

Draft 2022 Stillaguamish Tribe Long Range Transportation Plan



**Prepared by the Stillaguamish Tribal Planning and Transportation
Departments**

**Arlington Washington
2022**

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Draft 2022 Long-Range Transportation Plan

Plans and Programs

Reference Previous Long Range Transportation Plan

The Stillaguamish Tribal Long-Range Transportation Plan (LRTP) for 2022 is an update of the 2007-2017 Long Range Transportation Plans or LRTPs. The Tribe has aggressively undertaken and completed road improvement and transit based projects as outlined in LRTPs over the past 15 years. The Tribe has also been very active in several additional areas of concentration related to transportation.

Comparing the LRTPs to the Tribal Transportation Improvement Program (TTIP)

The TTIP is a financial plan very closely tied to each respective LRTP. While the LRTP is a verbal and pictorial narration of the Tribe's past, present and future transportation projects, actions and activities - the 2022 TTIP provides the most recent financial description about how the Tribe plans to fund future Tribal transportation projects as described in the LRTP. Although the FHWA – approved TTIP authorizes the Tribe to expend TTP funds for the projects and/or activities shown, it does not waive or modify other Federal, local, or financial statutory or regulatory requirements associated with the projects or activities. Please note that although the Tribe carefully plans out each transportation project in consultation with other Stillaguamish Tribal departments and other government agencies, it is certain that all transportation projects will evolve somewhat over time. The planned budget for each respective project as outlined in the TTIPs has always fluctuated somewhat in the past, but always within the financial constraints of the Tribe.

The Importance and Use of Transportation Planning to the Tribe

The Stillaguamish Tribe has aggressively applied the use of Transportation Planning for 24 years now. For at least 1/3 of that time, the Tribe had virtually no funds available for either planning or transportation based projects. During those **early days** of exploring how the Tribe could improve both a) the mobility of Tribal members and b) Tribal transportation infrastructure, it was essential and cost effective to remain innovative and tenacious. The Tribe had to continually maintain an active schedule of establishing contacts, both throughout Indian Country and locally even though the Tribe was not as well funded as larger, more developed Tribes and jurisdictions. Therefore, the Tribal Transportation Program had to learn how to grow and improve cash flow.

Today, the Stillaguamish Tribal Transportation Planning Program has grown and improved to become an integral part the Tribe's identity. The Stillaguamish Tribe has been fortunate to be able to contribute to the local economy and transportation infrastructure as well as participating, where possible in: the City of Arlington, Snohomish County, Washington State and Pacific Northwest regional transportation forums.

2022 Long Range Transportation Plan (LRTP)

Background – This 2022 LRTP acknowledges transportation based accomplishments from 2007 to 2022 and provides an update of those projects and policies. From 2010 to 2022, the Tribe conceived, designed, permitted and finalized "Planning, Specifications and Estimates" on seven road projects and one corridor study. By 2015, we had successfully gone to bid and have completed construction on all of these projects, except the 236th Street project. The corridor study or **Design Report** for 236th Street was completed in January of 2015.

At this juncture, it is important for the Tribe to consider all the accomplishments over the past several years and determine what course the Tribe should take in the future. Many of our transportation infrastructure improvements have been made on a relatively smaller scale when compared to other jurisdictions. However, given the increased pace of overall development by the Stillaguamish Tribe in the past 10 years, it is clear that we need to aggressively address the changing scale in which we may need to build in the future. Larger projects may need to be generated with increased frequency given the widespread success of Stillaguamish Tribal commercial development. This LRTP is widely acknowledged to be an effective tool to stimulate dialogue between all parties, internally and externally and to ensure our continued growth and general improvement in mobility and infrastructure development. To illustrate this point, please see **Interagency Cooperation** later in this LRTP.

Transit Program

In the beginning of 2021 the Stillaguamish Tribe Transit Services (STTS) and the Tribe's Rideshare Program merged into one, effectively ending the Rideshare program. STTS has been tasked to down size the Tribal fleet to mirror the true needs of Tribal customers. This is being done by eliminating vehicles not being used and tracking vehicle use by the Tribal government and ending dependency on GSA owned vehicles by replacing them with vehicles already owned by the Tribe. Ridership/mileage numbers in the Demand Response Transit Program (STTS) has slowly been increasing as we have turned the focus of this program to be more flexible to better meet the needs of the Tribal community. The Tribe expects these programs to continue to grow into the foreseeable future but at a slower pace. The updated Transit Plan suggests recommended expansion opportunities for the Transit system, which will be explored as to cost, feasibility and available funding.

2022 Total Number of Trips provided by the Transportation/Transit Program

2019 - 6,460

2020 - 3,820 (Beginning of the COVID 19 pandemic)

2021 - 4,809

Past Tribal Road Safety Projects

The Tribe has been successful in undertaking and completing substantial road projects directly related to safety. In 2012, two safety based projects were completed. These projects were the Hatchery Access project and the Alpaca Road Project. It was determined during the planning stage of the Hatchery Access project that 85% of all vehicles traveling along State Route 9 (at the project location) were exceeding the speed limit by a substantial amount. In the other safety based project in 2010, the Alpaca Road Improvement, it was determined that the proximity to the steep drop next to the fish bearing creek was unsafe for motorists given the substantial increase of vehicle traffic for Tribal business to that property. The Tribe will continue to focus on any project that will improve safety for all parties, members and non-members, who interact with the Tribe.

236th Street Project and Associated Websites

A great deal of work has been focused on the Stillaguamish Tribe's efforts to improve safety on 236th Street and 35th Avenue. This Long Range Transportation Plan continues the conversation about our current planning strategies on this combined roadway. We have aggressively addressed many of the roadway concerns for this corridor which provides service to the Stillaguamish Tribal Reservation.

To illustrate how important our **236th Street Safety project** is to the Tribe, we have started a website which has been placed on the homepage of the Tribe. Comprehensive information about the project has been incorporated on this website. The Tribe maintains information about this project and also provides a link to the Snohomish County government website about the 236th Street Safety project.

