



The Confederated Tribes
of the Umatilla Indian Reservation

TRANSPORTATION SYSTEM PLAN

Photo: Kittelson & Associates, Inc.

Volume II: Technical Appendix



FINAL
April 2023

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Fall 2022 Outreach Summary





CTUIR TSP

FALL 2022 OUTREACH SUMMARY

Date: February 1, 2023

Project #: 23021.046

To: Dani Schulte, CTUIR
Cheryl-Jarvis Smith, ODOT Region 5

From: Molly McCormick and Nick Foster AICP, RSP₁

Project: Confederated Tribes of Umatilla Indian Reservation Transportation System Plan Update

Subject: Fall 2022 Outreach Summary

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INTRODUCTION

The project team recently completed a second round of outreach efforts to guide the development of the Confederated Tribes of Umatilla Indian Reservation (CTUIR) Transportation System Plan (TSP) Update, with the support of CTUIR and ODOT staff. These efforts included:

- Mission Market Outreach
- After School Program Outreach
- Kayak Driver Outreach
- Senior Center Outreach
- General Council Meeting
- Arrowhead Travel Plaza Freight Outreach
- Umatilla County Staff Meeting
- Land Protection & Planning Commission
- Law & Order Commission
- Fish & Wildlife Commission
- Capital Improvements Committee
- Health Commission
- Online Input

Fall 2022 Outreach

Overall, a total of approximately 109 people were reached in person during the Fall 2022 outreach events, between project-specific outreach events and attendance at council, commission, and committee meetings.



This memorandum summarizes the feedback received from these events as of February 1, 2023. Key and recurring themes from the feedback included:

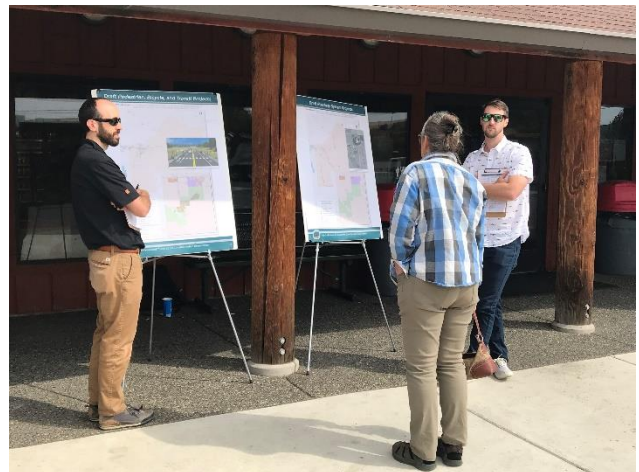
- CTUIR and the project team received a lot of general support for the project list as a whole.
- Adding more walking and biking options was well received, especially along Mission Road and OR 331 and in support of student trips.
- People are supportive of adding lighting to multi-use paths and Mission Road.
- Projects R07, R08, and R09 had mixed reviews. Some members of the public were worried about attracting more traffic on these roadways, while more comments supported updates to the roadways to help during rainy conditions.
- People support the OR 331 transit hub project.
- Bus stop enhancements were well received, especially providing shelters and lighting.
- Roundabouts were discussed by different groups, both in support and in concern.
- There were conflicting opinions about the idea to construct a multi-use path along the river. Many people want access to the river and a route further west, while others are concerned about litter and vandalism if access is publicly provided. Umatilla County may have applicable experience to share with the community to further consider when P06 and P07 move forward.

MISSION MARKET OUTREACH

The project team and CTUIR staff solicited public input at Mission Market during two time periods: 12:00 to 3:00 PM on September 21, 2022 and 12:00 to 1:00 PM on September 22, 2022. Community members were able to provide verbal comments or mark comments on two poster boards showing proposed projects for the study area. 21 people provided input to the project team on September 21st and six provided input on September 22nd.

