



City of Saint Paul SS4A Trip Report

Date: May 1, 2024 Project Number: 165.030681
To: Phil Zavadil, City of Saint Paul
From: Joe Rolfzen, Kuna Engineering

Trip Core Planning Team Members

Kuna Team

- Joe Rolfzen, Project Manager
- Dan Nichols, Lead Civil Engineer
- Brett Kirk, Civil EIT
- Emily Hart, Planning Support

City of Saint Paul

- Phil Zavadil, City Manager

1 SUMMARY

Kuna Engineering (Kuna) visited the community of Saint Paul Island between April 14, 2024, and April 18, 2024, to meet with Phil Zavadil, the Saint Paul City Manager, conduct road safety inspections, and meet with various community groups for the Safe Streets and Roads for All (SS4A) project. The Kuna Team consisted of Joe Rolfzen (Project Manager, Planner), Daniel Nichols (Civil Engineer), Brett Kirk (Civil Engineer), and Emily Hart (Environmental Scientist and Planner).

During this trip, the Kuna Team also conducted a public meeting to gather public input on necessary road safety related improvements to be included in the SS4A Action Plan. The Kuna Team also facilitated outreach sessions with various grades at the Saint Paul School.

Brett and Emily were scheduled to travel to Saint George Island from April 15-18, 2024, to meet with the City, hold a public meeting, and facilitate outreach sessions at the Saint George school but were unable to due to weather.

2 PROJECT BACKGROUND

The SS4A Action Plan Grant will help in developing the first-of-its-kind regional comprehensive safety action plan (CSAP) for Saint Paul, Saint George Islands, and the Pribilof Islands region. This plan will provide a framework of innovative strategies and implementation actions intended to reduce transportation-related fatalities and serious injuries while also supporting federal safety initiatives.

The CSAP will identify safety issues and specific actions that can be implemented to improve safety for people traveling by any mode throughout the Pribilof Islands region. The plan will develop recommendations for both motorized and non-motorized modes in the roadway network as well as other elements including land use, transit, freight, and other community factors to create a comprehensive course of action. The plan will address federal and state regulations, including design guidance as well as performance management goals, measures, and targets, and will promote equitable outcomes.

3 SITE VISIT BACKGROUND

The Kuna Team was on Saint Paul Island from April 14, 2024, and April 18, 2024. A brief summary of the Kuna Team's daily activities is as follows:

Day 1 – Sunday, April 14, 2024

- The entire Kuna Team travelled community roadways to take photos and document information about visually problematic areas of roadways and infrastructure. Photos were integrated into photo logs that include information about material type use on roadways and general understanding of road conditions.
- Community roadways, including NE and SW Point Roads, were evaluated. Many areas of pooled water, ineffective drainage, and significant erosion were observed. Areas where seasonal freeze/thaw cycles had inundated roadways and created visible roadway damage were observed.

Day 2 – Monday, April 15, 2024

- The entire Kuna Team met with Phil, the Saint Paul City Manager,
- The Kuna Team toured problematic areas with Phil

Day 3 – Tuesday, April 16, 2024

- The Kuna entire Kuna Team attended a Saint Paul Public Works/City Meeting
- Joe and Emily attended a meeting with Cara at the Community Clinic to discuss injuries treated due to vehicle/ATV accidents.
- The entire Kuna Team conducted outreach activities with Grades 2-3 and Grades 9-11 at the Saint Paul school.

Day 4 – Wednesday, April 17, 2024

- The entire Kuna Team attended the City of Saint Paul City Council meeting.
- Joe and Daniel attended meetings with TDX and the Tribe.
- Emily and Brett conducted outreach activities with Grades 4-5 and Grades 6-8 at the Saint Paul School.

Day 5 – Thursday, April 18, 2024

- The Kuna Team attended a final wrap up meeting with Phil at the City of Saint Paul Office. The Kuna Team also participated in a radio interview with Ethan at the KUHB-FM Radio Station and discussed transportation safety in the community, outreach, and ongoing efforts in the development of the Action Plan.