1. Tribal Website: <https://www.236safetyimprovements.org/>
2. Snohomish County Website: <https://snohomishcountywa.gov/5551/236th-Street>

Roadways to Stillaguamish Tribal Properties

The Tribe owns over 120 properties throughout North Snohomish County. It is not feasible to analyze every Tribal property and the respective transportation needs of each of those properties. The goal of this LRTP is to identify where the Tribe has the greatest transportation need and how to address those needs. However, the National Tribal Transportation Facilities Inventory (NTTFI) does provide a comprehensive list/data base of all main roads the Stillaguamish Tribe utilizes and does identify some of those needs.

Strategic Transportation Safety Plan

In 2015, the Stillaguamish Tribe was awarded \$12,500 to generate the last Safety Management Plan. The plan was completed in cooperation with the Federal Government, Washington Department of Transportation, Snohomish County Public Works, and the City of Arlington. The plan includes a safety audit of the roads in the Stillaguamish Tribe's inventory and identifies areas of greatest concern. The plan outlined policy and procedures for prioritizing projects to improve transportation safety. Given that it has been seven years since the last Transportation Safety Plan was last generated, the Tribe needs to have an update generated at this time.

Review of Past Projects

Summary of Road Based Projects from 2010 to Present (All projects were managed by the Stillaguamish Tribe. All design and construction was subcontracted out)

Project	Years	Planning/Design	Construction
Hatchery Access	2010 – 2012 ARRA Funds	Safety project. 23 design firms contact the Tribe. 12 formal proposals submitted. One year delay to obtain a Shoreline Permit.	Two bids. One month job. Luminaire delay
Alpaca	2010 – 2012	Emergency project. Fish window/permitting challenges.	Three bids. Six week job
13 th Ave. for Convenience Store	2012 – 2013	Joint project with our Tribal Economic Development Department. Four firms make presentations/proposals.	Three bids. Two month job
Community Center Road	2013 – 2014	Joint project with our Tribal Housing, Facilities and Planning Departments. Eight firms submit proposals.	Three bids. Nine month job. Road completed before construction of Community Building
35 Avenue (front of Tribal Casino)	2014 – 2016	Joint project with Tribal Economic Development Department. Final ADA sidewalk ramps were inspected and approved by Snohomish County.	Four bids. Substantial completion in three months. Residual utility connections lasts 18 months.
236 th Street (connection between the Tribal Admin Building and the Casino)	2014 - 2016	Joint project with Tribal Facilities Department. Planning, Design and permitting completed quickly to accommodate access to the new Tribal Administration Building, Tribal Casino and new Tribal Hotel. Snohomish County considered this part of the 35 th Avenue project.	Contractor does as a change order from the 35 th Avenue job and adds construction of the far Eastern portion of the 236 th Avenue job because the two jobs are connected.
236 th Street Design Report	2013 – 2015	Extensive analysis and conceptual design of 1.2 miles of 236 th Street	No construction
Wetland Mitigation for Future Road Construction located on “Fish Creek”	2015 - 2022	RFP sent out by the Tribe. The goal is to create a wetland mitigation site to use as we bury/impact wetlands in the future. Several proposals reviewed. Cardno of Seattle was awarded the contract for design and permitting work.	Minor earthwork construction. 45,000 wetland plants planted before a one-year COVID 19 shutdown beginning in 2020. Plants well established by 2021-2022.
Kackman Creek Bridge	2018-2020	Failing culvert and road. Complete fish barrier. Bridge chosen to replace culvert	Construction and revegetation complete by 2020

236 th Street	2012-2021	Right of Way Acquisition, Design, Permitting and Public Open House at the Angel of the Winds Casino	No construction
236 th Street	2021-2022	Design, Permitting. Project becomes two phases – Phase One and Phase Two on 236 th Street only. Although entire project is permitted, the design is continually updated.	<u>Phase One</u> - Construction from 13 th Avenue to the new roundabout on 19 th Avenue (continual) <u>Phase Two</u> – Construction from near 23 rd Avenue to just West of the Tribe's Admin Building. (continual)

Hatchery Access 2010 – 2012



Before



After

Alpaca Road 2010 - 2012



Before



After

13th Avenue 2012 - 2013



Before



After

Community Center/80 Acres Road 2013 – 2014



Before



After

35th Avenue 2014 - 2016



Before



After

Kackman Creek Bridge 2019-2020



Before



After

236th Street Phase One Construction



Before

2021 - 2022



After

236th Street Phase Two Construction



Before

2022 – 2023



Currently underway

Important Recent Projects

Background of 35th Avenue and Eastern Portion of the 236th Street Improvement

Vehicles coming from I-5, going to the Angel of the Winds Casino, the Tribal Administration building, the Community Center and the Tribe's future housing complex on 55th Avenue travel on 236th Street and on 35th Avenue. In 2013, Snohomish County stated that it was possible to improve 35th Avenue before the 236th Street/35th Avenue Design Report was completed. This would mean that the Tribe would only concentrate on making a road improvement on the roadway sections of 35th Avenue and 236th Street that directly abut the Tribe's Angel of the Winds Casino and new Administration Building. Engineers at SCJ Alliance generated five road improvement options for **35th Avenue** for the Tribe to consider. One option was to simply widen the road and add shoulders and maintain two travel lanes. Two other options added a center turn lane and the last two options incorporated "roundabouts" with center turn lanes.

35th Avenue Design Choice:

The Stillaguamish Tribal Board of Directors carefully considered all aspects of each of these options for only the **35th Avenue** improvement described above. On 1/30/14 they decided on one option. The Tribe decided to build a three lane road (turn lane in the middle) and substantially widen roadway shoulders directly next to the Casino. Improvements to 35th Avenue are directly connected to the short road improvement on 236th Street which was later added to the project. The Tribe was able to bring the 35th Avenue project to "substantial completion" before the new Angel of the Winds Hotel opened in 2015. Several utility, irrigation and sidewalk punch list items lingered throughout 2015 and the beginning 2016. None of these final items delayed casino operations or provided an inconvenience to Casino patrons.

The Tribe completed construction of the new Administration Building at the intersection of 236th Street and 35th Avenue in 2016 and the new building was occupied in the Spring of 2016. Given the expected increase in traffic over the next several years, improvements to 35th Avenue and 236th Street have been warranted. The roadway was too narrow and there was no previous accommodation for pedestrians.

In concert with Snohomish County Public Works efforts, the Tribe will need to continue roadway traffic studies and any other design work modifications over the next several years. The SCJ **Design Report** for 236th Street provided the foundation for engineers and Tribal decision makers to work from for several years to come. All parties will continue to focus on traffic safety because of increased traffic volumes. Safe options for pedestrians along this route and the entire local neighborhood will continue to be monitored and enhanced where possible.

