Long Range
TRANSPORTATION PLAN

2024

Prepared By:

QK4

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Introduction

Background Information about the BIA and the TTP

The Bureau of Indian Affairs (BIA), in accordance with the 1983 *Memorandum of Agreement* (MOA) between the BIA and the Federal Highway Administration (FHWA), requires transportation plans to identify and meet transportation needs of Indian tribes nationwide. Originally known as the Indian Reservation Roads Program, this agreement is now called the Tribal Transportation Program (TTP). The MOA and subsequent updates state that the BIA shall carry out a transportation planning process for the TTP to support its road construction and improvement program. This *Long Range Transportation Plan (LRTP) Update for the Poarch Band of Creek Indians* (PBCI) was initiated by the PBCI through the Transportation Planning Program and Public Law 114–94, *Fixing America's Surface Transportation Act* (FAST Act).

Reason for Having a LRTP

A LRTP is a 20+ year strategy and capital improvement program developed to guide the effective investment of TTP funds in multimodal transportation facilities. A Tribe reviews and updates its LRTP every five years (25 CFR § 170.414) in an effort to ensure the plan reflects any changes in projected federal, state, and tribal funding, major improvement studies, or tribal goals, vision, and mission for its transportation facilities, projects, corridor justification studies, and environmental impact studies. The LRTP provides the foundation on which a Tribe develops its short-range *Tribal Transportation Improvement Plan* (TTIP). A Tribe must complete the LRTP and the TTIP before it can spend TTP funds.

Types of Transportation Facilities

Tribal Transportation facilities are any public highway, road, bridge, trail, transit system, or other approved facility that are located within or provide access to Tribal land and appears on the National Tribal Transportation Facility Inventory (NTTFI). NTTFI facilities must satisfy one or more of the criteria from 25 CFR 170.5:

- Were included in the BIA system inventory prior to October 1, 2004.
- Are owned by an Indian Tribal government or BIA.
- Were constructed or reconstructed with funds from the Highway Trust Fund under the Indian Reservation Roads program since 1983.
- Are public roads or bridges within the exterior boundary of Indian reservations, Alaska Native villages, and other recognized Indian communities (including communities in former Indian reservations in the State of Oklahoma) in which the majority of residents are American Indians or Alaska Natives.
- Are public roads within or providing access to either:

  - An Indian reservation or Tribal trust land or restricted Tribal land that is not subject to fee title alienation without the approval of the Federal Government; or

  - Indian or Alaska Native villages, groups, or communities whose residents include Indians and Alaska Natives whom the Secretary has determined are eligible for services generally available to Indians under Federal laws applicable to Indians.

- Are primary access routes requested by Tribal governments for inclusion in the NTTFI, including roads between villages, roads to landfills, roads to drinking water sources, roads to natural resources identified for economic development, and roads that provide access to intermodal terminals, such as airports, harbors, or boat landings.

Road systems within the TTP include:

- **BIA Roads System.** Existing and proposed TTP facilities for which the BIA has or plans to obtain legal right-of-way. The BIA has the primary responsibility to improve and maintain this system. Changes to this system must be supported by Tribal Resolution.
- **BIA Reservation Development Roads System.** Existing public highways and proposed routes for which the BIA has or plans to obtain a legal right-of-way and which serve the development needs of Indian reservations and Alaska Native villages.
- **Other BIA Branch Roads**. Existing routes under the jurisdiction of other Branches of the BIA such as Forestry and/or Facilities Management.
- **Highway Trust Fund Road System**. Existing BIA routes or sections of routes constructed or improved using Highway Trust Funds.
- **Tribal Road System.** Public roads whose rights-of-way are under the jurisdiction of a Tribe.
- **County or Township Road System**. Public roads whose rights-of-way are under the jurisdiction of a county, township, or road district.
- **State Highway System.** Public highways under the jurisdiction of a State.
- **Other Federal Agency Public Roads.** Public roads whose rights-of-way are under the jurisdiction of various federal agencies, such as the Bureau of Land Management, Forest Service, National Park Service, Bureau of Reclamation, or others.
- **Other Public Roads.** Roads owned and maintained by others (such as utility companies) open for public travel.

Regional Context

The Poarch Band of Creek Indians are descendants of a segment of the original Creek Nation that once covered almost all of Alabama and Georgia. Unlike many eastern Indian tribes, the Poarch Creeks were not removed from their tribal lands and have lived together for almost 200 years in and around the reservation in Poarch, Alabama.

The reservation is located eight miles northwest of Atmore, Alabama in rural Escambia County. **Figure 1** shows the general location and boundaries of tribal lands.

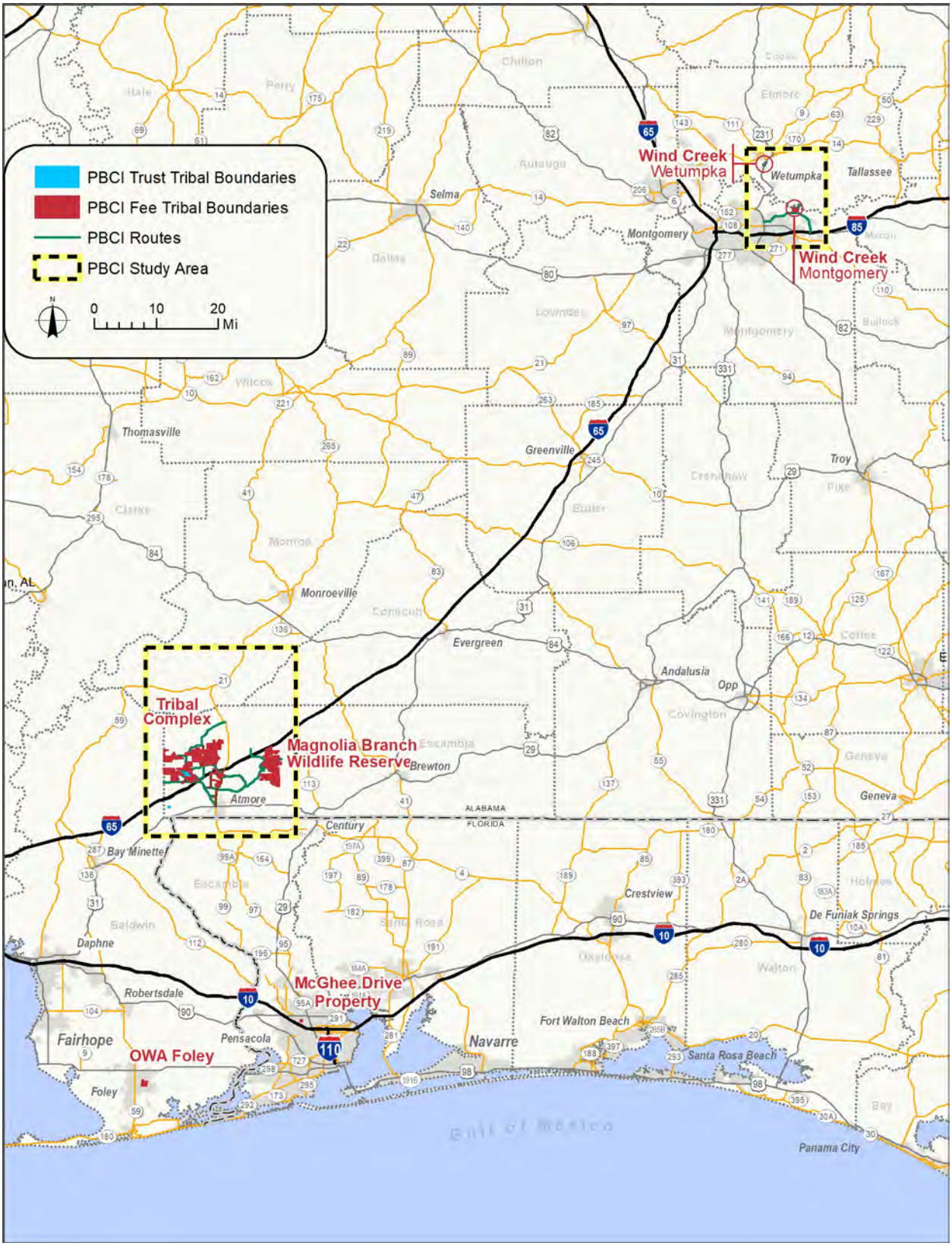


Figure 1: PBCI Tribal Lands

The Tribe's congressionally mandated five-county service area includes Escambia, Monroe, Baldwin, and Mobile counties in Alabama plus Escambia County, Florida. Further, the Tribe maintains two gaming centers farther north in Alabama: in Montgomery (Montgomery County) and Wetumpka (Elmore County).

Purpose and Scope

Purpose of Updating the PBCI LRTP

The PBCI's most recent prior update of its LRTP was completed in 2008. As mentioned previously, the LRTP should be updated every five years to ensure the plan reflects changes in projected federal, state, and tribal funding; major improvement studies; or the Tribe's goals, vision, and mission for its transportation facilities, projects or corridor justification studies, and environmental impact studies.

This *Long Range Transportation Plan Update* was prepared by Qk4, Inc. (Qk4) to meet the tribe's goal of identifying and inventorying roads eligible for the TTP to secure funding needed for transportation improvements. This LRTP presents a plan to improve existing transportation facilities and develop new transportation opportunities for the Tribe.

The PBCI falls within the jurisdiction of the BIA's Eastern Region Office in Nashville, Tennessee. The methodologies and contents of this study must be reviewed and accepted by the Regional Office Division of Transportation to fulfill the requirements set forth in the FAST Act.

The purpose of this LRTP is to:

- Identify, evaluate, and determine present and future public transportation needs.
- Provide a 20-year transportation plan.
- Develop a prioritized listing of recommended road improvement/construction projects to meet current and projected (20-year) transportation needs.
- Determine a system for amending the transportation plan.

This transportation plan is intended to be fiscally and developmentally sound and to address the funding issues and eligibility restrictions associated with Highway Trust Fund monies. Each tribe is politically and geographically diverse, and each has its own goals and objectives for a transportation system. However, because the TTP is composed of public roads, many of which fall under BIA, State, County, or City responsibilities, several transportation issues common to all tribes can be identified. These are to...

- Provide safe and convenient public access within their boundaries.
- Provide access to new and existing development.
- Complement surrounding public transportation facilities as part of the area-wide public transportation system.
- Assist in the economic development of the Tribe.