4 DAILY ACTIVITIES AND MEETING SUMMARIES

Day 2 – Monday, April 15, 2024

Meeting with Phil

Monday, April 15, 2024; 10:02 AM

Attendees

- Phil (CSP)
- Kuna Engineering Team (all)

Meeting Notes

Roads

- School Area: School Drop off 8 am, School and Community Lunch 12-1 pm, End of School Day 3 pm. The drop off area near the school is problematic as people drive between two residential properties via a dirt trail.
- Proper road material, removal of drainage issues, and grading includes too much removal of surface material, in combination with persistent erosion issues. There needs to be a discussion of work that can be done by the City and what type of support can be provided by the Tribe or TDX. TDX did initial work on road to Big Lake, also called Hungry Man Road and TDX has a monofill site near that roadway. This can be provided either through labor or funding assistance. Lack of culverts are impeding all roadway user's safety during high water tides.
- Roadway Material Issues: Dust is an issue especially during summer and when there is blowing wind that can move loosely compacted materials. The plan could should look at tar, chip seal, and chemical treatment options, but these would increase road improvement costs. Kiewit: Chemical put on roads to help them last longer and work as a dust suppressor. (2016) Lay sand on icy roads, freeze thaw cycle and issues to keep roads navigable. Need to let people know about slowing down in residential areas. A water truck was purchased by City and can help reduce dust on roadways.

Air Transportation

- AWOS (Airport Weather Observatory System) is needed for improvements to getting access and regular flights scheduled. A fried sensor board earlier in the year made it so Ravn was unable to come on the island for a week. A replacement would be redundant systems at the north end of the runway and south end of the runway that can get integrated and avoid issues with cancelled flight schedules.
- Dash 8 -300 is the best option for Saint Paul Island. The FAA has introduced new regulations that caused issues with Lynden and other air cargo options in bringing in air cargo to the island.
- Medevac travels to the community in the cases of emergencies and can travel at night during instances of high fog when other planes cannot access the island.

Inter-Island Water Transportation

- Lack of maintenance with of existing city-owned Search and Rescue boat that needs to be available for emergency crews to operate (29-foot Safe Boat). A ferry boat that can connect the two communities would need to be 65-foot option (Safe Boat), [Iceland Rafner](#).

Road Safety Countermeasures

- Road delineators for either side of the roads to determine distinguish where the roadway boundaries is for those who maintain roadways. These exist on some roadways but are frequently removed by kids and would need more permanent placement.
- Culvert installation is challenging because they often become fox dens. Any culverts installed need to be grated and cleaned out yearly. Rim Rock Road becomes inundated with water and has drainage issues. The plan should look at the freeze thaw issues throughout the year, as well as elevation and drainage issues. There is a need to start moving water to areas where it needs to go, create drainage plan.
- Guard Rails were put in as BIA road project installed in 1998. Codes have changed since guard rails were installed and need to be removed and replaced with guard rails that meet current codes. All guard rails need to be evaluated. Guard rails along Church Street and Turnpike need to be replaced as they have the most damage. Guard rail accidents are not uncommon – recently a vehicle crashed into a guardrail next to the church. Guardrails along the Turnpike need to be replaced, as well
- Transportation Safety Signage: City of Saint Paul has purchased stop signs and yield signs just haven't been affixed and installed all of them. The installation with a concrete base is recommended because it is more durable during high wind-heavy rain & snow events. Plastic washers were installed on some stop signs to reduce move sheer stress and to keep signs facing in correct directions – this simple fix has been very successful. More signage, especially speed limit signs, is needed to reduce roadway speeds. Additionally, road signs warning drivers of what is coming up would also be beneficial to all roadway users. Flashing signage and REDDI signage as an option for visibility during winter and times of high fog. (Phil-to send a map

with stop signs and yield signs locations).

- Street Lighting: Limit the number of streetlights to intersections, determine illumination areas of need using maps to show lighting coverage areas.
- Designated walkways: Add to areas that have a risk of collision with pedestrians, and more so, children. Children walk to school in warmer months and more often drive in colder months. Designated walk around area Bartlett Road and around the store.
- Street Sign Names: Street Signs installation and getting funding to get that project completed. Street signs that are relevant to local culture could be funded through TTSPF Grant fund. Work with school to identify what types of signs they might like to see and how streets should be named. Reflective signs should be a requirement of street signs as well as home number markings on houses. Certain street names make sense and other names can be changed to reflect what community feels
- Safety Program: This is needed for education of being safe roads and what to do on roads when during school is in session. The City uses use Nixle to get notices out to the community for bad road conditions, to encourage safe driving to and keep people safe on roadways.