Kackman Creek Bridge/55th Avenue Improvement

This route is the only access to the Tribe's new Community Center complex and new housing subdivision. 55th Avenue consists of several layers of chip seal and appears robust enough to handle automobile and light truck use. No extensive engineering analysis has been conducted for the entire 2,700 foot road segment that connects 252nd Street with the Tribe's new Community Center Road.

However, an approximate 200 foot section of 55th Avenue had substantial settling issues taking place. It was noticed in 2014 that one inch cracks were growing in the middle of a section of the road that crossed approximately 25 feet over the top of the old Kackman Creek culvert. There were no road shoulders at this location. The drop-off on the East side of the road is approximately 35 feet to the creek itself. The drop-off on the West side is approximately 25 feet. There were no guardrails on either side of the road. The chip seal road surface over the Kackman Creek culvert appeared to have at least four large sections that were slowly breaking away from the rest of the road surface. The Stillaguamish Tribal Board of Directors, Tribal engineering consultants and Snohomish County Public Works staff conferred and it was decided to replace the entire road section and culvert with a new bridge.

The new Kackman Creek bridge was built in 2019-2020. It had been decided to build the new bridge sooner rather than later because there was a considerable increase in activity at the Tribe's new Community Center. The following were newly located at the Tribal Community Center during the time period to design and build the new bridge:

1. Community Center building
2. Wellness Clinic
3. Canoe Carving shed
4. 10 Elder Housing units
5. 5 Single Family units
6. Approximately 5,000 linear feet of two lane paved roadway on Tribal land.

Current Projects

236th Street and 35th Avenue Corridor Improvement

Background of the 236th Street and 35th Avenue Corridor project:

The first Stillaguamish Tribal “Indian Reservation Road” (IRR) inventory work was accomplished in 1998 by the Bureau of Indian Affairs. 236th Street has been on the Tribe’s IRR Inventory since 1999 and was identified at that time as one of the most important roads to the Tribe. The IRR Inventory is now called the “National Tribal Transportation Facilities Inventory” or NTTFI.

Since 1986, this route has provided primary access from I-5 to the Tribe’s former 30 home subdivision and associated Community Center, yet this 1.4 mile portion of 236th Street NE has remained in various states of disrepair. Those same homes and the associated Community Center were razed in 2004 and the Tribe’s “Angel of the Winds” Casino was built. The original footprint of 236th Street was built in the 1920s and this road is not up to current design standards. Only the Eastern ½ mile of 236th Street (adjacent to 35th Avenue) has been brought up to 1970s road design standards. Over the next several generations this Snohomish County route will provide the main access to the following Tribal interests:

1. Angel of the Winds Casino, Hotel and on-site gas station
2. The Stillaguamish Tribal Housing (future growth anticipated)
3. The Stillaguamish Tribal Community Center (and associated buildings)
4. The Stillaguamish Tribal Administration Building
5. The Stillaguamish Tribal Convenience Store directly adjacent to I-5
6. The Stillaguamish Tribal Transit Services
7. The Stillaguamish Tribal Police Department (Possible future location on 236th)

The challenges of this route are too numerous to detail for this LRTP. The Tribe dialogued with several departments of Snohomish County government as to what strategy both parties can utilize to address the many problems of this very old route. The existing travel lanes are 10’ to 11’ wide and shoulders are almost none existent. Many segments of this route abut steep narrow shoulders and wetland areas.

In 2013, the Tribe contracted with the design engineering firm Shea Carr Jewell/AKA SCJ Alliance to generate the ***Design Report*** as mentioned above. This report consisted of a comprehensive analysis of 236th Street and 35th Avenue. The original ***Draft Design Report*** and associated traffic analysis previously divided the project into nine project segments. The design engineer had generated an approximate project range of costs for each of the nine projects. There are no longer nine separate 236th Street/35th Avenue projects. Currently, there are only two sections/phases of 236th Street that the Tribe is focused on, all of which lie on 236th Street.

Per the early meetings with Snohomish County, generating a comprehensive traffic study and ***Design Report*** was the prerequisite to start the process of improving the corridor. Because of budget constraints and associated challenges related to Right of Way acquisition, improvements to this corridor are occurring in project phases. As such, the Stillaguamish Tribe is obligating a substantial portion of its future transportation funding toward addressing the needs of this corridor.

Guardrail Section of 236th: There is notable concern about a 900 foot section of 236th Street that directly abuts a creek and an associated steep slope with an approximate 25 foot drop. Although there is a guardrail along this section of 236th Street, the narrow road exacerbates the danger of the steep drop into the creek. Extra attention has been paid to studying the hydrology at this location and a viable road improvement solution has been designed and permitted. Road improvements at this location have been underway since 2021 and shall continue through at least 2022.

Wetland Road Section East of 27th Avenue:

Similar to the Guardrail Section, 236th Street lies directly adjacent to a large wetland East of 27th Street. This wetland touches the roadway base for approximately 1,150 linear feet. This section of roadway will be considerably raised to improve site distance at the intersection of 27th Avenue and 236th Street. The greatest elevation gain during this road improvement process will be approximately 14 feet. Additionally, one 12' wildlife arched culvert and two 6' culverts will be incorporated into this section of the new road improvement.

236th Street Right-of-Way Acquisition

In order for the Tribe to move forward with designing and improving 236th Street and bringing this road up to current day standards, adequate land area to widen the roadway had to be acquired. This is known as "Right of Way" (ROW) acquisition. The Tribe and lead Snohomish County Public Works staff have continually met since 2012 to plan out improving this road. Early on, Snohomish County indicated that the ROW acquisition phase of the project would be the most time consuming portion of the project. As of April of 2022, the very last of the needed properties to fully build out the 236th improvement project are just now becoming fully available for road construction purposes. ROW communications and actions have continually taken place over the last 15 years, in a variety of negotiation stages with 29 different property owners.

To date, the Tribe has regrouped and is mainly focused on a two-phase 236th Street construction project. The Tribe now has the full design and permits to build both of these two phases. Designing and Permitting the 236th Street Project took 10 years.