Comments included:

- Symbol for intersection reconfiguration is confusing.
- Will R03 include adding drainage?
- Four people liked projects R07, R08, and R09. Those roads get washed out during rainy conditions.
- Two people are worried about projects R07, R08, and R09 bringing additional traffic to those roadways.
- Is project R10 necessary?
- Straighten the River Road/White Road intersection.
- One person liked project R06.
- Kanine Ridge Road is not a good detour route when there are events on I-84.
- Two people liked project R01.
- Whirlwind Drive and Willow Lane need maintenance for potholes.
- Add a southbound truck lane on OR 331 from Mission Road to I-84.
- One person liked the transit hub concept.
- One person liked the traffic control concept at the OR 331/Spilya Road intersection.
- Within Arrowhead area, can trucks and passenger vehicles be separated?
- If roundabouts move forward, the community will need education.



- One person liked project P07.
- Four people noted that more biking and walking options are good, especially trails.
- One person liked the walking options connecting the school to Mission Market. Students walk between these locations frequently.
- Four people liked project P09 and three noted how dark that corridor currently is for walking at night.
 - Can a rest area be included with project P09?
- Three people liked project P14 and creating a walking/biking loop.
- One person liked projects filling sidewalk and bicycle facility gaps on Mission Road in the July Grounds area, noting the facilities are currently narrow or non-existent.
- Two people liked project P12.
- One person liked project P22.
- Two people liked project P18.
- Can there be a road connection from Wildhorse Boulevard to Cayuse Road?
- The current Arrowhead bus stop is dangerous with drivers speeding through the parking lot.
- The Wildhorse shuttle serves Mission area at the top of the hour and can be in the way of Kayak vehicles.
- Bring back 4 PM Walla Walla bus service.

AFTER SCHOOL PROGRAM OUTREACH

Members of the project team and CTUIR staff were available at the July Grounds Gym during afterschool program pickup on September 21, 2022 from 3:00 to 4:30 PM, soliciting feedback via two poster boards showing proposed projects. A traffic safety maze was set up for kids to explore when the adults were providing feedback. Nine people provided input to the project team.

Comments included:

- One person liked project R03.
- One person liked projects R07, R08, and R09. These roads are bumpy and difficult for emergency response access.
- One person liked roundabouts as the long-term traffic control at the OR 331 intersections with Wildhorse Boulevard and Spilya Road.
- One person liked the concept of reducing access at Kusi Road to right-in, right-out only.
- There are near-misses often at the Kusi Road/Arrowhead Road intersection.
- With development up the hill, like the idea of more sidewalks and walkability.
- Two people noted that Riverside Avenue needs sidewalks.
- One person liked project P07 and noted how it can connect to the levy.
- One person liked project P10 and noted that it will support the high school running team.
- Two people liked projects filling sidewalk and bicycle facility gaps on Mission Road in the July Grounds area.
- Mission Road is too dark to walk at night and during the winter season.
- Trains that go through the community are supposed to go 40 MPH but most travel faster.





KAYAK DRIVER OUTREACH

The project team and CTUIR staff solicited input from Kayak drivers on September 22, 2022. Eight people provided input to the project team.

Comments received include:

- Need more signs/shelters so passengers know where the stops are located. Signs get vandalized.
- Like the Arrowhead area transit shelter. Going into the Arrowhead area is tough, especially during summertime.
 - Put one shelter on either side of OR 331, instead of only on east side.
- Safe crossings of OR 331 are needed. Please improve any existing crossings of OR 331.
- Could there be a truck right-in into Arrowhead?
- Interested in pullouts for stops.
- Ridership in Tutuilla, McKinley, and other rural areas is close to zero.
- Turning onto OR 331 from Timine Way is challenging. Will go to Mission instead.
- Turning onto Timine Way from the bus barn is challenging. People drive fast on Timine Way and people walking don't use crosswalks.
- July Grounds is dark at night. Can the shelter be moved to other entrance? Lots of elders ask to be dropped off at other entrance.

SENIOR CENTER LUNCH

CTUIR staff visited the Senior Center during lunch in November 2022. There were approximately 25 people attendees.

Comments included:

- Are you going to bring back taxi tickets?
- Are you going to get any new trails? Like up to the casino?
- When is the Thornhollow Bridge going to be finished?
- Concerns about lights, safety on TCI trail, and young cottonwood trees falling over in the Wetlands Park area, causing trail maintenance issues.