Road Tour of problem areas with Phil (April 15th Afternoon):

The Kuna team travelled the community road system with Phil to look at community roads that have ongoing issues with drainage (areas of focus can be seen in the photo log map). Drainage issues are of particular concern in front of the school, on King Street, and Bartlett Road where live utility lines are exposed. More details and information included in photo logs and documented mapping areas from those photo log points. Images captured illustrate freeze thaw issues and changes in seasonal climate.

Day 3 – Tuesday, April 16, 2024

City Staff Meeting and transportation infrastructure review

Tuesday, April 16, 2024; 8:03 AM -11:30 am

Attendees

- *Kuna Engineering Planning Team (all)*
- *Daniel-Facilities*
- *Matt Regan-Facilities*
- *Adrian-Water and Sewer*
- *Katelyn-Admin Assistant*
- *Phil (CSP)*
- *Nicolai "Big Nic"*
- *Tina*

Roads Discussion

- Road Maintenance: CSP Staff stated that dealing with drainage and road maintenance, in particular on roads where there is pooling water, is an ongoing issue. Material used is either refined scoria or D1 and is put on roads when time and weather allow, drainage is a big problem. Staff would be willing to have more culverts if it protected the roads. Roadways out of town are at particular risk due to snow drifting and

storms that can make travel difficult to impossible.

- Road Material: Aleut Corporation (Tribe) owns subsurface rights and TDX charges a fee for material used on community roadways. The Tribe has a rock crusher and oversees creating the material used for the roadways. There is a disconnect between the three entities and how road improvements can be made at a discounted rate to support shareholder community members in Saint Paul. Potential MOA could help in improving the relationship between these entities.
- Drainage: Areas in the community near the school and on King Street have ongoing drainage issues along with other areas in the community. Runoff from higher elevations to lower elevation roadways is an issue that should be addressed in the plan.

Maintenance Equipment

- Most equipment is from the mid-1990s. The Vacuum truck doesn't run faster than 15 mph and has lot of issues. There is a need for a new grader, two dump trucks, vacuum trucks, vibratory roller, excavator, and water truck. The existing loaders are in pretty good shape and additional loaders for purchase are currently not needed.
- Big Nic (Nicolai) is the main operator for grader; his focus area is on maintaining the main roadways of Bartlett and Polovina. Other residential roadways are secondary focus and get graded when time allows. Additional staff supports efforts as volunteer labor for grader. In the future volunteer-based staff should be learning to grade areas outside of the main roads.

Road Safety

- There may be too many stop signs; the possibility of replacing these with yield signs could be evaluated. Staff would like some delineators in the areas out of town, but the orange fiberglass ones are not preferred because they often get pulled out by kids and played with and used as swords.
- Lighting: Staff commented that more lighting around the school and areas along the roadway leading to the school could address difficulty in seeing pedestrians on roadways, in particular during the winter months and in high fog conditions.

Road Tour of problem areas with Nick (9:30 am-11:30 am) Daniel and Brett:

Looked at problem areas with Nic, photo documentation and written documentation of those areas was inventoried. This information is included in photo log points and areas of concern included in the trip and plan development process.

Saint Paul Clinic Meeting

Tuesday, April 16, 2024; 10:30 AM -11:30 am

Attendees

- *Kuna Engineering Team (Joe and Emily)*
- *Cara, Health Aid and Clinic Scheduler, Southcentral Foundation*

APIA previously managed Clinic, South Central Foundation took over 10 years ago to provide more targeted and improved care options. APIA still provides care to Saint George Island.

Access to Care

- Care can be provided at the clinic; however, more intensive care requiring more extensive medical needs

requires a medevac service. Medevac can be provided by the coast guard in emergency situations when other aircraft can't land due to weather. Quickest access is prop plane to Dutch Harbor, but most emergencies are diverted to Anchorage (ANMC).

