



The Confederated Tribes
of the Umatilla Indian Reservation

TRANSPORTATION SYSTEM PLAN

Photo: Kittelson & Associates, Inc.

Volume II: Technical Appendix



FINAL
April 2023

LIST OF APPENDICES

- A. Complete Project List
- B. High Priority Project Summary Sheets
- C. Comprehensive Plan Policy and Land Development Code Amendments
- D. Spring 2022 Outreach Summary
- E. Fall 2022 Outreach Summary
- F. Technical Memorandum #2: Context and Site Analysis
- G. Technical Memorandum #3: Vision Statement and Guiding Principles
- H. Technical Memorandum #4: Preliminary Concept Design and Transportation Solutions
- I. Technical Memorandum #5: Revised Concept Design and Transportation Solutions
- J. Transportation Technical Standards Coordination Memorandum
- K. Winter 2023 Outreach Summary



Appendix G. Technical Memorandum #3: Vision Statement and Guiding Principles





CTUIR TSP

TECHNICAL MEMORANDUM #3: VISION STATEMENT AND GUIDING PRINCIPLES

Date: June 27, 2022

Project #: 23021.046

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

From: Molly McCormick, Nick Foster AICP, RSP₁, and Matt Hughart, AICP

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

Subject: Tech Memo #3: Vision Statement and Guiding Principles

TABLE OF CONTENTS

Table of Contents	1
Introduction	1
Background.....	2
Proposed Vision Statement	3
Proposed Goals and Objectives	3
Proposed Evaluation Criteria	4

INTRODUCTION

This memorandum presents the proposed vision statement, goals, objectives, and evaluation criteria that will be used to guide the development of the Confederated Tribes of Umatilla Indian Reservation (CTUIR) Transportation System Plan (TSP) Update. The goals and objectives will help ensure key issues are addressed throughout the planning process, while the evaluation criteria will be used to select and prioritize preferred projects. The goals, objectives, and evaluation criteria will also inform recommendations for policy language that will serve as guidance for future land use decision making, such as approval criteria related to zone change and comprehensive plan amendments.

To ensure a consistent understanding of the items included in this memorandum, the following definitions have been provided:

- Vision Statement – Provides overarching long-term outlook to be achieved by the plan.
- Goal – Provides direction for where the community’s vision is leading the plan.
- Objective – Provides a more detailed breakdown of the goal with specific language on how the goal can be achieved.
- Evaluation Criteria – Provides a quantitative or qualitative tool to help prioritize projects or evaluate project alternatives. They can help measure the extent to which a project is in line with the community’s vision, goals, or objectives.



BACKGROUND

The existing CTUIR TSP was adopted in 2001 and includes one goal and 11 corresponding objectives, as listed below. A review of the goal and objectives highlights a focus on equity, community engagement, financial stability, and coordination between CTUIR and other regional and local partners.

2001 TSP Goal

To provide an effective and economical transportation system on the Umatilla Indian Reservation.

2001 TSP Objectives

- A. Consider the needs of all segments of the Tribal community and all modes transportation in the transportation planning process.
- B. Ensure that projects involving land use, economic development, and transportation issues are coordinated at conception.
- C. Develop an effective relationship and process for working with the BIA, County, and State to identify, fund, and implement transportation projects.
- D. Develop and maintain effective lobbying efforts with Tribal organizations to assure adequate funding and political clout on transportation issues.
- E. Provide Tribal input into transportation improvements programs that will affect the Reservation road system.
- F. Adopt and maintain the Umatilla Indian Reservation Transportation Plan.
- G. Coordinate the location of public and private utilities with development planning for new roads and assure adequate right-of-ways and easements are secured at the time of development approval.
- H. Minimize the number and improve safety at railroad crossings by working closely with Umatilla County and the Union Pacific Railroad.
- I. Improve the intersection of stream channel crossings with the current transportation system of railroads, highways and utilities which will decrease damage caused by periodic flooding.
- J. Develop and adopt public and private road standards for new and unimproved roads on the Reservation acceptable to those responsible for maintenance and safety.
- K. Develop and maintain a public transportation system for the benefit of Tribal members and the reservation residents.

CTUIR Comprehensive Plan

The 2010 Comprehensive Plan (updated in 2018) has the same goal as the CTUIR TSP, but the objectives are different.