- Kayak used to go to Thornhollow, it would be nice if they did again. Maybe the flood buyouts mean there's not enough houses there anymore.
- Sheltered bus stops are a good idea, especially this time of year.
- Umatilla County is difficult, they don't care when we ask for road maintenance on their roads. They don't plow Thornhollow grade.
- Mission – better lighting on mission between 4-corners and Wetlands Park. "I'm an elder, it's scary driving there at night."

GENERAL COUNCIL MEETING TABLING

CTUIR staff manned a table in the rotunda outside the General Council meeting at the Nixyaawii Governance Center on October 20, 2022. This provided the opportunity to provide project updates to attendees and solicit input via larger maps. Due to community circumstances, the meeting was covering three months' worth of agendas, and many attendees did not take time to stop to discuss the TSP. No comments were received.

ARROWHEAD TRAVEL PLAZA FREIGHT OUTREACH

A Freight Survey was conducted from 1:00 to 4:00 PM on Tuesday, January 10th at the Arrowhead Travel Plaza. CTUIR staff received 26 responses. A few Arrowhead Travel Plaza staff members took the survey or asked questions about the project in addition to the target population of truck drivers. The survey had four questions:

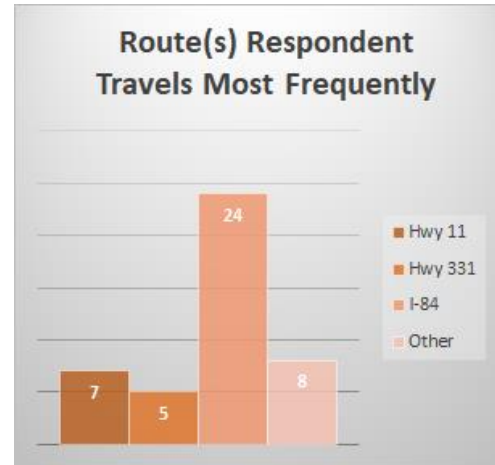
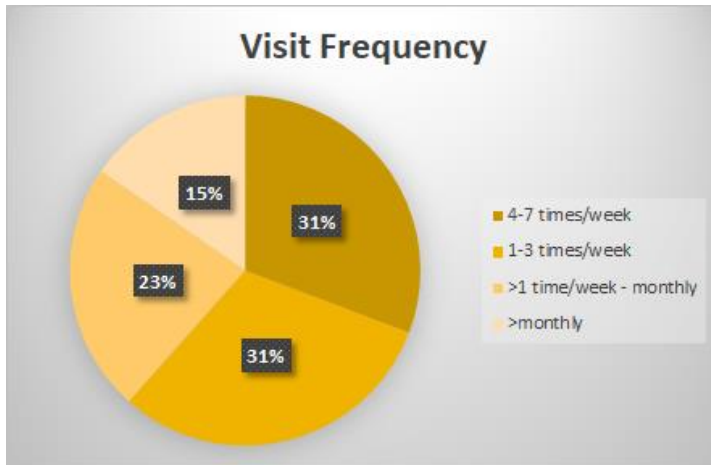
1. How often do you travel through the Umatilla Indian Reservation?
2. What routes do you travel most frequently on the Umatilla Indian Reservation?
3. What feedback would you like to share about your general experience driving in the area?
4. What feedback would you like to share about the proposed improvements in this area of Highway 331?

Most respondents did not look at the map in detail and were provided by the surveyors with a summary of the suggested Highway 331 improvements. Improvements highlighted included pedestrian amenities like trails, sidewalks, and crosswalks, and intersection improvements like traffic signals or roundabouts.

Frequency of UIR Travel

62% of respondents travel through the UIR at least once a week. The route most frequently used by all but two respondents (who did not respond to this question) was I-84. This question allowed respondents to "select all that apply" so additional routes identified included Highway 331 and Highway 11. One respondent specified "Other: Mission Road", however all other "other" routes identified were not located on the Umatilla Indian Reservation.

