded on a continual basis will be economically beneficial to the Borough. A commitment to the continuation of this position will enable the Borough to more actively seek federal and state grant funds for trail projects with the assurance of a “project manager” to see the projects through. These grant funds for project implementation can far outweigh the cost of the single trail planner position. The position is also vital to the development of the Adopt-a-Trail Program which will greatly help to reduce future Borough trail maintenance and operations costs. The Trail Planner position should eventually be transferred to the Division of Parks and Recreation.

The scope of the Trail Planner position should be broadened to include more general, land related recreation planning concerns. In this function, the Trail Planner can serve to coordinate major land use planning efforts such as the Tanana Basin Area Plan, the Fairbanks North Star Borough Comprehensive Plan, the Fairbanks North Star Borough draft Parks and Recreation Plan and the Comprehensive Recreational Trail Plan to ensure the coordination of recreation planning efforts. This role may become particularly critical if the Tanana Basin Area Plan is adopted with the present policy of conveying land with community significant recreation values to the municipalities through A.S. 38.05.315 (see Legal Constraints). If this portion of the Tanana Basin Area Plan is adopted as proposed, the Borough could acquire significant blocks of land for recreational purposes but only if a commitment is made to manage and maintain the lands. This transfer of state land could greatly facilitate acquisition of trail greenbelt corridors or open space areas as proposed in the draft Comprehensive Parks and Recreation Plan. The Trail Planner would assist in developing management or maintenance programs for these parcels of land, perhaps through the Adopt-a-Trail (or Park) Program.

4. Funding Recommendations

The Borough should continue to utilize a variety of different funding sources with specific trail projects chosen to meet the particular requirements of the different
funding sources. The Trails Advisory Commission should continue to recommend projects for inclusion in the Borough’s Programs for Progress requests. Trail projects which meet the requirements of the Local Service Roads and Trails Program should be included in future LSR&T requests.

A major funding source which is well suited to recreational trail projects which has not been utilized by the Borough is the federal Land and Water Conservation Fund (L&WCF). With the Trail Planner position now included in the general operating budget of the Borough, providing some assurance of an available project manager, an effort should be made to submit a funding proposal under this program. There is a high probability of receiving substantial trail project funding through L&WCF if a well designed proposal is submitted. In the upcoming 1984-1985 legislative session the Borough should strongly support reintroduction and passage of legislation to establish an “Outdoor Recreation and Historic Properties Grant Program”. This legislation has been designed to specifically include recreational trail projects and could become a primary funding source if adopted. The Borough should urge that passage of the bill be accompanied with a fiscal note to initiate the grant program.

5. Borough Active Management of Borough Trail System

The FNSB will actively manage trails included in the borough trail system. The borough will adopt the State Parks Trail Management Handbook (2015) for reference in managing the borough trail system. Trail Management Objectives (TMOs) will be prepared for each trail in the borough trail system. TMOs are described in the State Parks Trail Management Handbook as:

“Trail Management Objectives are the most important tools that can be utilized in the management of a trail system for determining how individual trails will be developed, used, and maintained. A properly written TMO can be used to identify the types of use that will occur on a trail, how much use it is expected to receive, and how much maintenance will be required once it is built. Specifically, TMOs document Designed Use, Managed Use, and Design Parameters for both planned and existing trails. For existing trails, TMOs can be an effective tool to determine if a trail is being properly managed or if it is meeting intended standards or objectives. Absent of a trail management plan, TMOs should be developed with consideration given to how individual TMOs accommodate public need, protect resources, and are sustained in the future.”

5. (renumbered 5 to 6) Revisions to the Plan

The Comprehensive Recreational Plan must be considered a dynamic plan which must be changed to reflect the changing status of individual trails or recreational use patterns. Changes to the plan should occur through two basic mechanisms: 1) a Comprehensive Recreational Trail Plan amendment; and 2) a periodic review-and-update of the plan itself.

Comprehensive Recreational Trail Plan amendments should go through the same basic plan amendment process as the Borough’s Comprehensive Plan. The major
difference would be that the initial review and recommendation on the proposed amendment would be accomplished by the Trails Advisory Commission. This recommendation will then be forwarded to the Planning Commission and then the Assembly. Additions or deletions of trails included in the Comprehensive Recreational Trail Plan can be handled through this process. Only trails which are shown to have community-wide significance as well as form a connecting link with the Borough Trail System should be considered for inclusion in Categories A and B in the Plan. The Trails Advisory Commission will establish criteria to guide the consideration of adding trails to the Plan. It is strongly recommended that the Comprehensive Recreational Trail Plan be reviewed and updated at least every five years. Ideally, updating should occur in conjunction with the updating of the Borough’s Comprehensive Plan (once every two years).

6. (renumbered 6 to 7) Additional Work Required

A key element in the implementation of the Comprehensive Recreational Trail Plan will be development of the Adopt-a-Trail Program. A major effort should be undertaken to organize this program and make the community aware of its presence and purpose. A series of meetings with trail user organizations, neighborhood associations or other interested groups should be organized to discuss specific details of how the program can best be run. As part of the development of the Adopt-a-Trail Program, the Borough should prepare a brochure for a “Trail Users and Land Developers Guide to Trail Dedication and Maintenance”. This brochure should be primarily designed to assist trail users in understanding how they can become more involved in reserving trails which are important to themselves and the community. The brochure should also assist land developers in understanding the Borough Trail Program and how trails can best be worked into subdivision design.