- Delta Medical Transport previously provided remote care services but has been limited in capacity of service due to funding issues.
- There is a need for improved weather systems at the airport as the existing AWOS System can and has gone down for weeks at a time in the past couple of years. This winter the system was down for a week and planes were unable to fly into the community during that time, causing issues in those needing medical care off island.
- EMT: The City-owned ambulance is in the clinic bay and can be used by the EMT or VPSO when there is an accident. Need to try to make sure rotational staff are available to use the vehicle. The EMT can provide support, however when the EMT is off island or unavailable residents will typically have to drive those in need of aid to the clinic

Safety Improvements

- Pedestrian walkways, in particular the stair systems need to be improved upon and updated. Those walkways currently get covered with ice and make it difficult to use those routes. Creating designated walkways along roadways and to connect community buildings is needed to help improve connectivity and alleviate potential for road accidents.
- Exposed wires have been noticed along Elementary Heights Road. King Street needs diversion of water from pooling on roadway, as it ends up on this road after coming down from higher elevation areas. Improvements have been noticed from previous years when flooding was even worse on roadways.

ACTION ITEMS

- Get Monthly emergency medevac figures for Saint Paul Island from Clinic
- Continue ongoing discussion with Cara about improvements that can be made to emergency response in Saint Paul (Added staff or improved routes)

Saint Paul School Outreach

Tuesday, April 16, 2024; 1 PM -3:30 PM

Attendees

- *Kuna Engineering Team (all)*

Grade 2/3 (1-2pm): Provided material for transportation safety signs and offered opportunity to draw their own safety signs. Also did cup demonstration showing how to develop infrastructure using graphic plans.

Grade 9-11 (2-3pm): Provided My Route Maps to students to discuss transportation safety improvements that would affect them. Also discussed signage, routes most travelled and used in the community and roads that need improvements. The teacher identified the area on Lagoon Loop near teacher housing as needing guard rails installed.

Superintendent - Michael Baldwin (3-3:30pm)

Discussed safety concerns related to the school and areas of focus for improvements:

- **School Drop Off Area:** Improvements for drainage but also how traffic comes and goes from location. A student had her leg run over last year during school drop off due to the collection of vehicles during that time of day. Could look at more staggered pick up drop off as too many cars are coming to one location at

one time.

- **Playground and Ballfield Area:** Need playground area built up with material that does not blow away and can be stabilized to alleviate drainage issues. The Ballfield planning documents from Polar Consult developed with the Tribe and support from TDX can be used to site improvements needed.

Safe Streets and Roads for All (SS4A) Action Plan Public Meeting

Tuesday, April 16, 2024; 6:00-7:30 pm

The meeting started at 6:30 after community members completed my route maps, surveys and reviewed maps provided for outreach material. Pizza, donuts, fruit, and drinks were provided. Door Prizes were handed out at the conclusion of the meeting.

Meeting Questions and Follow Up Actions:

Road Improvements

- Looking at Asphalt as option for community roadways
- Potentially converting residential roads to one way on residential streets.
- Road widening in residential areas encroaches on housing and parking areas, this issue should be addressed in the plan.
- Road design improvements to acknowledge changes in how larger sized vehicles are being used on roadways.

Road Safety

- Adding guardrails to roadways where there is potential to go off the road.
- Road Dust Mitigation Measures, adding a water truck may be looked at as an option for bringing down dust in summer months.
- Enforcement of speed limits on community roadways to bring down road dust. Look at VPSO monitoring of speed on main roadways in particular Polovina and Bartlett.
- Converting Sandy Lane to pedestrian walkway to offer alternative route for those looking to access community infrastructure.
- Adding Road signs to distinguish roads from one another and provide visitors with where roads are located to avoid confusion.
- Additional Street Lighting for areas currently not covered by lighting or where it is dark during winter months and difficult to see pedestrians.
- Rimrock cliff is eroding due to artificial erosion. As a precautionary measure for embankment erosion protection there may be needed mitigation actions that can be put in place

Other Infrastructure Safety Concerns

- Determination of status of retaining wall removal across from School, this was the site of facilities constructed in the 1900s and may be a part of the [Seal Island Historic District](#).