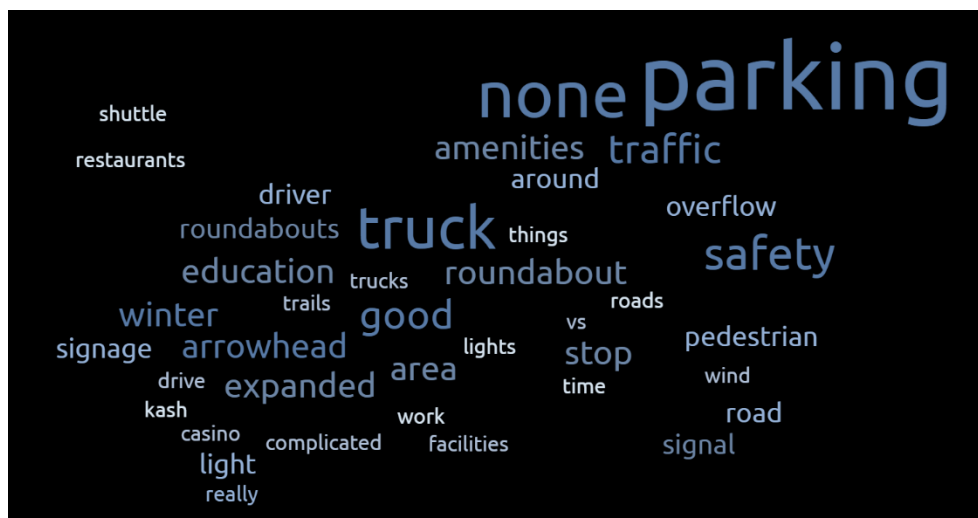
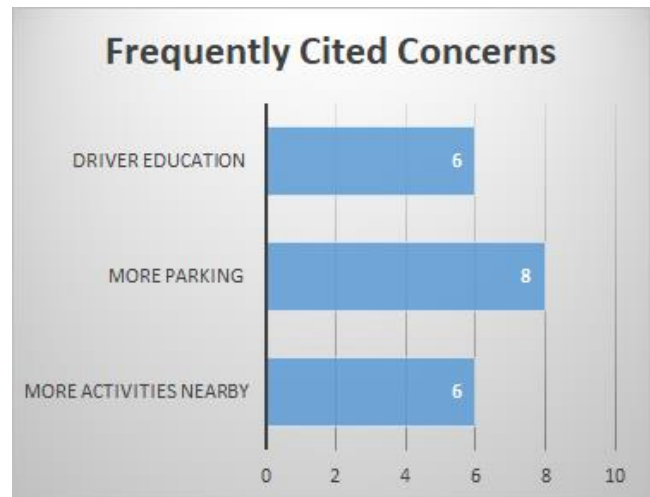




General Feedback

The word cloud below shows the top 50 topic-relevant words (i.e. excluding “and” and “the” type connector words) recorded in the surveys. The most frequently cited concern was parking. Five respondents replied “none” to the question about general feedback, which we interpret to mean they’re generally satisfied with the facilities available. The most frequently repeated topics were: 1. More parking (8); 2. Driver education (6); and; 3. More activities nearby (6).

Of the desired activities nearby, some cited the proposed Highway 331 trail as a possible recreation facility, as they would like to be able to exercise during their breaks at Arrowhead. Many wished for a greater variety of dining opportunities near Arrowhead, and one respondent would like to see children’s activities, as they drive with their children during the summer.



Some of the unique suggestions included:

1. Add a wind speed meter/sign
2. Heated roads for winter ice
3. In addition to RRFBs for pedestrians, higher visibility tools like lights embedded in the crosswalk paint on the ground (driver suggested an example from California).
4. [Freight] truck ride-alongs for road designers, to see what the limitations are in-person.

Highway 331 Improvements

Two respondents were pleased to see the overflow parking project, identified as R10 on the map. However, a third respondent suggested it would be better if it were on the north side of the freeway, closer to Arrowhead and other amenities in case drivers would prefer not to wait for a shuttle or are willing to walk but would rather not walk over the overpass.