- Produce a plan for providing transportation facilities.

This study considers the potential transportation impacts of existing and planned tribal development projects to establish a prioritized list of transportation needs. This plan incorporates transportation improvement recommendations from the latest TTIP for Fiscal Years 2024–2027 and a review of available long range and comprehensive planning documents for the corresponding city, metropolitan planning organization (MPO), and state DOT.

Policy, Goals, and Objectives

During the course of this planning effort, consultant staff met with PBCI officials and staff, and contacted other local, county, and state agencies to obtain current information on socioeconomic conditions, tribal needs, development trends, and traffic data. An online survey was also sent to the tribal citizens to gather information about the community goals from the perspective of the citizens. From the information collected through this process, the LRTP for the PBCI has been prepared. A copy of the Tribal Resolution approving the plan will be contained in **Appendix A**.

As part of the planning effort, a set of transportation system goals were defined, including:

- Develop an environmentally sensitive transportation system that encourages a strong economic future.
- Preserve and maintain existing transportation infrastructure.
- Expand mobility options for all residents.
- Explore new funding alternatives for improvements to the Tribe's transportation system.

Today's climate of fiscal constraint places more emphasis on preservation of existing infrastructure than expanding the system.

Organization of the Study

The preparation of this LRTP Update consists of **Chapters 1-8**. The following provides a brief description of each chapter.

Chapter 1 — Existing Conditions

An analysis of the Tribe's existing conditions with respect to physical characteristics, demographics, and development is critical in assessing the current needs of the community and context for long-range planning.

Chapter 2 — Existing Transportation System

An inventory of the existing transportation system—highways, bridges, trails, transit, airports, etc.—provides the core of the needs assessment. Information on the role and characteristics of each component of the multimodal network helps identify where gaps exist, substandard features, and other concerns.

Chapter 3 —Future Conditions

Beyond current conditions, the LRTP also considers tomorrow's needs. Anticipated growth patterns and changing travel patterns influence the demands we'll place on our network over the 20-year planning horizon.

Chapter 4 —Transportation Needs Evaluation

Through the existing and future conditions analyses, the transportation needs were determined based on the gaps between the goals of the Tribe and the conditions that currently exist. This chapter includes a survey of community attitudes regarding future transportation needs and planning through an ongoing dialogue with tribal officials and staff.

Chapter 5 —Transportation Improvement Priorities

Building on the findings of the previous chapters, recommendations are identified for prioritizing Tribal transportation improvements based on input from tribal staff and the public.

This task includes preparation and prioritization of a recommended listing of proposed transportation improvement projects and descriptions, for Tribal Council review. The list and the Tribal Resolution approval of this list are then submitted to the BIA.

These priorities help PBCI also generate a four-year TTIP—a multi-year, financially constrained, list of proposed transportation projects that identifies anticipated preconstruction and construction project costs, and the disbursement of funds for pre-construction and construction activities based on the PBCI's annual percent share of TTP program funds.

Chapter 6 —Funding Plan

Available funding options are assessed to determine strategies to assist the Tribe in funding the identified improvements. Other funding sources were researched to help the Tribe compete for available federal funds.

Chapter 7 —New Policies

In response to community input, policies for managing tribal transportation funds and amending this LRTP Update have been incorporated into the plan.

Chapter 8 —Plan Implementation

An action plan for executing and monitoring the progress of the LRTP and methods is important to identify further improvement needs. The LRTP should be monitored annually and updated every five years to keep up with current PBCI priorities.

Chapter 1 Existing Conditions

This chapter describes the physical characteristics of the region, demographics, and land use development patterns.

1.1 Geographic Location

Alabama is divided into 67 counties. PBCI lands are concentrated in the southern portion of the state, near the western tip of Florida's panhandle. The topography is gently rolling, sloping towards the Gulf of Mexico. An estimated million acres of forest cover the state, representing 67% of its land area. The climate is generally mild in the winter but gets hot and humid during the summer, with average high temperatures reaching over 90°. The area is prone to thunderstorms, tornados, and other tropical storms/hurricanes. Most of the soils in this area are derived from marine and fluvial sediments eroded from the Appalachian and Piedmont plateaus.

The majority of PBCI holdings are within Escambia County, AL (**Figure 2**). Escambia County is located in the southwestern part of the state, comprising an area of 955 square miles. It is drained by the Conecuh River and its tributaries, which flow south/southwest into the Gulf of Mexico. The eastern part of the county is gently rolling to hilly while the western part of the county is a low-lying plain; north and west of Atmore, the land surface rises locally to about 350 feet above mean sea level. The 2020 population was 36,757 persons, with 3.7% self-identifying as Native Americans. Centrally located Brewton serves as the county seat.

The nearest city is Atmore, population 8,391 as of the 2020 Census. The city's economic base historically relied on agriculture, timber, and light industry, including a Vanity Fair lingerie manufacturing facility. There are also two prisons nearby—state-run Holman and Fountain correctional facilities—with plans to build a mega-prison near Bell Fork Road announced in 2020. Development of the PBCI's Wind Creek Casino and Hotel has greatly diversified the city's economic profile. The 740-acre mixed use Rivercane Development is under development to the north and east of the casino property.

Interstate 65 provides access to/through the region, running northeast to southwest between Montgomery and Mobile. It carries an estimated 21,000-24,000 vehicles per day (vpd) through Escambia County as of 2018. Other arterial connections in the vicinity include US 31 and SR 21.

I-65 near PBCI was constructed in the late 1950s and 1960s, changing the dynamics of highway transportation to/through the area. Shown in **Figure 2**, I-65 forms a barrier between tribal properties to the east and west and divides the main tribal complex from everyday services (jobs, healthcare, education, etc) concentrated in the city of Atmore.

Regional transportation resources are discussed further in **Chapter 2**. The South Alabama Regional Planning Commission (SARPC) conducts the rural transportation planning process in the rural areas of Baldwin County, Escambia County and Mobile County. The nearest metropolitan planning organization (MPO) is in Mobile, also part of the SARPC.

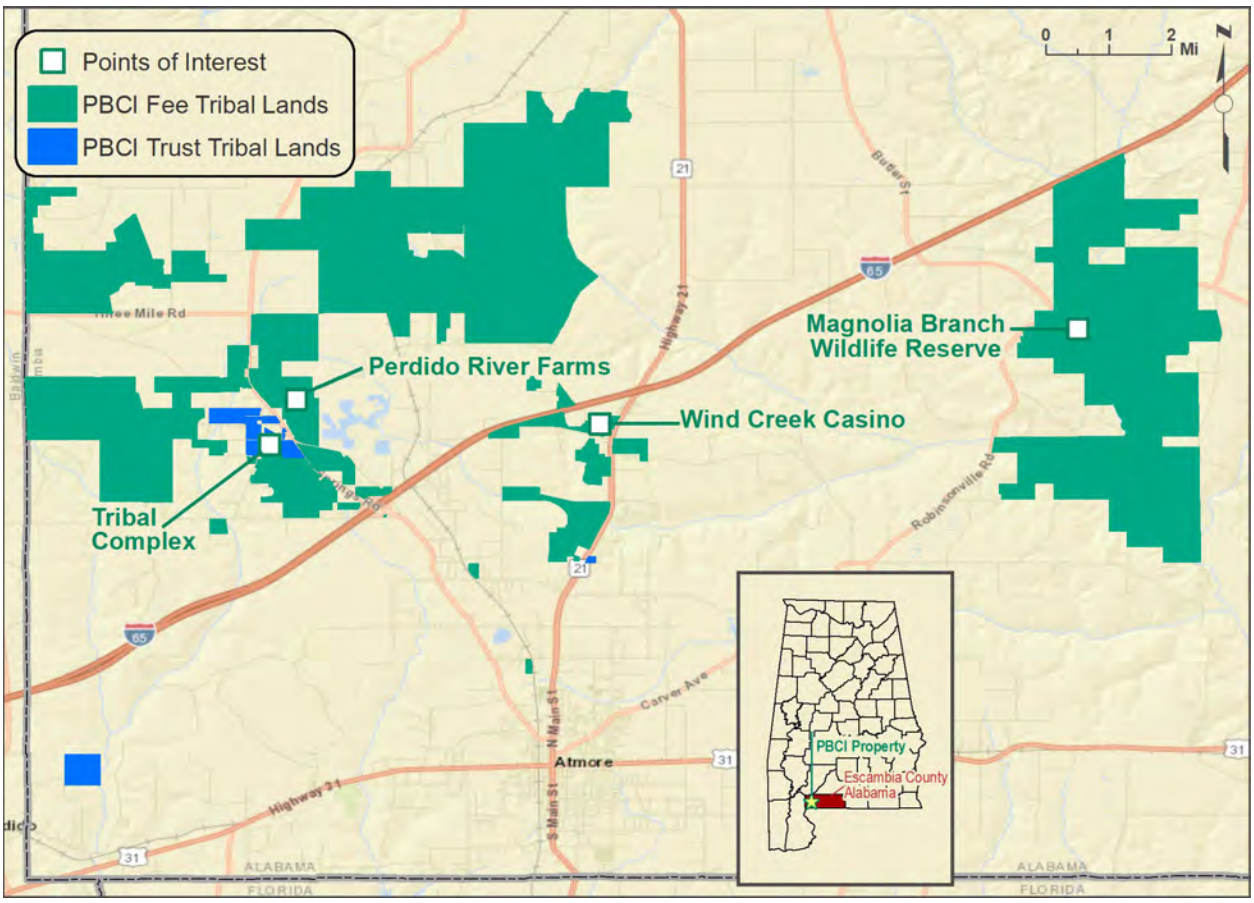


Figure 2: PBCI Tribal Lands in Escambia County, AL

WIND CREEK CASINO, ATMORE

1.1.1 PBCI History

The Creek Indians, along with other southeastern tribes such as the Choctaws and Cherokees, are descended from the peoples of the Mississippian period (circa AD 800-1500). In the 16th century, the arrival of European settlers scattered the region's indigenous peoples. In the 17th century, these diverse populations joined together and established settlements in what is now east-central Alabama. For the next two centuries, these areas were the heart of what became the Creek Nation.