1. *Develop and maintain a transportation asset system that is safe, environmentally sensitive and economically sound and promotes the public health with future transportation in mind.*
2. *Ensure public or personal transportation to meet cultural, economic, personal employment, health and other needs for all residents, particularly at-risk populations.*
3. *Ensure required road transportation and transit planning documents are completed accurately in a timely manner and implemented as appropriate.*
4. *Work toward providing access throughout the ceded and traditional use areas through transportation infrastructure and transit options.*



PROPOSED VISION STATEMENT

The proposed vision statement was based on conversations with CTUIR staff and a review of the 2001 TSP, CTUIR's Comprehensive Plan, and the scope of work for this project.

The transportation system on the Umatilla Indian Reservation provides safe, equitable, and sustainable travel choices that fulfill the needs of those living, working, and recreating in the reservation community, while also fostering cultural connections and preserving the rural character.

PROPOSED GOALS AND OBJECTIVES

The proposed goals and objectives for the CTUIR TSP update are described below. The proposed TSP goals and objectives are based on the proposed vision statement, a review of the existing TSP goal and objectives, information from the ODOT TSP guidelines, and discussions with Tribal staff about the important issues prevalent in the community and transportation system.

Goal 1 – Safety

Provide a safe multimodal transportation system for all members of the Umatilla Indian Reservation community.

Objective 1A: Improve locations with a history of fatal and/or severe injury crashes

Objective 1B: Implement strategies that systemically reduce the potential for crashes

Goal 2 – Environment and Cultural Heritage

Preserve existing cultural connections and the rural landscape.

Objective 2A: Develop projects that respect the rural landscape and cultural context

Objective 2B: Develop projects that help the community achieve its economic potential

Objective 2C: Establish land-use strategies and policies that support desired development that is culturally sensitive

Goal 3 – Health

Develop a transportation system that supports active transportation and encourages healthy and active choices for the Umatilla Indian Reservation community.

Objective 3A: Increase the user-friendliness and comfort of active transportation options available to all members of the Umatilla Indian Reservation community

Objective 3B: Provide connections to community health centers, schools, and parks

Goal 4 – Equity and Accessibility

Provide a multimodal transportation system that is accessible to all members of the Umatilla Indian Reservation community.

Objective 4A: Provide access to essential destinations for all members of the Umatilla Indian Reservation community

Objective 4B: Develop a plan that responds to the range of needs within the community

Goal 5 – Connectivity

Provide a multimodal transportation system that increases connections to the key hubs within the reservation and works to overcome existing barriers to regional connectivity.



Objective 5A: Improve existing, and/or create new multimodal connections between the Mission, July Grounds, and Gateway hubs

Objective 5B: Improve existing, or create new, regional multimodal connections

Goal 6 – Coordination

Develop a transportation system that works together with Federal, State, regional, and local partners.

Objective 6A: Ensure consistency with Federal, State, regional, and local planning rules and regulations

Objective 6B: Coordinate with partners to gain consensus on the planned system for the region

Goal 7 – Financial Stability

Develop attainable funding solutions for transportation system improvements.

Objective 7A: Prioritize investments and maximize partnerships to provide maximum benefit and return on investment for the associated cost.

Objective 7B: Develop projects that can be realistically achieved given the Tribe's existing, and potential, funding sources, including developing projects that will be compatible with Bureau of Indian Affairs (BIA) requirements and position CTUIR for future grant sources.

PROPOSED EVALUATION CRITERIA

The proposed evaluation criteria are based on the identified goals and objectives. The project team will use the evaluation criteria to compare alternatives, as applicable, and to help prioritize the projects identified through the TSP update process. The evaluation process will score applicable projects, which may include capital projects (e.g., constructing a buffered bike lane, adding a turn lane), service enhancements (e.g., adding additional weekend transit service, providing real-time transit information), and programmatic solutions (e.g., yearly signage maintenance). The rating method used to evaluate the alternatives is described below.

Most Desirable: The concept makes substantial improvements in the criteria category. (+2)

Desirable: The concept makes some improvements in the criteria category. (+1)

No Effect: The criterion does not apply to the concept or the concept has no influence on the criteria. (0)

Less Desirable: The concept somewhat negatively impacts the criteria category. (-1)

Least Desirable: The concept substantially negatively impacts the criteria category. (-2)

At this level of screening, the criteria will not be weighted. The ratings will be used to inform discussions about the benefits and tradeoffs of each alternative. *Each alternative or project will be reviewed against the objectives described in the preceding section on a (-2 to 2) score rating.*

In addition to assessments based on the objectives, the following implementation-focused evaluation criteria will also be reviewed on a (-2 to 2) score rating:

- Right-of-way constraints
- Physical barriers constraints
- Environmental impacts