Of the three new project types highlighted in the project map, feedback was distributed into one of three feedback groups where the respondent gave input about a specific feature – positive, neutral, or negative. Constructive feedback which did not explicitly support or dislike a project was categorized as neutral, as was feedback where the respondent indicated they could go either way. Such constructive feedback includes responses such as “put crosswalks north [of Spilya] to avoid pedestrians making it harder to get in and out [of Arrowhead].”

<i>Project</i>	<i>Positive</i>	<i>Neutral</i>	<i>Negative</i>
<i>Roundabouts</i>	2	2	4
<i>Trails</i>	5	0	1
<i>Crosswalks</i>	3	1	1

Arrowhead-specific Feedback

Arrowhead Travel Plaza-specific feedback has fairly little bearing on the Transportation System Plan as a whole but may inform local business development by Arrowhead or the Department of Land Conservation and Development (DLCD). As such, I’ll include some of the comments we received specific to Arrowhead:

1. Would like to see overflow truck parking area with basic amenities – restrooms, showers, vending machines.
2. More dining options
3. More parking for smaller commercial rigs
4. Truck wash
5. Pet area would be nice/larger pet area.

UMATILLA COUNTY STAFF MEETING

CTUIR staff met with Umatilla County staff in September 2022 to gather feedback on the proposed projects from Technical Memo #4. Four County staff were present.

Comments received include:

- Generally thought it is a good list. Suggested that they should incorporate this project list into their County TSP update. The County recently won a TGM award for, so might get rolling in a year or so.
- Called out R04 and R12 as not being on County roads, and CTUIR staff noted that they were partially on county roads but not completely. Is there enough room in the column to list both owners in the project table? R04 is County/BIA, R12 is County/CTUIR.
- The County didn’t think that R13 was necessary because there’s a stop sign just north of the river at the railroad crossing. Thought it was unlikely people could travel too fast between the sharp curve coming down off Cayuse and the railroad stop sign.
- The group was able to answer the question of whether the Wildhorse Creek bridge is on or off the reservation. Technically Wildhorse Creek is the reservation boundary, so it’s both. However, the bridge is

really just someone's driveway bridge, it only serves one house, and our GIS system doesn't even identify the road it's on as a road, tribal county or otherwise. So R16 can be removed from the project list.

- CTUIR noted that had previously listed the Highway 11/331 intersection and removed it since it's off-reservation but nearby and is important to the community. The County didn't have a preference either way, so keep out of the project list for now.
- The County had questions about the alignment of P07. CTUIR discussed prioritizing the path of least resistance during the project design process, and that some of the floated ideas are the road, the river, and the sewer main easement. This was a good conversation to establish some coordination with their part of the trail, since it will have to cross county land before it reaches Pendleton.
- County staff asked about cross sections for bus pull outs. CTUIR noted that there aren't that many bus stops and it might be a bit much, but it could be worth including in the next proposal for the road standards - what width of pavement should be provided to accommodate bus pull-outs. Currently, mostly stop in-lane unless that's prohibited or not safe, which is pretty much just on Mission Road and Highway 331.
 - It could also be included in the text of the Mission Road pedestrian improvements, to incorporate bus pull-outs into the improvement designs for cost efficiency.

COMMISSION AND COMMITTEE MEETINGS

Land Protection & Planning Commission

Four CTUIR planning staff attended the September 2022 commission meeting to gather feedback on community needs and the proposed projects from Technical Memo #4. Four commission members were present.

Comments received include:

- One commissioner took issue with the exclusion of transit that's outside the reservation boundary since it's outside our jurisdiction. Concerned about the removal of the bus stop on the east end of Pendleton which was removed without our knowledge when construction began for a new gas station, next door to Tum-a-Lum Lumber. Kayak is currently working with ODOT and the City of Pendleton to re-establish the bus stop.
- Pleased with the improvement to bus stops and shelters. Suggested that we add lighting.
- The commission was generally favorable to roundabouts. They initiated a conversation about how much safer they are, and how they just take some getting used to. CTUIR staff noted that have received some negative opinion through public comment, and a few of members had heard about their proposal from disapproving friends and family members.