The early Creeks had an economy based on farming, hunting, and fishing; common crops were corn, beans, and squash. The Creeks lived in simple log cabins with earthen floors and stick and mud chimneys and used a fireplace or outdoor fire pit for cooking. Somewhat isolated, they were resourceful and self-sufficient, living according to the rhythm of the land. The ancestors of the Poarch Band of Creek Indians lived along the Alabama River, including areas from Wetumpka south to the Tensaw settlement. In the 1790 *Treaty of New York*, the Creeks gave the US government permission to use and improve the Indian trail through Alabama to facilitate American settlement following the Louisiana Purchase—establishing businesses along the trails to serve travelers. The Creek Nation grew steadily over these years and into the early 19th century.

The increasing population of European settlers led to mounting tensions between groups, culminating in an 1813-1814 conflict that devastated the Creek Nation, ceding much of its lands to the US government. The *Indian Removal Act* of 1830 led to the forcible removal of tens of thousands of Indians in an exodus known as the "Trail of Tears." With the promise of unsettled land elsewhere, the tribes were forcibly marched more than 1,000 miles west across nine states to live in what would become Oklahoma. Of the 22,000 Creek Indians who set out on the Trail of Tears, only half actually made it to their destination.

Despite the removal effort, several Creek families in the Tensaw community were able to escape expulsion during the Trail of Tears: those who had been loyal to the US government or had worked as scouts and traders were allowed to remain and were awarded land grants. With timber companies purchasing large swaths of land, families receiving grants at that time moved inland away from the river into the Poarch area near the Head of Perdido and Huxford to find sufficient space. Separated from the rest of the Creeks, these Indian families worked and lived alongside each other and, over time, became a distinct Tribe unto themselves—the Creek Nation East of the Mississippi.

The Civil War and subsequent attitude of discrimination characterized the following decades. Though they were increasingly disadvantaged economically, the Tribe shared a strong bond of family, tradition, and heritage. Tribal citizens lived solitary rural lives with little outside contact; most worked the land as farm laborers, cattle herders, or in the timber or turpentine industries.

The turn of the 20th century saw the first truly organized efforts to improve social and economic conditions for the Tribe. Education was the spark that would lead to reform and self-determination among the Poarch Indians. In 1949, Escambia County opened what became known as the Poarch Consolidated School to provide Indian children a "separate but equal" education—but only through the sixth grade. In response, the community rose up and forced local authorities

to provide bus service so Indian children could continue their education at the county junior high and high schools. Educational opportunities continued to improve as the years passed.

On August 11, 1984, the US formally acknowledged that the Poarch Band of Creek Indians exist as an Indian Tribe. A segment of the original reservation land became the center of Tribal operations—the only land within the original domain of the Creek Confederacy to still be occupied by Creek people. To this day, the PBCI remain the only federally recognized tribe in the state of Alabama.

1.2 Demographics

Transportation systems have long been a vital and necessary part of society. Therefore, the evaluation of existing transportation network or projection of future transportation needs requires an understanding of population demographics, existing and future land use, economic activity, and development trends.

Table 1 presents current population estimates for Alabama, the five-county PBCI service area, and the Poarch Band of Creek Indians Reservation and Off-Reservation Land per 2018-2022 American Community Survey (ACS) estimates. The percentage of each population identified as Native American or Alaskan Native alone is presented as well.

Table 1: 2018 Populations per ACS

Geography	Population	% Native American
Alabama	5.0 million	0.4%
5-County Service Area	1,025,165	0.5%
Baldwin Co, AL	233,420	0.4%
Escambia Co, AL	36,755	3.1%
Mobile Co, AL	413,878	0.4%
Monroe Co, AL	19,816	1.3%
Escambia Co, FL	321,296	0.3%
Poarch Band of Creek Indians	363	70.8%

PBCI records show current tribal enrollment is 2,908 as of February 2024 with 931 of those individuals residing within Escambia County, AL. An estimated 310 citizens live on reservation, i.e., in rental units on Trust properties. The distribution of other citizens throughout the rest of the 5-county service area breaks down as follows: Escambia County, FL 319; Baldwin County 290; Monroe County 98; and Mobile County 86. PBCI also maintains gaming facilities in Elmore County (21 tribal citizens) and Montgomery County (5 tribal citizens).

The Alabama State Data Center publishes population projections for each county through 2040, summarized in **Table 2**. Escambia County, FL projections are from the University of Florida Bureau of Economic and Business Research and represent the medium growth scenario. The

5-county service area demonstrates a consistent growth rate of around 6% per decade despite declining populations in the more rural areas.

Table 2: Population/Projections by Decade

Geography	2000	2010	2020	2030	2040
Alabama	4,447,100	4,779,736	4,940,253	5,124,380	5,319,305
5-County Service Area	897,432	954,263 +6%	1,020,810 +7%	1,086,410 +6%	1,145,870 +5%
Baldwin Co, AL	140,415	182,265	222,554	261,777	300,899
Escambia Co, AL	38,440	38,319	37,284	36,421	35,804
Mobile Co, AL	399,843	412,992	416,420	423,249	431,909
Monroe Co, AL	24,324	23,068	20,552	19,163	17,958
Escambia Co, FL	294,410	297,619	324,000	345,800	359,300

Figure 3 presents the age distribution for all enrolled Tribal citizens; approximately 23% of the population aged 65 or older.

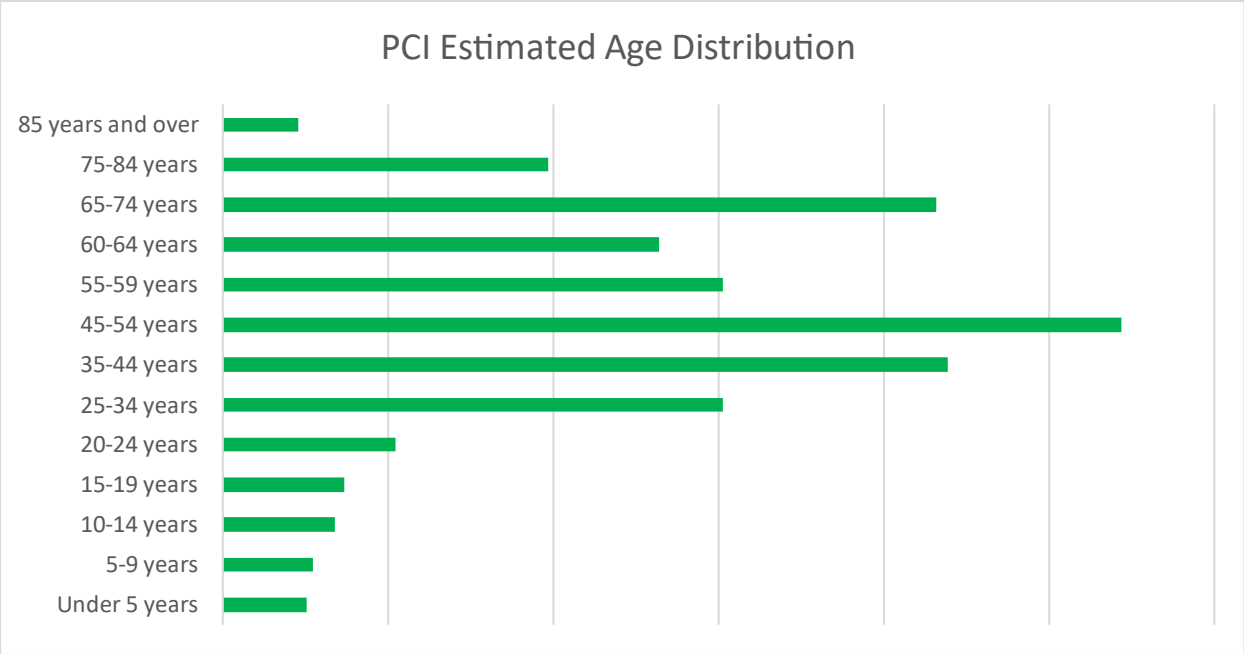


Figure 3: Age Distribution of PBCI Citizens

ACS employment statistics show 94% of the PBCI population in the labor force is employed. The largest employment types are 1) public administration and 2) the arts, entertainment and recreation, accommodation and food services industry categories. Estimates show the median household income is $59,679 (2022 inflation-adjusted dollars); an estimated 10% of all PBCI households have an annual income placing them below the federally defined poverty level. For

comparison, Alabama statewide has a median household income of $59,674 with 17% of households below the poverty level.

1.3 Land Use and Development

PBCI holds its territories through a collection of ownership structures. About 230 acres are reservation properties, including the cultural center/pow wow grounds, recreation fields, and four subdivisions. As of January 2024, PBCI land ownership represents 542 acres held in Trust plus 32.9 square miles held in Fee. In some subdivisions, the Tribe owns the land while in others, it transfers to individual property owners once the mortgage is paid off. This structure means the location/size of the Tribe's land base is in a near-constant state of flux, with the resulting geographic limits resembling a checkerboard of scattered properties.

1.3.1 Physical Characteristics and Land Use

The majority of the land use in the vicinity of the PBCI holdings in Escambia County, AL are rural with agricultural fields and forested tracts. Tribal facilities are concentrated in several clusters throughout various holdings, discussed below:

Jack Springs Road/Tribal Complex

Located between Perdido Creek and County Road 1/Jack Springs Road about a mile north of I-65 exit 54, the main tribal complex contains administrative offices, residential subdivisions, the powwow grounds, sports complexes, churches, and more. Perdido River Farms, a large cattle operation, is located immediately east with access off Poarch Road/County Route 14.

CATTLE PRODUCTION AT PERDIDO RIVER FARM

Big Escambia Creek

The Magnolia Branch Wildlife Reserve properties lie along Big Escambia Creek, south of I-65 with access from State Highway 113 (exit 69). The property provides timber operations, wildlife habitat, and recreational uses: swimming, canoeing, hiking, horseback riding, biking, camping, fishing, etc.

Casinos and other Attractions

Scattered throughout the state, PBCI and its enterprises maintain a host of tourist destinations:

- Wind Creek Casino and Hotel at Atmore, located south of I-65 at Highway 21 (exit 57)
- Wind Creek Casino and Hotel at Montgomery, located along the Tallapoosa River just east of the city
- Wind Creek Casino and Hotel at Wetumpka, located along the Coosa River with access from US 231
- OWA entertainment complex at Foley provides an amusement park, shopping district, event center, sports complex, amphitheater, and more.

PBCI also operates facilities beyond southern Alabama: casinos in Gardnerville, NV, Miami, FL, and Bethlehem, PA; resorts on two Caribbean Islands; and racetracks in Mobile, Pensacola, and Gretna, FL. Another gaming facility in south Chicago is also under construction. Tribal enterprises also operate a dozen hotels near popular destinations in FL and AL.