The total preliminary cost of improving the entire 236th Street/35 Avenue corridor is approximately \$20 million. The 236 Street Reconstruction Safety project is the largest road related project the Stillaguamish Tribe has ever undertaken.

Because of the challenges of improving this very narrow road that does not have adequate shoulders, construction and traffic control have proven to be difficult.

Construction of the 236th Street Project has now been underway since the spring of 2021. As mentioned before, all current information about the construction phase of the 236th Street project is on the web links to the 236th Street Project:

- 1) Tribe's main website – www.236safetyimprovements.org
- 2) Snohomish County Government - <https://snohomishcountywa.gov/5551/236th-Street>

15th Avenue Improvements

Several factors will need to be considered when developing road improvements to access local Tribal properties next to 15th Avenue. This new roadway will need to be widened and brought up to standards if there is increased traffic flow originating out of both the North and South of 236th Street. Full PS&E is required for 15th Avenue and this will be conducted in concert with the goals of the Tribal Economic Development Department.

Additional Factors for 15th Avenue at 236th Street

- ROW to the East of 15th Avenue has been secured.
- The intersection has been largely improved. A new roadway is currently under construction going North out of this intersection. Tribal economic development is growing to the East of the Tribe's convenience store on 13th Avenue.
- Upon completion of the new intersection at 15th Avenue and 236th Street, the Tribe will now have a much needed second point of ingress and egress for both vehicles on 236th Street and pedestrians who would like to utilize the new mixed us path along the South side of 236th Street.
- Safety – Ingress and egress on 13th Avenue at 236th Street is often challenging. Considering that additional commercial development to the East of the convenience store is currently taking place, the addition of a new 15th Avenue intersection is the safest and most logical option for all parties in that area.

Natural Gas Line Challenges

The Olympic Pipeline lies diagonally across the Northeast corner of the Willows property. The pipeline runs in a Southeast to Northwest direction and traverses four Tribal properties as well as both 15th Avenue and 236th Street. There are several design issues related to loads, vehicle movement and the general public presence above the pipeline. The Tribe and its representatives have worked well together with Olympic Pipeline and other local neighbors.

Although the majority of 236th Street related work crossing over this pipeline is now complete, additional work North of 236th will remain underway for several years to come.

Advance Wetland Mitigation Site Strategy

Background: On a large Tribal road project in 2006 (56 Acre Road), the Stillaguamish Tribe was delayed eight months because a 5,000 square foot wetland was in the middle of the proposed roadway in a ravine. Snohomish County required that we mitigate for burying this very small wetland by creating another wetland on the same property, approximately 12,000 sq. ft. in size. The county regulations were very clear and we had to abide by them – regardless of the time it took and the extra \$40,000 it cost for the mitigation work.

In an effort to avoid another substantial project delay in the future similar to the 56 Acre Road Project, the Tribe began to research creating its own Advance Wetland Mitigation site to be utilized for future potential wetland impacts. The Tribe is undertaking this project preemptively as we know we will bury some wetlands in the future in order to widen 236th Street by adding shoulders.

The Tribe went to bid for a consultant to help us go through the process. Cardno of Seattle was selected to undertake the following tasks in their contract Scope of Work on the Advance Mitigation Site:

1. Determine known future wetland impacts
2. Wetland Delineation and report
3. Critical Areas Report
4. Phase 1 ESA
5. Topo Survey
6. Hydraulic Model
7. Engineered Plans and Specifications
8. Habitat Development and Advance Mitigation Plan
9. Archaeology and Cultural Report
10. Permitting
11. Project Management once construction of the wetland begins

The Stillaguamish Tribal Natural Resources Department made the selection for the wetland mitigation site. They chose to expand and enhance a Tribal property known as the “Purdy Property”. This property lies directly adjacent to a challenged Coho salmon creek called “Fish Creek”. By enhancing the Purdy property for wetland mitigation, Coho will have more locations to rest during migration and spawning seasons. By enhancing this creek, the Tribe will not only be creating a wetland mitigation site to offset the impacts of Tribal development but also assisting the efforts of salmon recovery. It is more common as of 2020 to refer to the Purdy property as **FISH CREEK**. (More details below)

Original Options Considered

The Tribe had considered using three main wetland mitigation options. Those three options are the following:

1. Wetland Mitigation Bank for all – The Tribe could develop mitigation land for its own use AND others would be able to purchase shares of this mitigation land. Approval from all the appropriate agencies can take as long as seven years. In a very strong economic environment where real properties are bought, sold and developed, this scenario can be very profitable. This option requires the greatest

commitment of time and money from any entity that wishes to create mitigation land.

2. Advance Wetland Mitigation Plan and creation of an associated Advance Mitigation Site only for the Tribe's use – Much less cumbersome and less time consuming than #1 above. #1 and #2 require a commitment of land and resources before road or land development is underway. Shares of land under #2 cannot be sold as a realty commodity. No profit can be made by the Tribe under this scenario.
3. "Fee in Lieu" Service – Pay others to deal with the issue. Maybe pay into a fund, with others, where mitigation services are provided by pre-established contractors knowledgeable in the field. This is the least cumbersome of the three options. However, utilizing this option could bring project uncertainty and might cause the greatest project delay.

#1 and #2 above can be more economical in the long term because less mitigation land is required. This is because the target mitigation land that has been "banked" has much more time to mature. The success rate/survivability rate for established mitigation land (#1 and #2) is far higher than start-up mitigation land related to Fee in Lieu (#3) based projects.

As indicated above, the Tribe has elected to utilize method #2, the process of creating an Advance Mitigation Site for wetland mitigation. The Tribe will now have a greater capacity to "fast track" projects where critical areas are involved. Any type of potential infrastructure improvement will now be able to benefit by the Tribe having an Advance Wetland Mitigation Site. Given the anticipated pattern of increased development the Tribe intends on undertaking into the foreseeable future – possessing an Advance Wetland Mitigation Site is a conservative tool for the Tribe to develop. Tribal projects involving transportation, economic development, housing or other, will be allowed to utilize the Tribe's new Advance Wetland Mitigation Site once the site has been developed and approved for use by the Army Corps of Engineers.