A second publication which should eventually result from the Trail Program is a brochure and map on trails and parks within the Borough. This type of information is in high demand from the Visitors Information Center and local sport shops. In addition, this type of brochure will be a valuable tool in demonstrating the availability of outdoor recreation opportunities. This will help in identifying recreational trails as an amenity to the quality of life in Fairbanks and can assist in attracting new residents and businesses to the Borough.

B. SPECIFIC TRAIL RECOMMENDATIONS

The Comprehensive Recreational Trail Plan identifies forty-eight recreational trails, or trail systems which are presently established or proposed for public dedication. Individual trails are recommended as: a) state or federal trails; b) components of the FNSB Recreational Trail System; or, c) neighborhood trail systems. Each trail is also identified as generally intended for multi-use, OR non-motorized uses only, summer non-motorized with winter snowmachines, and custom (see figure 2). Trails identified as multi-use will normally be available for a variety of both
motorized and non-motorized recreational uses. As the designation implies, motorized trail uses will not be allowed on trails designed for non-motorized purposes (except for FNSB authorized motorized equipment used in construction, maintenance and grooming). Summer non-motorized with winter snowmachine (SNWS) trails are trails that cross poor soils so are unsuitable for heavy vehicles during the thawed season but once frozen support snowmachine use. Custom designations are for trails that change along their length so no single designation is appropriate. Approved Trail Management Objectives (TMOs) are used for detailed use designations. Within these general guidelines individual trails or trail easements may be established for more specific use types.
MEMORANDUM

TO: Karl Kassel, Mayor, Fairbanks North Star Borough; Annmarie Billingsley, Assistant Borough Attorney
THROUGH: Bryant Wright, Trails Coordinator, Parks and Recreation Department
FROM: Carol Kaynor, Chair, Trails Advisory Commission

DATE: July 2, 2018

SUBJECT: Requested Clarification Regarding the Comprehensive Recreational Trail Plan’s Adopt-A-Trail Program

In the Comprehensive Recreational Trail Plan (CRTP), the Fairbanks North Star Borough proposes the establishment of an Adopt-a-Trail Program, whereby volunteer groups assume responsibility for maintaining trails or segments of trails that are recognized in the Plan as Category B trails. The Trails Advisory Commission is requesting clarification on several issues related to the Adopt-a-Trail Program because though details on coordination of the program are addressed in the Plan many other critical aspects of an Adopt-a-Trail program are not. The purpose of this request for clarification is to identify how the Trails Advisory Commission may move forward with the Parks and Recreation Department on developing and possibly implementing a formal Adopt-A-Trail Program.

**Adopt-A-Trail Program elements included in the Plan:**

**Purpose:** “The primary focus of the Adopt-a-Trail Program will be to establish a more formalized version of the present, user maintained trail system. Depending on the conditions and use of a particular trail, the agreements should provide for a level of care to ensure that the trail is in reasonably safe condition for its intended use. The agreements could range from minimal safety inspections of trail conditions to regular grooming and track setting which might be needed on competitive cross-country ski trails. Although the main purpose of the program is to minimize Borough maintenance and operations costs and liability potential, the program could also be used for acquiring trail rights-of-way. In many instances, trail users are familiar with the landowners whose property a trail traverses and may be in a better position to negotiate easements than a public agency.” CRTP, p. 12

**Establishment:** “A volunteer or ‘Adopt-a-Trail Program” has already been informally initiated by the Division of Parks and Recreation through the agreements established with the Salcha Ski Club and Two Rivers Ski Club. The Nordic Ski Club of Fairbanks is presently discussing a possible trail maintenance agreement for the Birch Hill Ski Trails with the Division of Parks and Recreation.

When Trail projects reach the point where cooperative agreements are felt necessary, the agreements should be worked out by the Trails Planner, the Division of Parks and Recreation, and the Attorney’s Office. When the Adopt-a-Trail Program becomes more established, trail maintenance equipment which may be provided by the Borough should be kept within the Division of Parks and Recreation.” CRTP, p. 12
Operation: “The second major component of the Fairbanks North Star Borough Recreational Trail Program is to establish an active, coordinated volunteer program. Within this program, trail user groups, service areas, homeowners associations or service organizations would assume specified responsibilities or “adopt” certain trails or segments of trails. These organizations will enter into cooperative agreements with the borough which define the organization’s and Borough’s responsibilities. These agreements should be sought for those trails which are identified components of the Fairbanks North Star Borough Recreational Trail System. These agreements should normally be in place prior to the Borough formally accepting the dedication of the trail right-of-way or identifying the trail for public use. In some situations, it may be necessary to develop cooperative agreements earlier in the trail dedication process in order for the Borough to meet maintenance requirements of state or federal grants. CRTP, p. 12

Questions and Clarification Requested:
1. What legal memos, responses, or other written reviews exist of the Adopt-A-Trail Program outlined in the CRTP? Please provide copies.

2. Which organizations have entered into an agreement with FNSB for trail maintenance? What are the names and type of trails covered under these agreements? Please provide the maintenance agreements with each of these organizations.

The next set of questions are on the details of establishing an Adopt-a-Trail program in FNSB.

Criteria for Trails
3. The CRTP proposes Adopt-a-Trail maintenance on Category B trails. Is Legal aware of any specific concerns that would require a different approach or treatment of FNSB-owned trails as opposed to those on publicly dedicated easements?

4. Would public notice to servient estate land owners be required for entry into a trail maintenance agreement?

Criteria for Organizations
5. Are there formal requirements for organizations that enter into agreements with FNSB for trail maintenance now? If so, what are they?

6. What department at FNSB would organizations work with on liability?