OWA THEME PARK AT FOLEY

Business and Economic Development

PBCI also oversees a host of tribal enterprises through the country.

- Based in Atmore, Muskogee Technology provides advanced fabrication, composite cutting, kitting and inventory management services related to the industrial, commercial, aerospace, and defense industries.

- PBCI Aviation, LLC was founded in May of 2016 by the Poarch Band of Creek Indians in an effort to diversify the tribe's business portfolio and sustain tribal growth. It is a professional engineering firm specializing in aviation support equipment: program management, technology, cyber security, acquisition, logistics, and manufacturing.

- PBCI Federal Services is a growing federal contractor overseeing numerous tribal-owned, small disadvantaged businesses. Current capabilities include aviation engineering, construction services, manufacturing, media/communication, environmental services, business/professional, modular facilities support, information technology, and facilities management/maintenance. Office locations are shown in **Figure 4**.

Figure 4: PBCI Federal Services Locations

1.3.2 Government

The PBCI Tribal government consists of three branches including the Legislative, Executive, and Judicial branches. The Poarch Band of Creek Indians operate under a constitution which was ratified by the electoral process on June 1, 1985. The Constitution includes a preamble and defines membership, rights of citizens, territory and authority of government, Council procedures,

elections, powers and duties of tribal officers, popular participation in government, branches, and amendments.

- The Legislative Branch is composed of a nine-member unilateral Tribal Council, elected by the general membership. The Tribal Council includes: a Tribal Chair, which also acts as the Chief Executive Officer of the Tribe, Vice-Chairman, Secretary, Treasurer, and five at-large positions. The principal function of the Tribal Council is to enact statutes consistent with tribal sovereignty, establish policy, and appropriate funds for the use of the government. Due to the legal concept of tribal sovereignty, which has been upheld by the US Supreme Court, the Tribal Council has broad powers that include the authority to levy, assess, and collect taxes.

- The Judicial Branch consists of a Tribal Court system composed of a lower court and a supreme court that serves as a court of appeals plus a full-time law enforcement staff. The Tribal Court system is operated exclusively for the benefit of the Tribal citizens as an important exercise of sovereignty. In support of the Judicial Branch, the following codes and ordinances have been enacted: criminal, civil, probate, traffic, juvenile, domestic relations, and gaming. The federal court system has judicial authority only over major criminal offenses which occur on the Reservation and also serves as an appellate system for the Tribal Supreme Court.

- The Executive Branch is responsible for the overall management of the daily activities of the government. It consists of the following functional departments: Tribal Chair's Office, Boys & Girls Club, Education, Environmental, Facilities, Family Services, Government & Public Affairs, Human Resources, Office of Archives and Records Management, Lavan Martin Assisted Living Facility, Legal, Public Safety, Public Works, Senior Services, Tribal Accounting, Tribal Court, Tribal Emergency Management, Tribal Health Department, Tribal Member Benefits, Housing Department, Recreation Department, Cultural Department, Tribal Employment Rights Office (TERO), Tribal Gaming Commission, PBCI Gaming Authority, Utilities Authority, and Creek Indian Enterprises Development Authority.

Chapter 2 TRANSPORTATION SYSTEM

The following sections describe the transportation network of the Poarch Band of Creek Indians. While emphasis is on the roadway system, related systems (trails, public transit, etc.) are also addressed. The roadway characteristics and classification data were taken from the Road Inventory Field Data System (RIFDS) as of January 2024 and compared to available maps.

2.1 Existing Roadway System

To understand how the transportation system functions in the Tribe's TTP, the existing conditions were analyzed to identify areas in need of improvement over the 20-year planning period for this LRTP.

Illustrated in **Figure 5** and **Figure 6**, the PBCI National Tribal Transportation Facility Inventory (NTTFI) includes 92 unique routes, each with 1 to 18 component sections, totaling 118 miles. Routes are a combination of ownership:

- BIA, totaling 9.1 miles or 59 sections divided among 25 distinct routes
- Tribal, totaling 17.9 miles or 81 sections divided among 34 routes
- State, totaling 6.4 miles or 12 sections along one route (State Highway 21)
- County, totaling 85.5 miles or 102 sections divided among 38 routes

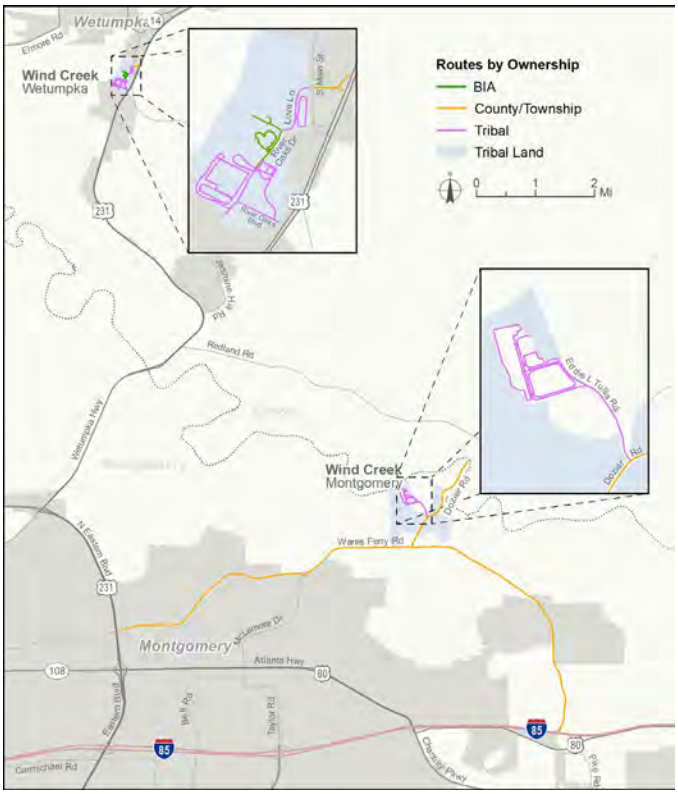


Figure 5: PBCI Inventory Routes, North

Figure 6: PBCI Inventory Routes

Four routes include different sections owned by different entities: e.g., Route 4003 Lynn McGhee Drive contains sections owned by both the county and BIA.

2.1.1 Functional Classification of Roadways

Roads are classified or grouped into integrated systems by the functions they perform with regard to moving traffic and providing property access. Each road is ranked by its relative importance and the function it is intended to serve. Within the TTP system there are two types of road classification systems: State Highway Classifications and BIA Road Classifications. Both use functional classification as the basis for classifying their roads. However, the criteria used to determine specific classifications differ between the two systems.

Generalized Functional Classification Definitions

Functional classification identifies the role each street or highway should play in channeling traffic through a rural or urban environment in a logical and efficient manner. The three general functional classification categories are Arterials, Collectors, and Local Roads. An arterial's function is to move through-traffic at high speeds over long distances with limited land access. Collector roads move traffic from local streets to arterial roads. Local roads or streets move traffic at relatively low speeds and provide access to adjacent property.

Urban and rural areas have fundamentally different characteristics with regard to density and types of land use, density of street and highway networks, nature of travel patterns, and the way in which these elements are related. Consequently, urban and rural functional systems are classified separately. Urban systems are composed of urban principal arterials, urban collectors, and urban local roads. Rural systems are composed of rural principal arterials, rural minor arterials, rural collectors, and rural local roads. General definitions of the three general functional classifications, along with desirable characteristics, are given below.

Freeways and Expressways primarily serve long distance travel between major communities. Freeways provide the greatest mobility, with strictly controlled access allowed only at interchanges. No direct property access is allowed. Expressways also serve regional traffic, and access is allowed primarily at major intersections, although interchanges can be built for particularly high volume intersections. Occasionally direct property access is allowed when there is no other way to provide access.

Arterials carry relatively large volumes of traffic through the state and to major destinations such as work sites or commercial centers. Arterials fall into two categories: principal and minor. Principal (major) arterials include federal and interstate highways, and state highways that serve all urban areas with a population greater than 50,000, and state highways that serve a majority of areas with populations of 25,000 or more. Minor arterials provide interstate and inter-county service to cities and towns with populations of less than 25,000, and attractions that draw travel over long distances. Principal arterials usually have four traffic lanes (two lanes in each direction), provide left-turn lanes at most intersections, and are separated by a median or continuous left-turn lane. Minor arterials may only have two traffic lanes and generally provide left-turn lanes at major intersections. A minimum right-of-way width of 100 to 150 feet is desirable for an arterial, although wider rights-of-way are needed for arterials with more than four lanes.

Collectors generally serve intra-county and regional travel that has shorter travel distances than that supported by arterials. Collectors also provide a balance between mobility and land access by generally permitting access to all abutting properties. There are two categories of collectors: major and minor. Major collectors provide service to any county seat or community not served by an arterial road and serve other traffic generators of intra-county importance: regional parks, consolidated schools, agricultural areas, shipping points, etc. Minor collectors are spaced at intervals consistent with population density. They collect traffic from local roads and provide

access to all developed areas within a reasonable distance of a higher classified road. A minimum right-of-way width of 80 to 100 feet is desirable for a collector.

Local Roads comprise the balance of the road network and carry low volume, low-speed traffic. The primary function of a local road is to provide access to individual parcels of property. Local roads usually serve residential areas and may also serve scattered businesses and industrial sites that generate modest traffic. A minimum right-of-way of 60 to 80 feet is desirable for a local road.

Figure 7 provides a breakdown of PBCI TTP System by functional class for the Escambia County area. The majority (55%) of the system represents rural major collectors, followed by rural local routes (29%).