Large road projects that can benefit from the Fish Creek Advance Wetland Mitigation Site:

1. 236th Street Corridor Improvement – This long term project is the main impetus why the Tribe has considered building an Advance Wetland Mitigation Site. There are wetlands all along this corridor. The total area of existing wetlands that will be impacted by the road improvement is approximately ½ acre but the wetland buffer required on this project is approximately 5 acres.
2. Willows Property – No definite commercial plans exist for this property yet. This property is currently undergoing extensive analysis at this time.
3. Convenience Store on Anderson Property – This entire property has very high commercial potential as it abuts I-5 and the associated on/off ramps. There are class 4 wetlands on the North side of the property. **Aside:** There are also some steeper slopes on the back side of this property approaching this wetland. Approximate slope - 50%. Steep slopes are also considered a critical area and this makes accessing this portion of the property a challenge. The Barlund property also contains wetland and could also benefit from the existence of a Tribal Advance Wetland Mitigation Site.

Fish Creek Advance Mitigation Site Project

The Fish Creek Advance Wetland mitigation site will generate approximately 25 acres of wetland mitigation land (wetland credits) to be used exclusively by the Stillaguamish Tribe. The 236th Street Road Improvement alone will consume* approximately five acres of that original 25 mitigation acres generated at Fish Creek. This is known as debiting wetland credits*. Wetland buffers are included in this debit calculation. Upon completion of the 236th Street project, the Stillaguamish Tribe shall still have a balance of approximately 20 acres of created wetland surplus acres to utilize for currently unforeseen future wetland impacts from any other Tribal projects. A final tally of mitigation acreage is underway.

Fish Creek Partners: The Tribe is working with the Stillaguamish Natural Resources Department, the Stillaguamish Tribal Planning Department, Snohomish County Government, the Washington State Department of Fish and Wildlife and the US Army Corp of Engineers to create this site. Private wetland engineer, Sky Miller, PE, has been instrumental in walking the Stillaguamish Tribe through this process for several years.

Fish Creek Funding: The vast majority of the \$750,000 Fish Creek project has been funded by the US Federal Highway Administration or FHWA. FHWA is tracking this project and it stands in full support of the Tribe's Fish Creek wetland mitigation efforts. FHWA has stated that the Fish Creek project shall be a model example for other Tribes to use when existing wetlands need to be disturbed because of future road construction anywhere by any Tribe.



45,000 wetland plants have been planted at Fish Creek since 2016



Fish Creek over-flowing during a storm event. Historically, this property has experienced flood waters like this which makes this an ideal wetland mitigation site



Northern Portion of Fish Creek



Fish Creek flows from left to right in this photo

Future Projects

Intersection Improvement of 35th Avenue and 252nd Street (AKA Kackman Road)

This intersection will be instrumental when a by-pass route is temporarily established during Phase Two of the 236th Street improvement project in. This will take place in the summer of 2022. The initial improvement to this intersection is only intended to provide easier access to the Tribe's Administration Building, the Angel of the Winds Casino Resort and the local neighborhood. After the 236th Street project is complete, this intersection will undergo a more substantial permanent improvement which will incorporate future increased vehicle traffic flow, improved site distance and other safety issues. According to neighbors who lived at this intersection for over 50 years, serious accidents occur here regularly.

Three draft conceptual designs have been generated by road design engineers at SCJ that begin to address the issues described above. One of the three conceptual designs could be chosen for a permanent solution. The Tribe will continue to work with Snohomish County and review all options as they unfold.



Temporary Improvement to the 35th Avenue and Kackman Road (252nd Street) under construction



Completed temporary intersection of 35th Avenue and Kackman Road looking South



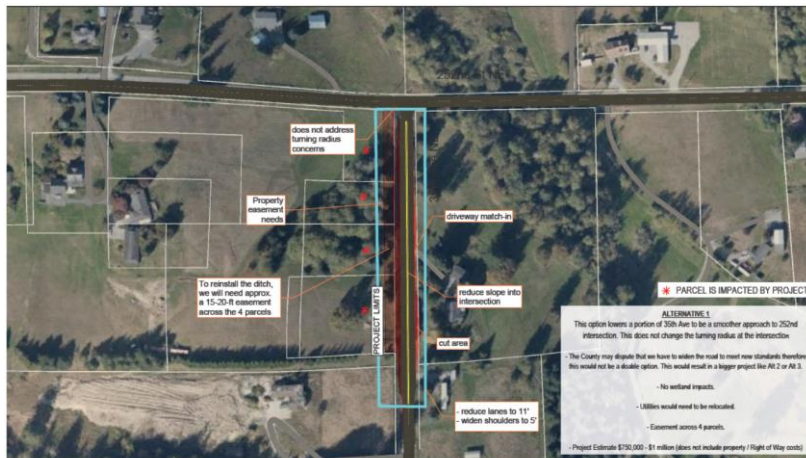
While this new widened intersection is an improvement over the previous intersection, it will still be a challenge for ALL of the normal daily 35th Avenue traffic to travel around this corner. This will happen during 236th Street road construction in May 2022 to August 2022. This picture is looking East.



Site distance looking to the right (East) is very poor at this stop sign. All vehicles stopping at this location must ease forward about 15 feet past the stop bar before the driver can see on-coming vehicles FROM the East.



Simple vegetation removal by the Tribe at this intersection helps site distance.



Additional Permanent Alternatives to this intersection are also being discussed. Planning level cost estimates range from \$750,000 to \$1.7 million.



Proximity to wetlands and the creek in Alternatives 2&3 could be an additional challenge.

530 Property Improvements

Two properties, also known as “the Triangle” and “the Henken Property” lie at the intersection of State Route (SR) 530 and Smokey Point Boulevard. Both of these properties are in Tribal trust status and are very important to the Stillaguamish Tribe. Numerous Tribal ventures have successfully occupied the 1.65 acre triangular parcel for over 20 years. These ventures have included: 1) a Tribal smoke shop, 2) a Tribal methadone clinic with support offices and 3) a large, warehouse style fireworks stand.

New Convenience Store in the Stillaguamish Tribal Triangle

The Tribe has completed a much improved, fully designed convenience store within the Triangle (AKA – Stillaguamish Tribal River Rock Smoke Shop). A previous Tribal smoke shop was put together with surplus temporary classroom type structures. The new convenience store provides improved pedestrian ingress and egress from the building compared to the older and smaller smoke shop.