ACTION ITEMS

- Determine ROW information for roadways and where road and land parcels may overlap.
- Follow up on demolition of old hotel and retaining wall, need to determine if this has been reviewed by SHPO. This area may be protected and needs additional review to see if it is part of the Seal Island Historic District.
- Look at asphalt costs for similar environments, look at Unalaska as an example.

- Convert public meeting documentation, maps, and additional material into usable information that can be included in plan. Look at Story Map as an option for providing a breakdown of this information.

Day 4 – Wednesday, April 17, 2024

City of Saint Paul Council Meeting

Wednesday, April 17, 2024; 9:00-11:00 am

Attendees

- *CSP City Council*
- *Phil (CSP)*
- *Lynn Sterbenz (CSP Grants Coordinator)*
- *Kuna Planning Team*

Started meeting with Agenda Items and moved into SS4A Presentation

SS4A PowerPoint, My Route Maps and project overview and input from the planning team to council members

Road Improvements Discussion

- **Designated Walkways:** Looking at Polovina Turnpike as main roadway in need of pedestrian walkway. This could be used to help to keep pedestrians and students from having the potential for accidents with vehicles and ATVs.
- **Road Material:** Ongoing discussion of D1 versus Scoria use on community roadways. Determine material and development information for the new Polovina Turnpike connection to the school as this seems to be an ideal road consistency.
- **Culverts:** Looking at alternative options to culverts such as ditches, pumps, and swales. Culverts when not maintained become fox dens. This could be mitigated with metal wiring; this would need to be cleaned out every year to prevent material build up.
- **Road Stabilization Study:** Look at options for doing stabilization study that could be used to offer detailed road improvements for all of the community roadways.
- **Water Drainage Areas:** The pond where water drains from King Street has nuisance smells and additional runoff could heighten those smells. Look at mitigation measures to help lessen these smells, in particular in the summer months when temperatures are consistently above freezing.

ACTION ITEMS

- Follow up with Council to get meeting minutes for attendees and detailed content.
- Ongoing discussion on attending future council meetings, tracking their grants/projects. We need to make sure there aren't items that are being covered by existing grants and what grants are planned to be pursued in the future.

Aleut Community of Saint Paul Meeting

Wednesday, April 17, 2024; 1:00-1:50 pm

Attendees

- *Kuna Engineering Team (Joe, Daniel)*
- *Danielle Lestenkof (DBED Manager)*
- *Aaron Lestenkof (Environmental Conservation)*

Transportation Projects

- **New Projects:** Extension of Road from duplex area, this is a project with plans for work this summer. Ballfield plan is the other main project being cited as a priority for future development.
- **Completed Projects:** Bartlett Road was redone in 2013. Built like the bypass road. Previously the road was bad in bad condition prior to improvements.

Maintenance

- **Equipment:** The Tribe stores their equipment in the Small Boat Repair Shop. Currently, most of the equipment is outside and not inside the shop facility. For large projects additional equipment is utilized with support from TDX.
- **Gravel Pit:** The Tribe operates the gravel pit and will crush gravel or scoria and build up stockpiles every few years. The tribe builds roads with force account, they have a foreman for this operation of this site. They do work with *Three E Construction* which supplement their crews and provide specialties. TDX owns most of the land on the island and they also own the gravel pit/quarry.

Transit Service

- The Tribe has an Elder Van used to provide patients and community members rides to the clinic, store, and other places of importance in the community.

Transit Service

- Aaron who was working in the conference room at the time provided insight into the environmental conservation program. The tribe works with NOAA and scientists in Saint Paul during the summer months providing drone imagery for wildlife monitoring.

ACTION ITEMS

- Follow up with John Wayne Melodinov *President* and Patrick Baker the *Transportation Manager*, they were travelling off island for a conference.
- Discussion of future projects that could be developed jointly including tribal transportation safety signage project that could utilize [Tribal Transportation Safety Grant TTSFG](#).

Saint Paul School Outreach

Wednesday, April 17, 2024; 1 PM -3:30 PM

Attendees

- *Kuna Engineering Team (Brett, Emily)*

Grade 4/5 (1-2pm): Provided material for transportation safety signs and offered opportunity to draw their own safety signs. Did question and answer on transportation safety in Saint Paul and improvements they would like to see as students.