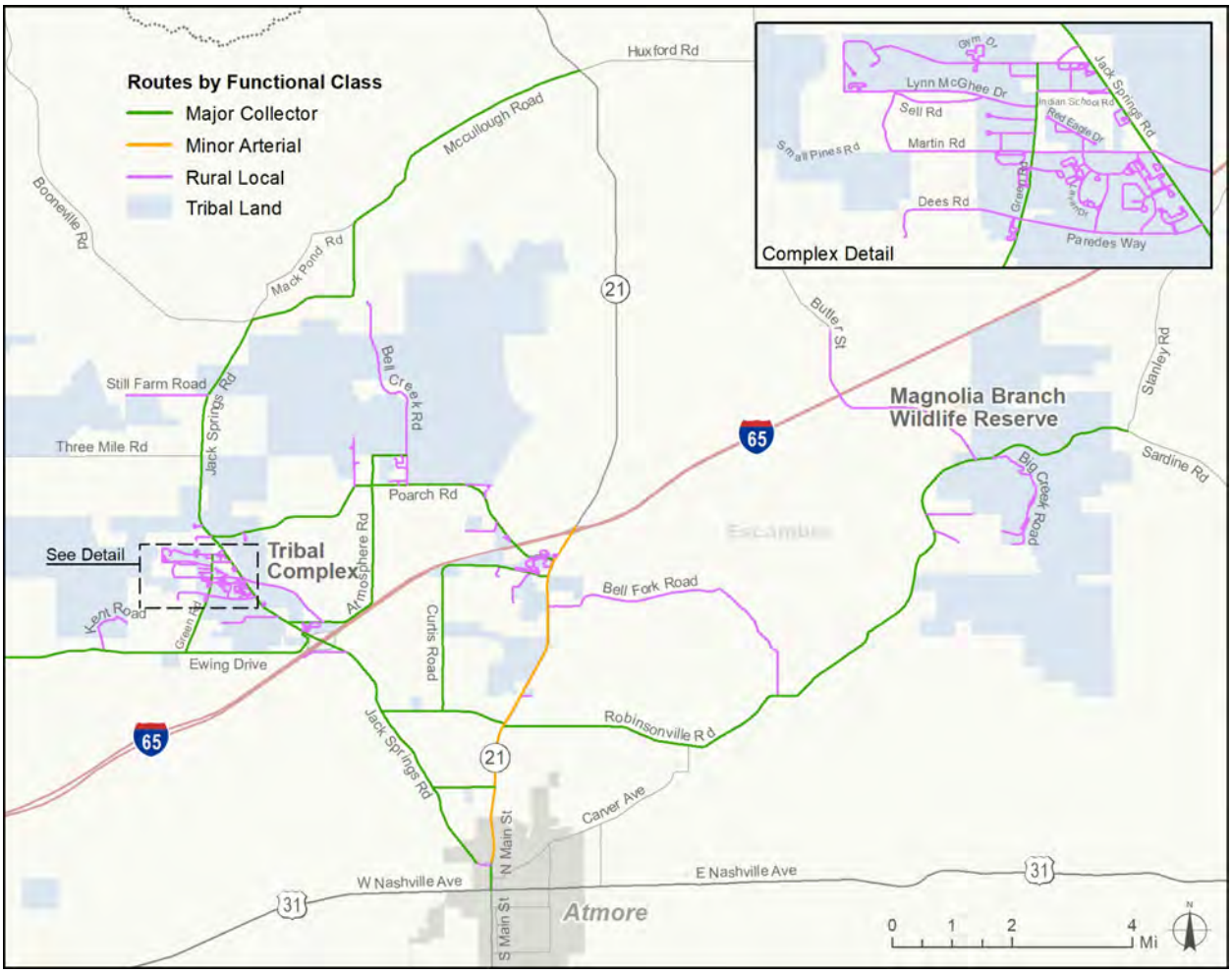


Figure 7: Functional Classification

BIA Road Classifications

The BIA road system has eleven classes of routes: seven vehicular and four non-vehicular. Functional classification is used by the BIA to group roads into a specific vehicular class based on the existing or anticipated function of the road. The road classes are then combined with the traffic

characteristics of the road to select criteria and standards for the adequate design of the facility. Definitions of the eleven BIA road system classes are given below. As part of the TTP management, all transportation facilities included on or added to the TTP inventory must be classified according to the following classification system.

Class 1 roads are major arterial roads that provide an integrated network to serve traffic between large population centers. They generally do not have stub connections, have more than two lanes of traffic, and carry an average traffic volume of 10,000 vehicles per day (vpd) or more.

Class 2 roads are rural minor arterial roads that provide an integrated network serving traffic between larger population centers, and generally do not have stub connections. They serve traffic between large population centers and may also link smaller towns and communities to major destination areas that attract travel over long distances. They are generally designed for relatively high overall speeds with minimum interference to through traffic, and carry less than 10,000 vpd. Class 2 routes provide for at least inter-county or interstate travel and are spaced at intervals consistent with population density.

Class 3 routes are streets and roads that are located within communities and serve residential or other urban settings. These roads correspond to the Local Roads category in the state highway classification.

Class 4 routes are rural major collectors that collect traffic from rural local roads.

Class 5 routes are local rural roads that may include section line and stub-out roads that collect traffic for arterial roads and make connections within the grid of the Indian Reservation Roads System. Such routes may serve areas around villages or provide access to farming areas, schools, tourist attractions or various small enterprises. This class also includes roads and vehicular trails for administering forests, grazing areas, mining and oil operations, recreation, or other purposes. There are non-vehicular routes defined as non-road type paths, trails, walkways and other designated types of routes for public use by foot traffic, bicycles, trail bikes, or other uses.

Class 6 routes are city minor arterial streets that are located within communities and provide access to major arterials. This is a relatively new classification in the TTP System.

Class 7 routes are city collector streets that are located within communities and provide access to city local streets. This is a relatively new classification in the TTP System.

Class 8 routes are non-road type projects such as paths, trails, walkways, and other routes for public use by foot traffic, bicycles, trail bikes, snowmobiles, all-terrain vehicles, or other non-vehicular traffic.

Class 9 routes encompass other transportation facilities such as parking facilities adjacent to TTP routes and scenic byways such as rest areas, other scenic pullouts, ferry boat terminals, and transit terminals.

Class 10 routes are defined as airstrips that are within the boundaries of the TTP System and are open to the public. These airstrips are included for inventory and maintenance purposes, only.

Class 11 indicates an overlapping of a previously inventoried section, or sections of a route, and is used to indicate that it is not to be used for accumulating needs data. This class is used for reporting and identification purposes only.

2.1.2 Traffic Volumes

Recent daily traffic volumes from ALDOT for PBCI TTP routes are presented in **Figure 8**. The highest volumes are along Jack Springs Road near I-65.

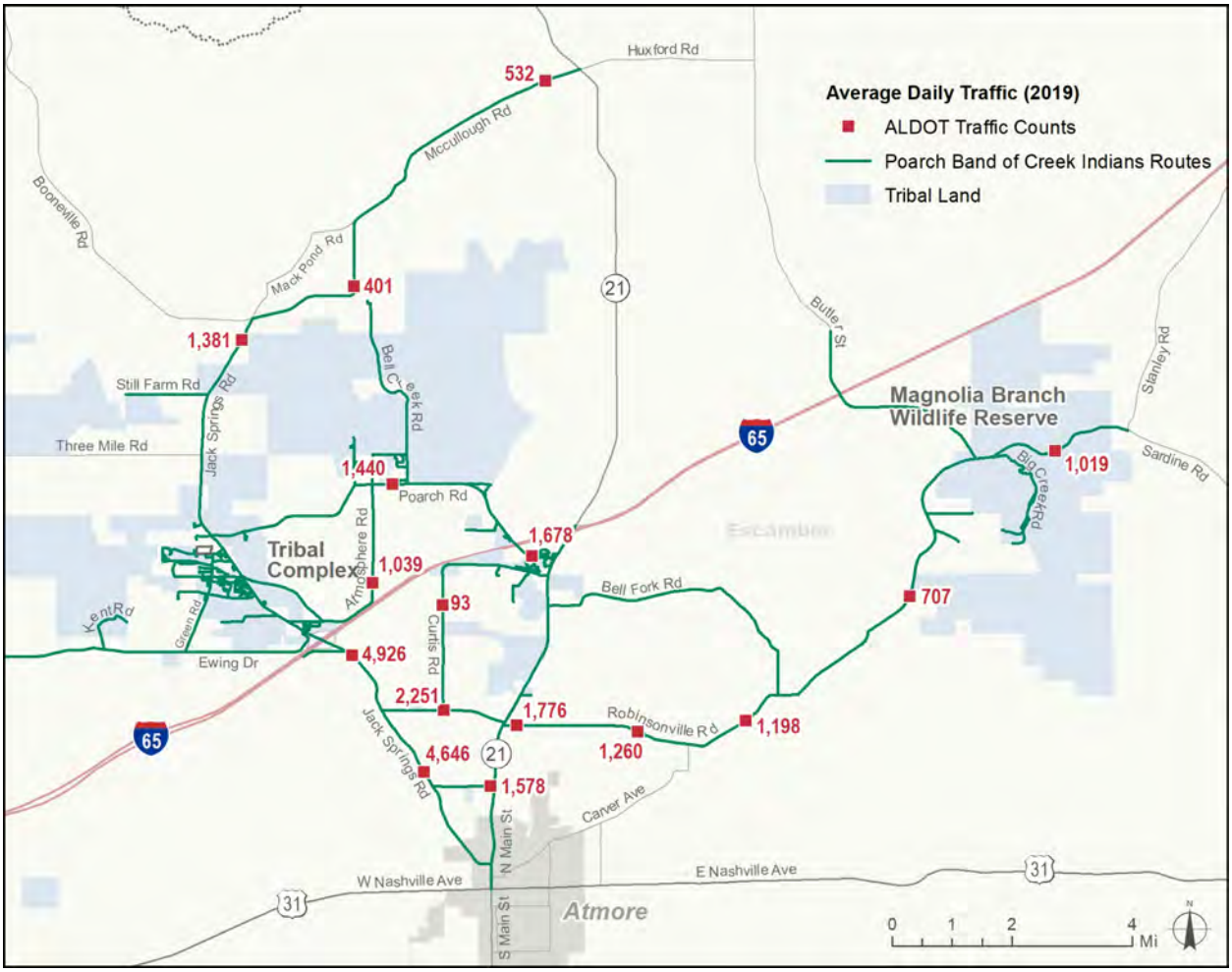


Figure 8: Average Daily Traffic Volumes

2.1.3 Existing Roadway Condition and Need

Surface widths and materials for routes in the PBCI TTP System are shown in **Table 3** and **Figure 9**, classified based on ownership. Two-lane roads with 10- to 11-foot wide lanes are the most common feature; many of the wider features are associated with parking lots. Several facilities are

noted with widths less than 18 feet, which can be challenging for two-directional traffic or emergency vehicle access and may warrant widening.