Traffic Flow Around the Triangle

Approximately 29,000 vehicles pass by the Triangle and Henken properties on SR 530 daily. Line of sight for all vehicles driving by the Triangle property is very poor because of the road angles and heavy traffic. Specifically from Smokey Point Boulevard, motorists must merge onto SR 530 from two sides of this triangular property at 45 degree angles. The Level of Service at this intersection has long been Level F (per the City of Arlington).

2011 Center Turn Lane – WSDOT added a center “refuge lane” on SR 530 at this location in 2011 to improve traffic flow. The highway fog line was relocated to the shoulder of SR 530 to provide space for the new refuge/turn lane. This repainting project was the first step toward a long-term solution with this area.

In 2018 - 2019, a large, busy “Pilot Flying J” truck stop/fuel station was built and opened directly adjacent and to the Southwest of the Tribe’s Triangle property. New tractor trailer traffic negatively impacted this triangular intersection.

A new temporary traffic signal is now in place on the West side of the Triangle. This has greatly improved traffic flow for vehicles headed to I-5. The permit for this temporary traffic signal is for five years. These modifications have greatly aided ingress and egress to the area.

The Tribe would like to accelerate the traffic mitigation process at SR 530 and Smokey Point Boulevard. The Tribe, the City of Arlington and Washington State Department of Transportation (WSDOT) have been meeting to discuss these issues. All conceivable options are being brought to the table in an effort to improve traffic flow and address public safety.

Triangle Roundabout – Intersection of SR 530 and Smokey Point Blvd

A concept that has been actively pursued by the City of Arlington is building a traffic roundabout circle directly on SR 530 and East of the Triangle Property. The City is the lead agency on this multi-faceted project. Extensive analysis has been undertaken by the City and several options have been considered. Discussions and right of way negotiations have been taking place between the City, the Tribe, WSDOT and Snohomish County for several years.

Project Costs: Given that complex in-kind land contribution values are currently being determined, total project costs have not been finalized. The City is currently stating that approximately \$4.3 million of additional funds will be needed **after** all multi-governmental land contributions have been factored into the total project costs. (All are City of Arlington calculations)

Project Contribution Source	\$ Value (millions)	% of Project Cost
From Partners or Multi Jurisdictional In-Kind Land Match (WSDOT, City, Tribe)	1.966	31
From Grant Funding not yet secured	4.277	69
Total Project Cost	6.242	100%

Please see the current design for this intersection below:



More information about this intersection can be found at the following link:
<https://www.arlingtonwa.gov/649/SR-530Smokey-Point-Blvd-Roundabout>

Past Challenges and Design Considerations for the Tribe's Triangle Property **Joining the 530 Triangle Property with the Adjacent "Henken Property"**

Although there are substantial challenges associated with these properties, the heavy traffic flow and potential business benefits from SR 530 merits thought. One concept was to join these two properties together and reconfigure traffic from the current roadway layout and build new roadways with a different layout. This concept is on hold at this time and the Tribe is now considering its options.

An auxiliary gravel parking area was built on the Henken Property (to the East of the Triangle) and a flashing-light pedestrian crosswalk was installed for those using the new parking lot. The economic development wing of the Tribe is anxious to generate a final improvement solution to infrastructure and transportation challenges at this location.

WSDOT improvement to SR 531 (Also known as 172nd Street in Arlington)

172nd Street is undergoing extensive study/design work for a \$40 million WSDOT road traffic improvement. The City of Arlington and the Washington State Department of Transportation will be working with Tribal designers in an effort to improve both traffic flow and safety.

Ingress/egress to the new ICCS Tribal facility on 59th Street was greatly improved over the last several years primarily because of improved signalization timing. All vehicles from the new ICCS and associated facilities, that intend on heading West on 172nd Street utilize 59th Avenue, going North. A new roundabout on 172nd at 59th Avenue will be constructed in the next several years. WSDOT is lead agency on the roundabout project.

The following is quoted directly from the WSDOT website below:

<https://wsdot.wa.gov/construction-planning/search-projects/sr-531-43rd-ave-ne-67th-ave-ne-widening>

"State Route 531/172nd Street Northeast runs through the city of Arlington and into Snohomish County near the Arlington Municipal Airport. Development of residential areas East of this busy freight corridor continues to increase annual traffic volumes. In 2019, 26,000 vehicles used this stretch of highway daily, compared with 18,000 vehicles in 1999. An average of three serious crashes happen in this area each year.

When construction begins, we will improve and widen the two-mile stretch of highway between 43rd Avenue Northeast and 67th Avenue Northeast and build roundabouts to manage congestion and improve safety. The roundabouts will provide safer access to the highway from businesses and improved access for people who walk, ride bicycles, use the bus or need ADA accommodations."

Stillaguamish Tribal 172nd Street Property

(Former Tribal Legal and Dental Offices)

The Stillaguamish Tribal commercial property at 4126 172nd Street NE is ideal for a future Tribal business venture. Over 25,000 vehicles pass by this property each day on 172nd Street (AKA SR 531). The Tribe occupied this individual property beginning in 2005. **Whidbey Island Bank (now Heritage Bank)** was built next door and occupied in 2009. **Walmart** was built and moved in behind the Tribe's property to the South in 2011.

Access to this Tribal property has been greatly reduced over the past 17 years. Substantial roadway modifications along 172nd Street were made to accommodate regional growth and increased traffic flow.

The following roadway modifications have negatively impacted this property:

1. Access to the center turn lane that the Tribe had utilized in front of this property for six years was removed in 2011. Therefore:
2. A left out was eliminated from this property. Vehicles headed West from this property now had to negotiate an almost impossible u-turn (crossing three lanes of very heavy traffic) for the short trip back to I-5.
3. The neighboring Heritage Bank summarily eliminated a rear driveway in 2016 which had made alternate travel to I-5 possible - compared to the difficult route described in #2 above.
4. By 2018, all Stillaguamish Tribal buildings were razed and the entire property was then idled.

Amazon: 2021-2022, approximately 1,000 feet to the East of the Tribe's 172nd Street property, a very large Amazon Fulfillment/Distribution Center is under construction and is nearly complete.

A large roundabout on 172nd Street is also under construction, beginning approximately 300 feet to the East of this Stillaguamish Tribal property. The new roundabout is on 43rd Avenue. The Tribe will need to observe how well the new roundabout functions and what the impacts of Amazon bring to this commercial area before we can make any definitive future land use plans for this property. Several ideas are now being discussed for future Tribal commercial use. Ingress and egress will be a main consideration.