Grade 6/8 (2-3pm): Provided material for transportation safety signs and offered opportunity to draw their own

safety signs. Did question and answer on transportation safety in Saint Paul and improvements they would like to see as students.

TDX Meeting

Wednesday, April 17, 2024; 2:00-3:00 pm

Attendees

- *Kuna Engineering Team (Joe, Daniel)*
- *Sean Melovidov TDX President of the Board*
- *Jason Bourdukofsky-TDX President*
- *Chris Mandreagn-CEO/vice chair (late 2:40 pm)*

TDX Overview

- TDX owns most land in Saint Paul Island and has an agreement with Aleut Corporation for material site. Aleut facilitates through Ben Leon-Guerrero their Land Manager for subsurface cost at the material site. Costs need to be incurred for material sales due to this agreement, material can be provided to shareholders at no cost on an as needed basis.
- TDX would like to improve trails around the island to support their tourist operations in the summer. The roadways leading to trails also need improvements to help access these trails.
- The main project is the small boat harbor project. There are concerns in rerouting the road to avoid easement and land ownership issues that the new road will have worse drainage issues than there are currently. The Tribe and TDX are working on the ballfield project together, TDX is involved in the land transfer portion of the project. The expansion of the cemetery by the Tribe would also require TDX involvement as they would be involved in the land transfer component similar to the ballfield project.

Transportation Safety

- Lighting Improvements needed near school and at school drop-off area.
- The Road to SW Point Road needs to be improved and signage should be added in particular at sharp turns on the road. In crash accident map the area where there was a death on SW Point Road is of particular concern. Old town roads and walkways need improvements and the plan should make sure to include this area as having connectivity updates. The current walkways and stairs are too icy, and snow covered to be used in the winter and spring months.

ACTION ITEMS

- Sean will help to keep us connected with the TDX Manager and Aleut Corp manager who facilitate construction and road work on the Island.
 - Do further review on the Drainage Report -EBSC Engineering, follow up with Mr. Hakala (EBSC) on any additional information that can be included in the plan.
 - Sean to email follow up with added information discussed at the meeting, including material cost estimate per cubic yard.
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Road Safety Audit

Wednesday, April 17, 2024, 4-8PM

The Kuna Team travelled community roadways performed road safety audit and collected detailed information for all roadways. Photo logs and information gathered during this audit will be inventoried and used to build and prioritize potential road improvement projects. This information will be useful in the development of implementation grants after the SS4A Action Plan is put in place.

Day 5 – Thursday, April 18, 2024

Final Wrap Up and Radio Interview

Completed final wrap up conversation with Phil at City of Saint Paul Office. Conducted a Radio Interview with Ethan at the **KUHB-FM Radio Station** (9 AM). Discussed Transportation Safety in the community, outreach, and ongoing efforts in the development of the Action Plan.

Flight to ANC departed at 2:20 PM, with a five hour mechanically related layover in Cold Bay on the way to Anchorage. Cold Bay to Anchorage was 9:50 PM- 12:12 AM arrival in Anchorage.