Table 3: Surface Width by Mileage by Ownership

Surface Width	BIA Routes	Tribal Routes	State Routes	County Routes
≤ 18 ft	0.5	3.2		9.9
19-20 ft	0.6	0.8		21.3
21-22 ft	0.9	2.6		27.7
23-24 ft	1.8	3		16.5
25-34 ft	2.1	2.9		3.2
35-45 ft	0.7	1.1	1.3	2.7
46+ ft	1.8	4.3	5.1	4.2

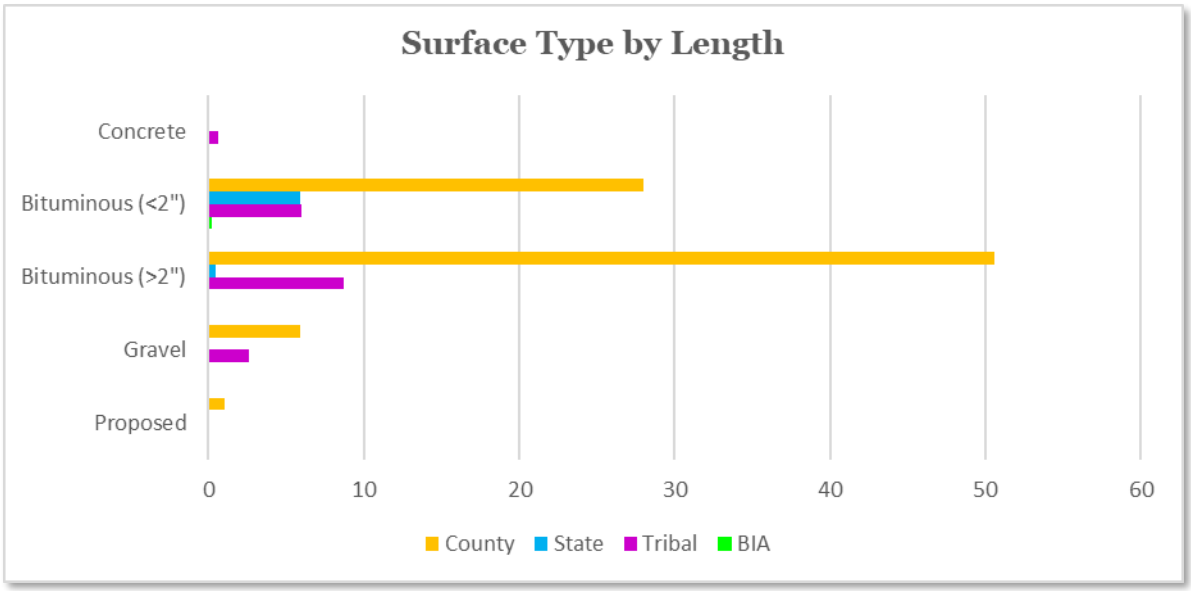


Figure 9: Roadway Surface Type for Inventory Routes

The most common surface type is asphalt pavement although the tribe also maintains limited facilities that are gravel or concrete.

Surface Condition

Surface condition is classified into one of five categories based on the representative wearing surface for the facility: excellent, fair, good, poor, or very poor. **Figure 11** summarizes the condition of roadbeds for PBCI TTP System routes where applicable.

As shown, 5% of measured routes by length rate poor, including Ewing Lane and portions of River Oaks Drive, Wares Ferry Road, Curtis Road, and Calvin McGhee Drive.

WORN SURFACE AT MARTIN RD/SMALL PINES RD

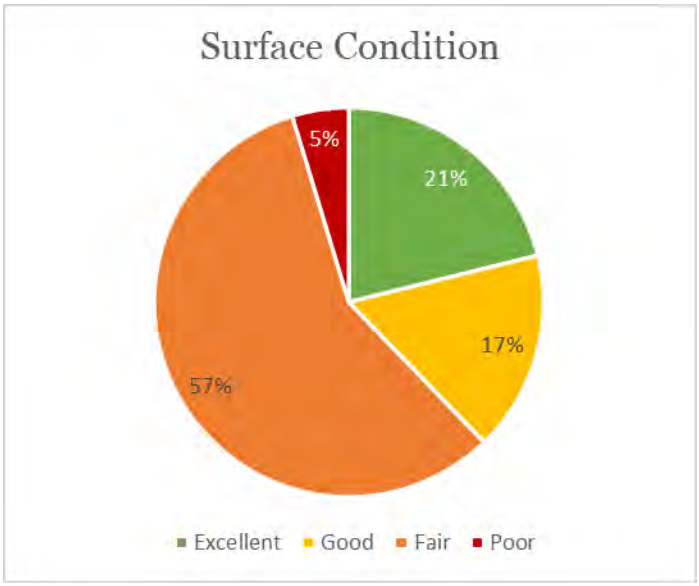


Figure 10: Roadway Condition for Inventory Routes

Roadbed Condition

Figure 11 summarizes the condition of roadbeds for PBCI TTP System routes, colored by ownership. Routes identified as needing improvement are listed in **Table 4**, which includes 12.6 miles of roadway or 11% of the system.

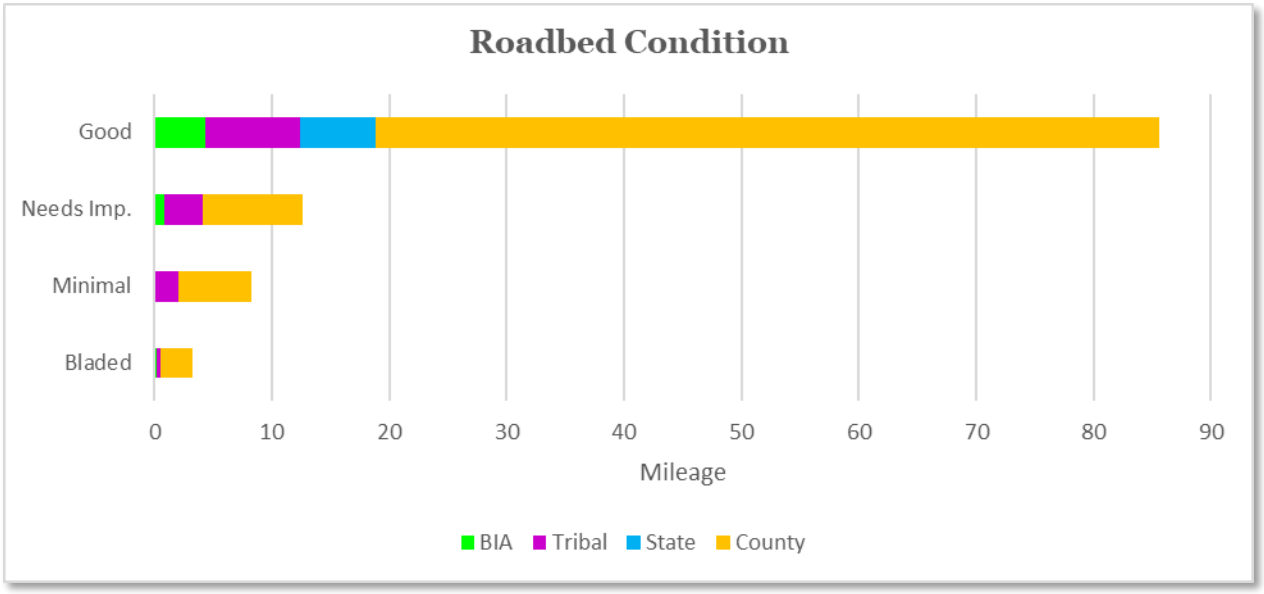


Figure 11: Roadway Condition for Inventory Routes

Table 4: Routes with Identified Roadbeds Needing Improvement

Route/Section	Ownership	Length	Route Name
4003-810, 20, 30, 50	BIA/County	1.1	Lynn McGhee Drive
4006-830	County	0.3	Martin Road
4012-810	County	0.1	Pow Wow Drive
4014-820	County	0.2	Poarch Road
4018-810	County	0.5	Aplin Road
4019-810	County	0.2	Vickery Street
4028-810	County	0.3	Judson Lane
4031-010	Tribal	0.5	Orchard Road
4036-810	County	0.1	St Anna Drive
4037-810	County	0.5	Bell Creek Road
4039-840	County	0.9	Bell Fork Road
4054-810, 820	County	0.4	Sells Rd
4065-820	County	1.1	Old Jack Springs Road
4071-010	Tribal	0.1	Gaming Office Parking Lot
4072-810	County	0.9	Sunset Drive
4074-810, 820	County	1.9	Ware's Ferry Road
4081-030	BIA	0.1	Headquarters Drive
4088-010, 20, 30, 40	Tribal	2.7	Big Creek Road
4089-810	County	0.7	Allen Road

Drainage Needs

FLAT TERRAIN ALONG OLD JACK SPRINGS RD CONTRIBUTING TO POOR DRAINAGE

Although their primary function is to move traffic, roads and streets need to be designed with drainage in mind. Continuing improvement to the PBCI street and road system will provide great benefits to drainage problems, improving safety and reducing future maintenance needs. It is important that necessary drainage improvements are made concurrently with roadway improvements. **Figure 12** summarizes drainage conditions of PBCI routes by ownership; routes with severe drainage issues are listed in **Table 5**. With 72% of the inventory mileage classified, the largest category shows occasional drainage problems: issues for short periods during or following storms that are normal to the area.