Current Use: The Tribe will be using this property for commercial signage for the time being.

Community Center/Housing Subdivision Access Road

Background: There are currently 15 dwelling units at the new residential subdivision next to the Tribal Community Center. The Tribal Housing Department has had several community meetings and has generated a site plan that illustrates what the development will look like in the future. The Tribe will be building additional dwelling units according to the needs and wishes of Tribal members. Those wishes are expressed in the illustration below. The final layout of this housing development and associated road system is still evolving. The future roadway network, per the existing site plans, will be expanded as the need for additional housing warrants.

Housing Theory: Conventional subdivision layouts normally attempt to accommodate the economic goals of the developer. In other words, a developer will seek to build as many homes as is legally allowed per the local zoning code. In the Stillaguamish Tribe's case, the Tribe will develop the 80 parcel per the wishes of the Tribe. With this in mind, conservation development has been partially incorporated into the Stillaguamish Tribal housing site plan. Using this method, more open space will be incorporated into the subdivision layout.

Road Inventory Note: The 80 Acres Road has been on the former IRR Inventory since 2007. The new NTTFI will need to be updated to reflect the illustration below.

Please see the 2019 illustration below: With some modifications and deletions, the Stillaguamish Housing and Facilities Departments have completed approximately 75% of the Northern "Phase One Development" portion of the project.



Pilchuck Creek Bridge

This Snohomish County bridge lies directly adjacent and to the West of US Interstate 5 on “Old Route 99”. Old Route 99 serves as the direct alternate route to I-5 in that area. The bridge is situated between the Stillaguamish Tribe’s: 1) “Oberg Property” and 2) the Tribe’s convenience store on the former “Anderson property”. Stillaguamish Tribal Facilities staff and much of their equipment are located on the Oberg Property, approximately 1,100 feet South of this bridge. Flooding on the Oberg Property and around this bridge occurs nearly every year.

The Pilchuck Creek Bridge is formally recorded on the Tribe’s National Tribal Transportation Facilities Inventory or NTTFI list. It is in the best interest of the Stillaguamish Tribe that this county bridge remain in good repair for all parties including Tribal members, Tribal staff, WSDOT and all of our local neighbors who utilize this very old bridge.

The Tribe is dialoguing with engineers at Snohomish County Public Works, with WSDOT staff and Engineers with the Federal Highway Administration in an effort to track the condition of this bridge. Over the next several years, all of the parties listed above shall work together, establish appropriate options and seek funding opportunities when they arise.

Note: Pre-project planning will need to be addressed per 25 CFR 170.415.



Truck weight capacity is now a concern on one side of the Pilchuck Bridge



Increased maintenance for this bridge may appear warranted



The under bridge concrete abutments show some fracturing.

241st Street

The route begins 170 feet directly adjacent and to the East of the front doors of the Stillaguamish Tribe's Angel of the Winds Casino. The Tribe owns a 10 acre parcel that lies along the Southern 1,300 foot boundary with 241st Street, directly adjacent to 35th Avenue. This route has substantial strategic potential and it was added to the NTTFI. The Tribe is considering several options for this property and the associated use of 241st Street. The Tribe will need to improve the road itself and access to this new property.

Brenner Hatchery

In 2008, the Stillaguamish Tribe purchased a former trout hatchery on the outskirts of Granite Falls and approximately 1,000 feet from the South fork of the Stillaguamish River. This hatchery was refurbished, opened in 2014 and it is anticipated to grow and release 250,000 Chinook salmon each year. The Tribe will add Engelbretsen Rd. and other supporting roads to the NTTFI Inventory to service this very important road for salmon recovery. Minor road improvements may be warranted at this location.

Interagency Cooperation

Past Joint Projects

Smokey Point Blvd. Overlay Project

In a joint project with the City of Arlington, a section of Smokey Point Blvd. was repaved in the summer of 2010. The original engineer's estimate for this project was \$344,309. The final awarded contract bid was for \$196,483. The Stillaguamish Tribe contributed \$150,000 or 76% of the total project cost. This \$150,000 project was funded through IRR/Obama "stimulus funding". The City of Arlington indicated at the time that several city roads on the IRR inventory are in need of improvement or maintenance. This project was chosen over the "slurry seal" application concept with the City of Arlington.

Stillaguamish Avenue

Like the Smokey Point Blvd. overlay project, the Tribe worked with the City of Arlington and contributed \$100,000 toward the improvement to this city road in 2010. This road provides access to the Cascade Regional Hospital for Tribal members.

Note: The City of Arlington was the lead agency on both of these projects. All design, bidding and construction responsibilities were conducted by the City.

2014 Oso Mudslide

This disastrous event impacted the entire country. Many people in Snohomish County and certainly most people in the Stillaguamish Valley knew of an individual or a family that suffered some kind of loss. In spite of this event, the community pulled together, supported each other and rebuilt the damaged portion of SR 530. The Stillaguamish Tribe was generous and contributed, on many levels, to several organizations.

The complete rebuilding of SR 530 at this location took place within one year. Because SR 530 was on the Stillaguamish Tribe's Indian Reservation Inventory, the US Government did not require Snohomish County or Washington State to provide the normal 16% cash match to rebuild this section of SR 530 which had been destroyed by the mudslide. The total savings to Snohomish County and State was approximately \$3.5 million. The US Government was very generous in how they interpreted what the match requirement would be. What had been an absolutely devastating event to the region did have a few bright spots where all parties stepped up to the challenge. In this regard, the Stillaguamish Tribe has always been a strong supportive participant in any event or circumstance like this.