Law & Order Commission

CTUIR staff attended the October 4, 2022 commission meeting to gather feedback on community needs and the proposed projects from Technical Memo #4. Four commission members were present.

Comments received include:

- One member expressed concern about horses on Mission, safety, spooking & proximity to cars.
- People speed on Mission, concerned about pedestrian safety.
- In response to possible speed reductions on Mission/331: "my brothers are gonna hate that."
- Suggest a signal at Timíne Way and Mission intersection

Fish & Wildlife Commission

CTUIR staff attended the October 11, 2022 commission meeting to gather feedback on community needs and the proposed projects from Technical Memo #4. Five commission members were present.

Comments received include:



- Public river access – one member expressed staunch opposition to that. Concern about protecting treaty rights, fishing poachers, protecting fisheries and water quality, and restricted access as a means to manage fish resources.
- When CTUIR raised the topic of official facilities to make fishing accessible to community members with disabilities, they seemed more amenable, but wanted to make sure any program like that would consider policing and prevention of poaching.
- One member stated that they were anti-lighting because of protecting lamprey and fisheries in general.
- Concerns about who is responsible for policing any new trail alignments – TPD is already spread thin.
- Suggest emergency phones on trails as a safety feature.

Capital Improvements Committee

CTUIR staff attended the October 11, 2022 commission meeting to gather feedback on community needs and the proposed projects from Technical Memo #4. Ten commission members were present.

Comments received include:

- One member noted concern about mapping affecting negotiations with property owners. not liking roundabouts, and that ODOT should pay for the Kash Kash road fix.
 - One proposal for a fix for the land negotiation impact – incorporate the “grid” mandate component into the site plan process that’s required for subdivisions, PUD, and large commercial development. This would make sure that any major new use of land would be required to grid out as part of the zoning permitting process, rather than requiring an extra reviewer (which is anticipated for things like the cross sections adherence).
- There was a lot of discussion about roundabouts.

Health Commission

CTUIR staff was scheduled to present the 20-Year Transportation Plan at the October 11, 2022 regular commission meeting. Due to unforeseen circumstances, the commission had to cancel that meeting, and chose to email a comment document instead. Commissioners were provided a Planning PowerPoint Presentation and the website link to develop comments. The commission voted to provide the following comments to CTUIR staff at their November 2, 2022 meeting.

- We would like to preface that a walk or bicycle ride is a great, simple and free preventative action patients can do on their own. There are multiple deterrents that make a simple walk or bike ride difficult in our community, and we are focusing on those in our preliminary comments.
- Responding to the PowerPoint “TSP Update Presentation” is a little confusing without staff dialogue. Commissioners attempted to reflect on whether changes were made and reactions to environmental and social events that may have impacted the 2001 plan.
- Projects from 2001 TSP: Road to access Agency Cemetery would improve access for community.
 - Suggestion: add parking lot (gravel or paved) to Agency cemetery, and make remainder of path beyond cemetery going west (28) a bike path only
 - Concern: if used in 2022 update, road would reopen concern about “East Bench” development, building a road could unearth more human remains, and if area west of cemetery were a bike path you would not have to dig into potential garbage from the old dump site.
 - All areas of additional develop should include proper lighting and more lighting is needed for existing neighborhoods and walking paths for safety reasons and to encourage healthy choices
 - Warning signs about wildlife should be added to current and future walking paths; bears, cougars, coyotes and even raccoons.