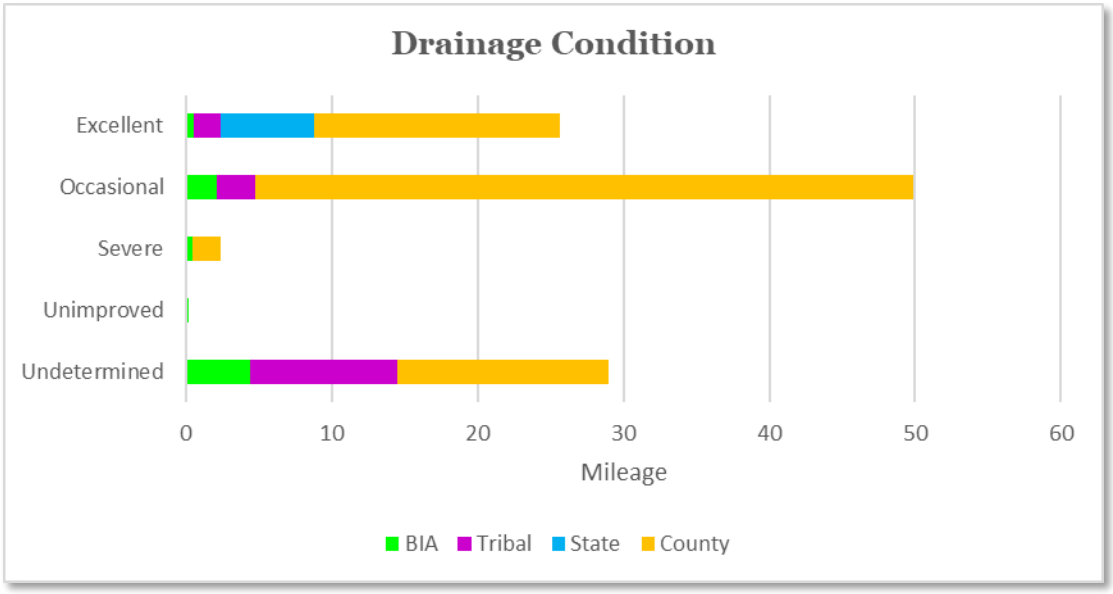


Figure 12: Drainage Condition for Inventory Routes

Table 5: Routes with Severe Drainage Issues

Route	Ownership	Length	Name
4001-020	BIA	0.20	Red Eagle Drive
4011-010	BIA	0.10	School House Road
4036-810	County	0.10	St Anna Drive
4054-810, 820	County	0.40	Sells Rd
4065-810, 820	County	1.50	Old Jack Spring Road

Maintenance Levels

Figure 13 classifies routes by their current level of maintenance: little to none (<10%), occasional (10-49%), limited (50-89%), or optimum (90+%). The level is not classified for 24% of the network. A shown, about 17% of the total inventory length falls into a less than optimal category.

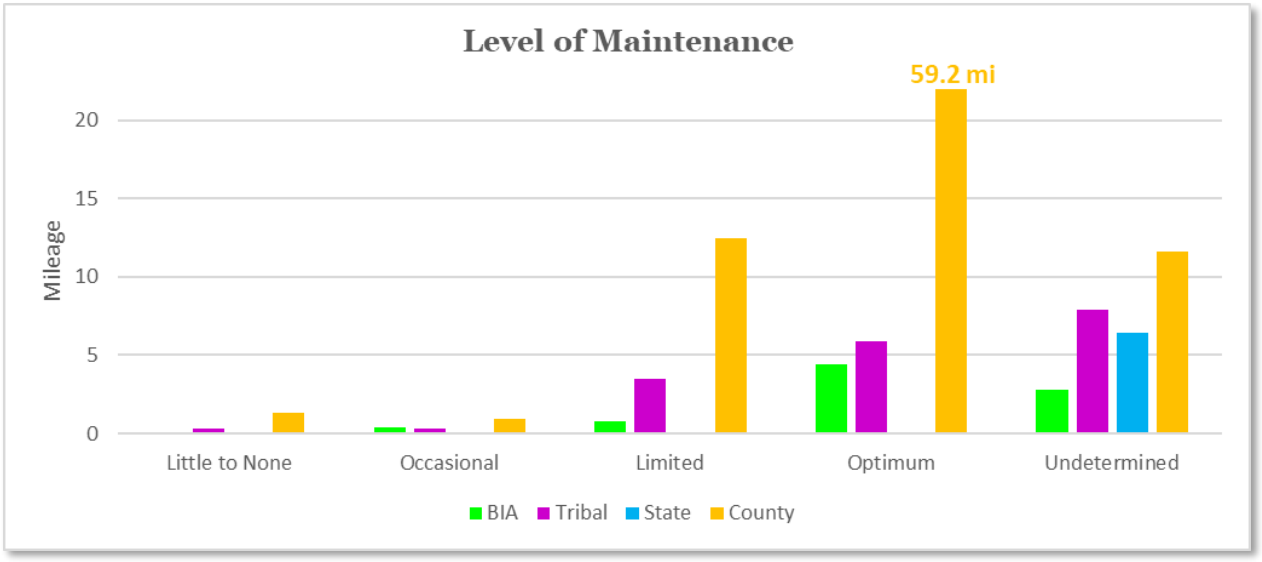


Figure 13: Level of Maintenance for Inventory Routes

2.1.4 Traffic Control

Throughout the rural properties, traffic control devices are signs, markings, and devices placed on or adjacent to a street or highway by an authority having jurisdiction to regulate, warn, or guide traffic. Traffic control is provided via stop signs. The Tribe plans to create a signage inventory to streamline maintenance and asset management practices in the coming years.

2.1.5 Crash History

With its rural nature and relatively low traffic volumes, few vehicular crashes occur on PBCI inventory routes each year. However, without a consistent GIS-based incident management system in place, a data-driven analysis of trends for PBCI routes is challenging.

Table 6 summarizes 2019 reported crashes by severity for each of the five counties in the PBCI service area. As shown, Mobile County has the highest population, highest number of crashes, and highest per capita crash rate. Fatal crashes represent 0.5-0.9% of crashes in each jurisdiction. Injury crashes represent 19-42% of crashes in each jurisdiction with Escambia County, FL representing the highest concentration.

Table 6: 2019 Highway Crashes, by County and Severity

County	2018 Population	Total Crashes	Crashes per Capita	Fatal Crashes		Injury Crashes	
Baldwin Co, AL	208,107	5,941	0.029	39	0.7%	1230	21%
Escambia Co, FL	37,328	813	0.022	7	0.9%	197	24%
Mobile Co, AL	414,659	15,767	0.038	79	0.5%	2982	19%
Monroe Co, AL	21,512	351	0.016	3	0.9%	103	29%
Escambia Co, FL	311,522	6,868	0.022	58	0.8%	2867	42%

Specific safety concerns from 2021 community input are discussed further in **Section 4.4**.

In 2017, the Tribe conducted a *Tribal Transportation Safety Management Plan* with TTP Safety funds, creating a multi-disciplinary team to identify opportunities to optimize mobility while mitigating vehicle incidents. **Table 7** summarizes emphasis areas identified in the Plan.

Table 7: Tribal Transportation Safety Management Plan Recommendations

Area	Implementation Plan
Road Safety Audit	Gather data, identify hot spots, and conduct road safety audits to identify key needs to feed into TTIP for funding/implementation.
Signage	Develop inventory program and management system for traffic signage. Implementation should focus on retro-reflectivity and maintenance needs.
Crash Data	Obtain GIS-compliant incident management system/equipment to consistently track location-specific crash information.
ATV Use	Educate ATV users regarding safe operational practices. Designate trails/areas specific to this mode.
Residential Parking	Develop enforceable policies for on-street parking, which can inhibit emergency response accessibility.
Driver Training	Host regular workshops to highlight safe driving practices.

Further, ALDOT published its current *Strategic Highway Safety Plan* in 2022, identifying a number of policy-level statewide priorities to promote safety. The plan "provides a comprehensive framework for reducing fatalities and serious injuries on all public roads, with the ultimate vision of eradicating the State's roadway deaths and serious injuries" with a 50% reduction by 2040. **Figure 14** presents statewide emphasis areas identified in the plan.

Behaviors	Infrastructure	At-Risk Users
- Speeding/Aggressive Driving - Distracted/Drowsy Driving - Impaired Driving - Occupant Protection	- Roadway/Lane Departures - Intersections	- Older Drivers - Younger Drivers - Non-motorists
Data Systems		

Figure 14: Alabama DOT 2017 Safety Plan Priorities

2.1.6 Bridge Features

Bridges are an integral part of the transportation network; the FHWA's National Bridge Inventory (NBI) identifies bridges by state and county. It further identifies structures deemed structurally deficient or functionally obsolete. However, in accordance with the *Pavement and Bridge Condition Performance Measures* final rule, published in January 2017, the terms Good, Fair, and Poor have replaced the structurally deficient and functionally obsolete designations. Bridge Condition is determined by the NBI's lowest condition ratings for Deck, Superstructure, Substructure, or Culvert. If the lowest rating is greater than or equal to 7, the bridge is classified as Good. If it is less than or equal to 4, the classification is Poor. Bridges rated 5 or 6 are classified as Fair.

As of 2016, Escambia County contained 195 federally inspected bridges. Of these, 54 were in good condition, 130 in fair condition, and 11 in poor condition. Additionally, 17 were classified as structurally deficient.

Listed in **Table 8**, there are currently 26 bridges on the PBCI TTP System. Of these, two are owned by the BIA, three by the state, and the remainder by the county. Recent bridge inspection reports show one of these is rated in poor condition. Bridge 2135 is a two-span wooden structure carrying Bell Fork Road over Sizemore Creek. It is load posted, rated fair for deck and superstructure with its substructure in poor condition. The structure is inspected quarterly with interim repairs completed as needed. SARPC identifies the need to replace the Bell Fork Road bridge in its 2021 Transportation Plan.

Table 8: PBCI Inventory Bridges

ID	Route	NBIS Condition	Length (ft)	Feature
S703*	4003-025	Fair	321	Lynn McGhee Bridge/Perdido Creek
S702*	4003-045	Fair	266	Perdido Creek Bridge
8185	4014-825	Fair	285	Poarch Road/I-65 Bridge
18666	4015-815	Fair	102	CR 1 (Jack Springs Road) Bridge

ID	Route	NBIS Condition	Length (ft)	Feature
8179	4015-835	Fair	280	CR 1 (Jack Springs Road) I-65 Bridge
13855	4037-825	Fair	68	Bell Creek Bridge
2135	4039-825	Poor	30	Bell Fork Bridge
20794	4040-815	Fair	62	Atmosphere Road
13196	4048-815	Fair	49	Curtis Road
18670	4048-845	Good	103	Curtis Road
17261	4049-815	Fair	295	Weldon Vickery Bridge
17134	4049-835	Fair	378	County Road 27 (Robinsonville Road)
10322**	4052-845	Fair	46	State Route 21
10954**	4052-865	Fair	240	State Route 21
10953**	4052-866	Fair	264	State Route 21
10304	4063-815	Fair	105	Ewing Drive Bridge
18671	4063-835	Good	100	Ewing Drive
5831	4074-815	Fair	240	Ware's Ferry Road Bridge
9325	4074-825	Fair	72	Ware's Ferry Road Bridge
9331	4074-845	Good	55	Ware's Ferry Road Bridge
9330	4074-855	Fair	173	Ware's Ferry Road Bridge
9983	4074-860	Fair	Culvert	Ware's Ferry Road Bridge
9329	4074-865	Good	184	Ware's Ferry Road Bridge
9328	4074-875	Good	31	Ware's Ferry Road Bridge
6480	4110-825	Fair	245	Butler Street

** BIA owned; ** State owned*

Figure 15 presents a map of corresponding bridge locations.