Working with Outside agencies

The Stillaguamish Tribe has been very active in participating with outside agencies for years. These agencies and organizations include the following:

- a. Snohomish County Transportation Coalition or SNOTRAC – There are monthly meetings to discuss improving transportation and social service needs within Snohomish County. The Tribe has been meeting with SNOTRAC for over 21 continuous years now.
- b. Washington State Tribal Transportation Planning Organization or TTPO – Quarterly meetings. With reduced financial support from Washington State, the Stillaguamish Tribe has provided over \$16,000 to TTPO so that TTPO representatives can continue to remain abreast of State and National issues as it relates to Indian Country. Some Tribes attempt to send staff to meetings throughout the region and the country. Given the high cost of travel, it is more efficient for the Stillaguamish Tribe to benefit from information gathered from TTPO representatives.
- c. Washington State Department of Transportation Section 106 Subcommittee – The Stillaguamish Tribe meets monthly with representatives of WSDOT to consult with each other on a wide range of issues. Often there is an emphasis on cultural and archaeological information sharing.
- d. Affiliated Tribes of the Northwest Indians (ATNI) Transportation Subcommittee – The subcommittee is very similar to TTPO except the area of concentration is on regional and national issues rather than State of Washington Tribal Transportation issues.
- e. Tribal Technical Assistance Program or TTAP – The Stillaguamish Tribe generally attends TTAP Symposiums when they take place within the local region. The Stillaguamish Tribe has made several presentations about the value of communication with local organizations such as SNOTRAC described above. The Tribe has also organized and facilitated several transportation presentations during TTAP symposiums.
- f. National Tribal Air Association – NTAA is based at Northern Arizona University and serves as a nation-wide venue to continually review and discuss air quality issues with member Tribes and agencies. Recent important topics include the Volkswagen class action law suit and federal emission standards for new cars and trucks presented by the EPA Office of Transportation and Air Quality (OTAQ)
- g. Transportation Research Board (TRB) – This organization is member of the National Academy of Science. Whenever possible, it would benefit the Stillaguamish Tribe to send a representative to gather cutting edge information at the annual TRB Conference in Washington DC. This venue has presenters and detailed information on almost all transportation topics.

Note: The Stillaguamish Tribe has elected to provide minor funding to both SNOTRAC and TTPO in exchange for the work they provide to the Tribe as well as several other member organizations.

Maintenance

Tribal Road Maintenance

The Stillaguamish Tribe is in an unusual position in terms of road maintenance. Tribal members, Tribal employees and all other parties that associate with the Tribe utilize a variety of Tribal, City, County, State and Federal routes in the area. Obviously the other jurisdictions have their own respective road maintenance departments. However, the Stillaguamish Tribe has so few Tribal roads on the NTTFI that it is not feasible or likely that the Tribe would create its own full scale road maintenance crew. All road maintenance work related to the Tribe's interests is conducted on a case by case basis. In the past, the Tribe has purchased pickup trucks to be utilized by our plant nursery crew to conduct light road maintenance work including signage, shoulder maintenance, cleaning culverts and ditches. The Tribe also uses these trucks for snow plowing and towing water tanker trailers for watering new or stressed vegetation in eroding ditches.

Funding

Transportation Funding Sources

The Federal Highway Administration (FHWA) is the agency that administers the Tribal Transportation (TTP) funding to the Stillaguamish Tribe. This was formerly the Indian Reservation Road Program or IRR at that time. The Stillaguamish Tribe began working with the FHWA during the initiation of the 2009 ARRA "Stimulus Funding" program. Those "Stimulus" dollars were successfully spent on a variety of design and construction projects. The Stillaguamish Tribe continues to work with FHWA mostly on planning and road construction projects. FHWA has been on site and has provided several observations and recommendations for the Stillaguamish Tribal Transportation Program.

Bureau of Indian Affairs (BIA) - The Tribe has exhausted all IRR transportation funding administered by the Bureau of Indian Affairs. The Tribe continues to work with the BIA on a variety of technical issues such as traffic counting, adding roads to the NTTFI and Fee to Trust acquisition.

Washington State Fuel Tax Compact Fund – The Stillaguamish Tribe entered into a Fuel Tax Compact Agreement with the Washington State Department of Licensing in 2011. This funding source has provided an excellent complement to IRR/TTP funding. The Tribe opened gas stations at the Angel of the Winds Casino and the I-5 Tribal convenience stores (AKA – River Rock Tobacco and Fuel). Fuel tax funding has been used for the construction of the 13th Avenue, the Community Center Road project and the 35 Avenue/236th Street joint project.

Currently, Phase Two of the 236th Street project is funded by Washington State Fuel Tax funding. All transportation projects outlined in this LRTP are prime candidates for fuel tax funding.

Federal Transit Administration (FTA)

The Stillaguamish Tribal Transit Program operates and uses the Federal FTA Tribal Transit Program formula funding. The Tribe receives both Tier 1 and Tier 2 formula funds from FTA, however, the Transportation program is not reliant on FTA funds but helps as a stable source of transit funding. FTA is not enough to fully fund the Stillaguamish Tribe's transit program. Because of this, the Stillaguamish Tribe continues to earmark TTP funds to the Tribe's Transit programs.

Asset Management

Tribal Transportation Asset Management

The Tribe is in the process of generating a comprehensive GIS based asset management program. This project has been underway for several years through the participation of four departments within the Tribe. The Tribe's goal is that all of the substantial assets of the Tribe, including real property, cultural information, capital and transportation assets, including transit vehicles would be linked together via a variety of levels of access for information and analysis. This will aid leadership and all departments within the Tribe in research and decision making. It is intended that the NTTFI will also be linked to the data set.

Stillaguamish Tribe Capital Acquisition Plan

Transit Service – STTS

- Replace all GSA leased vehicles with Tribal owned vehicles Projected FY22-23
- Add 3rd vehicle lift at STAR
- Upgrade GPS units and system for tracking, monitoring and reporting (Completed 2022)
- Upgrade web based vehicle maintenance tool Projected FY22
- Look to start phasing out gas only vehicles with hybrid/electric vehicles FY24
- Build or upgrade STAR facility along with building vehicle wash rack
- Plan, design, and build Transit Center facilities at C-Store, housing complex, Casino and at the Administration building
- Plan, design and build Motor Pool facility
- Build Bus stops at exit 210, north and south bound on I-5 off ramps and shelters for transit service stops
- Feasibility study on bus route between Housing, Community Center, Casino, Admin building and C-Store
- Communication equipment/applications to support tribal transit
- Install Charging Stations for electric vehicles at multiple locations
- Add Bike Racks for transit vehicles
- Add small electric vehicles for intertribal facility connections
- Add flex/shared cars for Tribal use at the housing complex.
- Add tow truck for tribal fleet access and economic gain

National Tribal Transportation Facilities Inventory (NTTFI)

No additional routes are currently planned to be added to the Stillaguamish Tribal NTTFI inventory.