- Identify transportation changes and improvements over time that were completed and have to be redone now. The projects that were in this plan, were they funded, since this was passed by previous committees and commissions and BOTs –are there resolutions to accompany previous decisions?
- Greater UIR area projects from 2001 TSP
 - Were the “reservation wide” transportation projects a reaction to flooding incidents or were these infrastructure updates? Where did the funds come from? What does this map look like now since at least one of the bridges is out right now due to flooding?
 - Safety for drivers should be a priority in plan development of prioritizing: sections on North Cayuse Road continue to have limited visibility and road must be widened or adjusted to protect families who use this road
 - Bike Path options for reservation-wide map. Existing partnership with UPRR could make it so a “bike route” exists along River Road, to Sampson Lane and Short Mile Road to reach Mission and Wildhorse areas. Goatheads must be exterminated. The 2001 transportation plan excluded community members who want to have a “green” or healthy transportation option to ride their bicycles to work or appointments. If managing goatheads is a part of the URPP Agreement, this would suffice for local non-Mission area residents, so bicycles are a transportation option.
 - Identify transportation changes over time to show community how much change has occurred for RESERVATION-WIDE map. How much work has been “reactionary” to environmental changes and how much has been done due to partnerships (landowners, UPRR, federal and state)?
- Commissioner comments regarding an updated Transportation Plan
 - More community engagement to ensure decisions being made are for the good of people who actually live in and use this area
 - What looks good on paper or sounds good to reduce a carbon footprint may not always work for the ones who live here now
 - Understand the need to build more so more tribal members can move home, please don't forget about those who have lived here
 - Streetlights need improvement and there needs to be more
 - Consider the safety needs at bus stops; lights and signage
 - Contact Pendleton, Athena and Pilot Rock school districts to coordinate with their transportation managers to ensure bus routes are safe for students reservation-wide
 - Lots of pedestrians right now, lights will improve safety
 - More bike paths and walkways
 - Work with departments to prioritize extinguishing goat heads from roads and pathways (Housing, Public Works, DNR, DECD [TERF and Coyote Biz Park])
 - Create A Weed/Invasive Plant Management Plan specifically for roads and pathways
 - Having A Plan available for community members, departments or partners to reference could enable community-sponsored activities. Example: sports teams could address invasive plants per A Plan in return for a donation from a private tribal member or department. Also having A Plan could be a tool for tribal court to reference for restorative justices sentencing options
 - If we are separating transportation options into “Mission Area” and “Reservation Wide” suggest expanding Reservation Wide into subsections. Get those residents' comments, dedicate meetings and comments for those areas, and identify per subsection any partnerships (state, federal, private, NGOs) the tribe has regarding transportation options and hurdles
 - Riverside-Pendleton

- North Reservation (Johnley Rd to Adams-Weston areas)
- Cayuse-N. Cayuse Road Route
- Up-River-Bingham
- The Flats (Tutuilla-Holmes-Reservoir)
- South Reservation (Upper Spring Creek Road-McKay Creek-Pilot Rock)
- Foothills-Meacham (Emigrant Hwy past Cayuse Rd to Meacham)
- Although Tribes are exempt from ADA, we should follow it in good faith to provide adequate access to our ever increasing disabled or handicap population. Easy access to sidewalks, properly designated handicap parking and signage to inform the public of accessibility are vital. We have a large population of Baby Boomers who are aging, and easy access will be important in the near future.
- Partner with CTUIR departments to add permanent restrooms on or near TCI path.
 - Add safety features like fencing around playgrounds or recreation buildings, so children and families can play outside day or night to address fear of strangers entering play zones without parental knowledge.

ONLINE INPUT

Members of the public were encouraged to provide input via an interactive map on the project website (<https://www.ctuir.org/departments/tribal-planning-office/transportation-system-plan-update-2022/>) from September 19 to October 19, 2022. There were over 300 item views.

The one comment received was:

- T02 – Bus Stop Enhancements: It would seem to be a priority to ensure that each bus stop is well lit (not the case in several); safe and kept clean. Some of the stops do not even have shelter for people waiting in the rain or other weather.

OTHER INPUT

CTUIR staff conducted door-to-door outreach with ODOT during November 2022 to discuss the Exit 216 project.

One comment was received that was related more to the CTUIR TSP than to the Exit 216 project:

- Thompson Road gets flooded by Patawa Creek; it's getting worse each year. This issue may be exacerbated by the new truck traffic on Thompson Road during winter weather events on Cabbage Hill, as it's already creating unsafe conditions with the trucks that travel from the gravel mine at the end of Thompson Road.