End Trip Report

ATTACHMENTS

- Photo log

Photo Log -Attachments



Photo log Map from Day 1



Examples of water pooling and drainage issues on roadways

Photo Log -Attachments

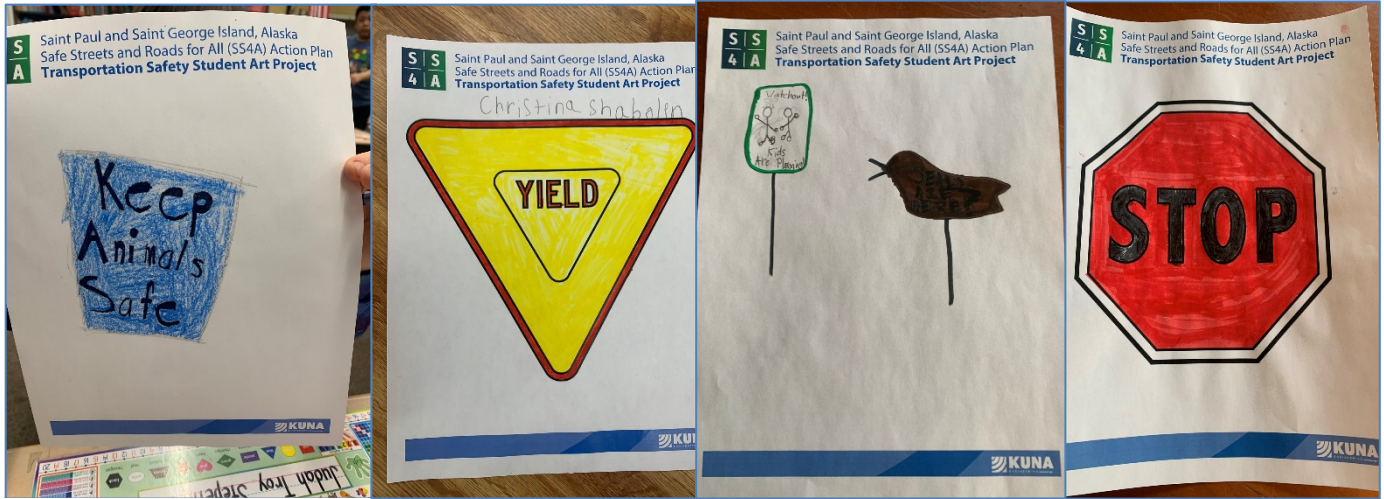


Photo log map from Day 2



Drainage issues near school access and drop off area at Saint Paul School

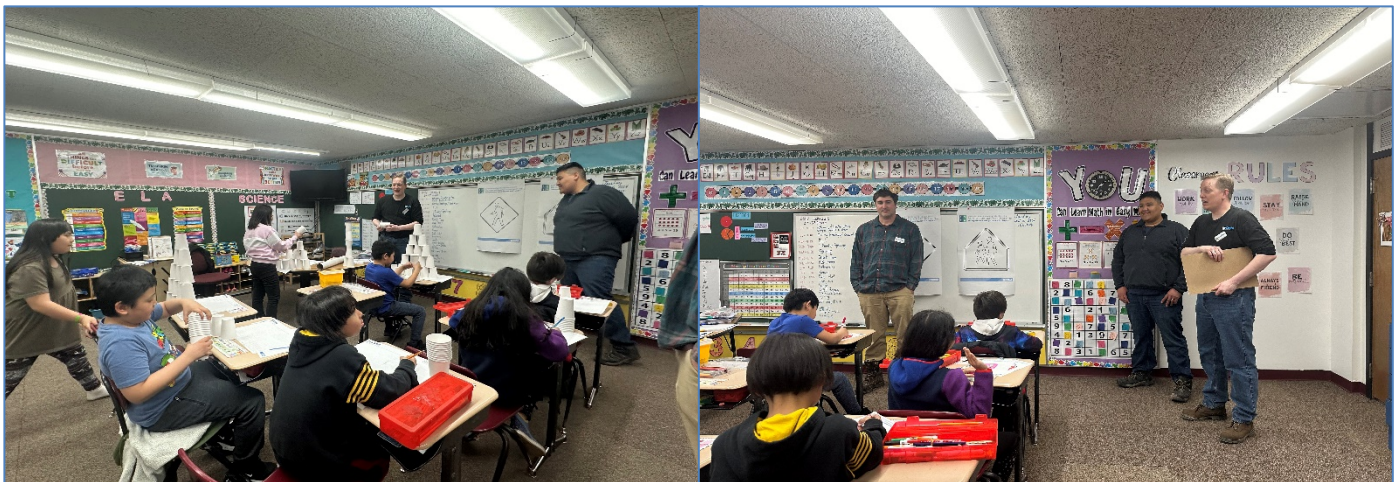
Photo Log -Attachments



Examples of Transportation Safety Signage Student Artwork



Examples of School Safety Signage out of Saint Paul School



SS4A -Kuna Planning Team involved in outreach activities at Saint Paul School

Photo Log -Attachments



SS4A -Kuna Planning Team involved in public meeting with community comments.



SS4A -Kuna Planning Team involved in Radio Interview discussing transportation safety in Saint Paul.



Guardrail conditions on Polovina Turnpike and example of road delineators in Saint Paul

Photo Log -Attachments



Bartlett Blvd Drainage Documentation



King Street Drainage Documentation



Polovina and Venia Drainage Documentation