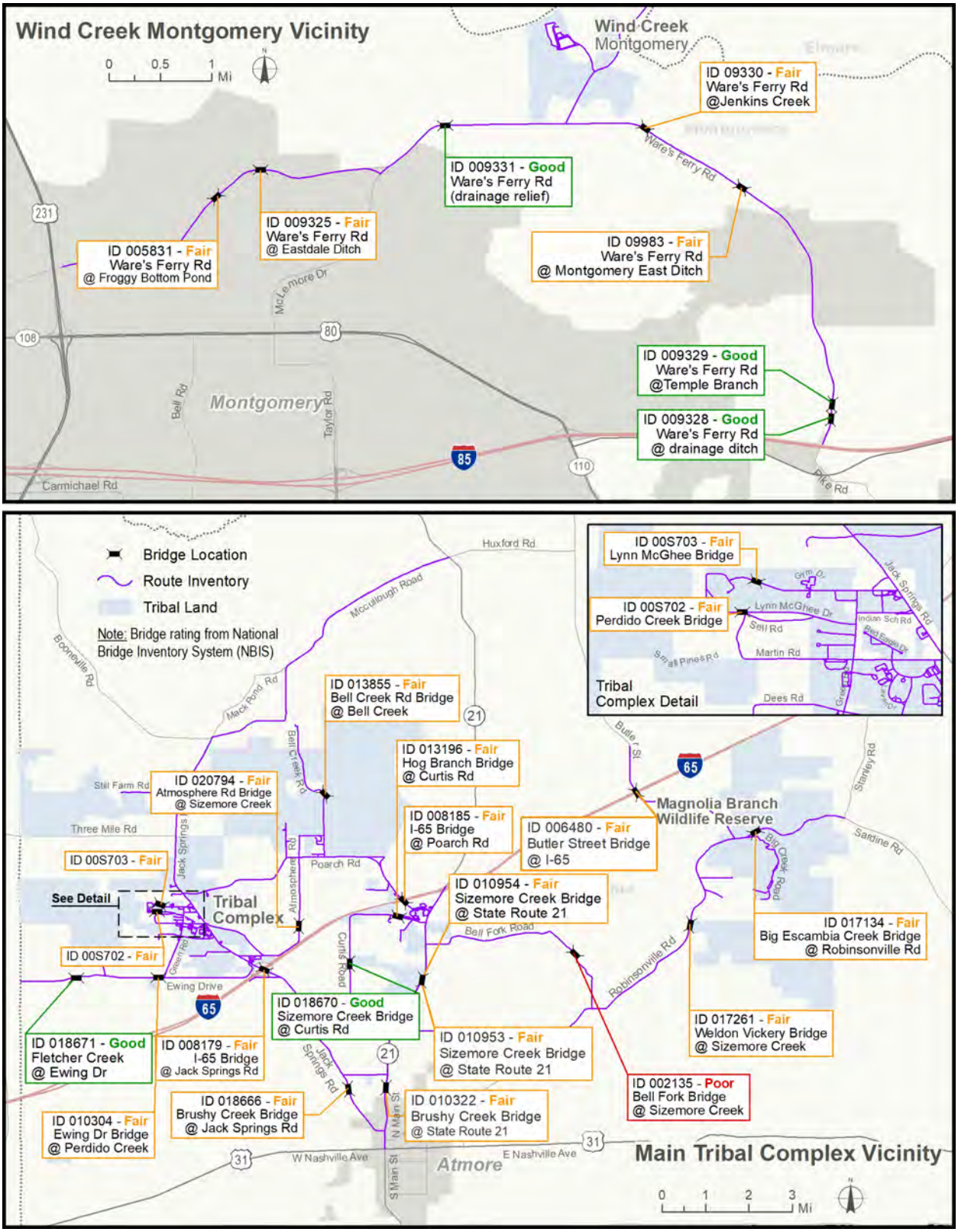


Figure 15: Bridge Locations

2.1.7 School Bus Routes

The nearest schools serving the tribal complex are part of the Escambia County School District in Atmore:

- Rachel Patterson Elementary School, 500 students with grades PreK to 3rd
- Huxford Elementary School, 300 students with grades K to 6th, proposed to extend to 8th
- Escambia County Middle School, 600 students with grades 4th to 8th
- Escambia County High School, 400 students with grades 9th to 12th

There are also three private schools in the vicinity:

- Escambia Academy, 200 students with grades PreK to 12th
- Atmore Christian School, 100 students with grades K to 12th
- Temple Christian Academy, 50 students with grades PreK to 9th

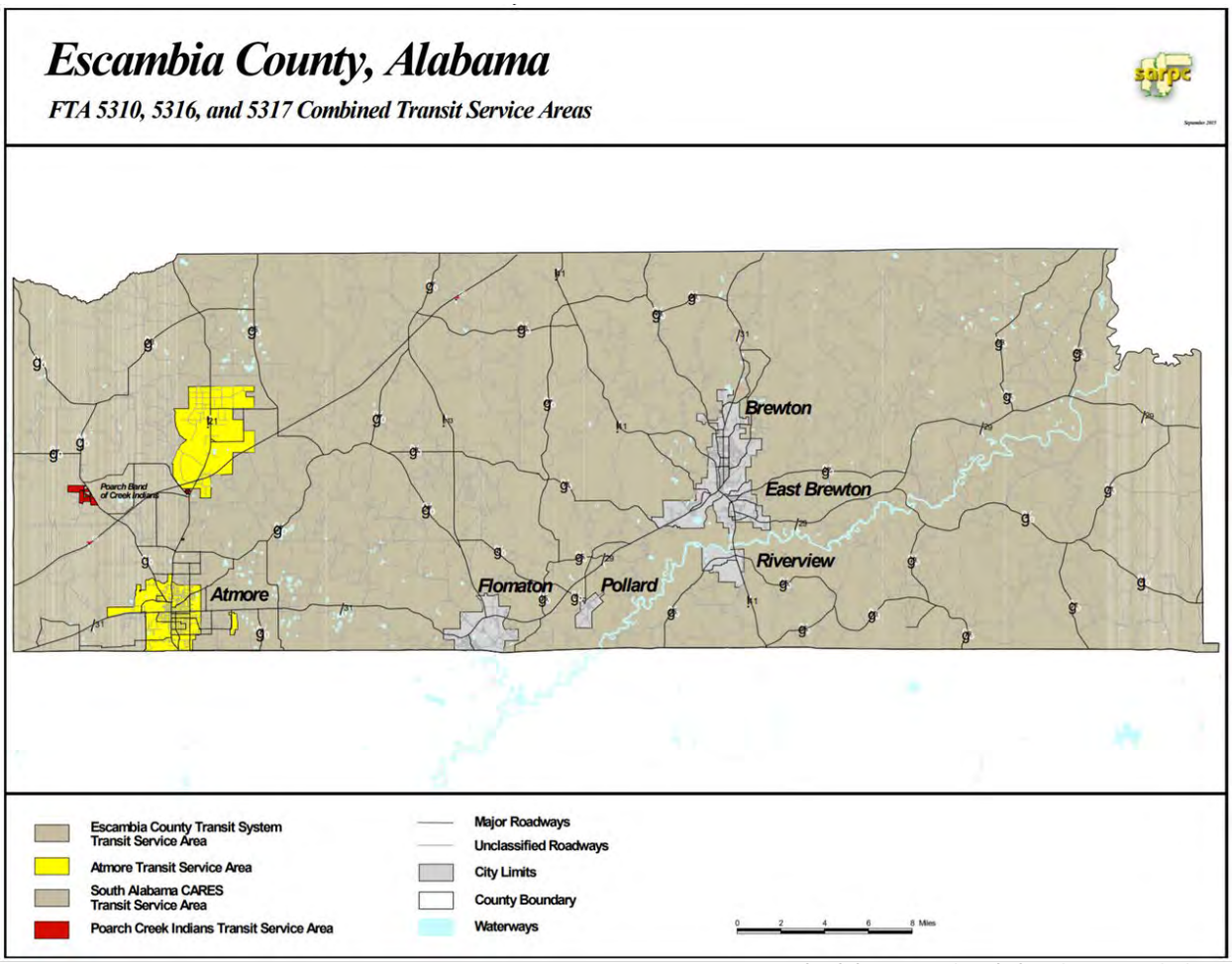
While busing is provided for nearby public schools, PBCI provides a shuttle service to schools beyond the county service boundary to the afterschool program at its Boys and Girls Club. The club meets in the recently constructed community center, in the southwest quadrant of the intersection of Green and Martin Roads.

BOYS AND GIRLS CLUB

2.2 Transit Routes

Limited public transit exists throughout the region in a variety of forms. The SARPC conducted a *Human Services Coordinated Transportation Plan for the Alabama Counties of Mobile, Baldwin, and Escambia* for fiscal years 2020-2023, inventorying existing systems to identify unmet demands and recommend cost-efficient provisions. The plan identifies the following transit providers serving Escambia County (**Figure 16**):

- Escambia County Alabama Transit System (ECATS) provides demand-response service throughout the county, primarily serving elderly and limited mobility populations.
- Atmore Area Transit
- South Alabama CARES



Source: South Alabama Regional Planning Commission

Figure 16: Escambia County, AL Transit Service Areas

Further, PBCI, the Atmore SAIL Center, and the county's Agency on Aging provide limited service for elderly and limited mobility populations in their immediate service areas. As expected, more urban areas—i.e., Montgomery, Mobile, and Gulf Shores—adjacent to outlying PBCI territories provide a broader range of transit connection options.

The SARPC plan notes that low density development throughout Escambia County influences demand patterns, making daily trips to outlying areas costly. While the service providers noted above offer transportation options for the elderly, this omits a potential market for low-income populations to access regional job markets. Alabama is one of only three states that do not have dedicated state funding for transit.

2.3 Airports

Figure 17 illustrates public airports in southern Alabama. The nearest commercial airports to serve the tribal complex in Escambia County are located in Pensacola, FL or Mobile, AL, 40-50 miles away. Atmore is home to a municipal airport with a single 5,000-foot long runway.

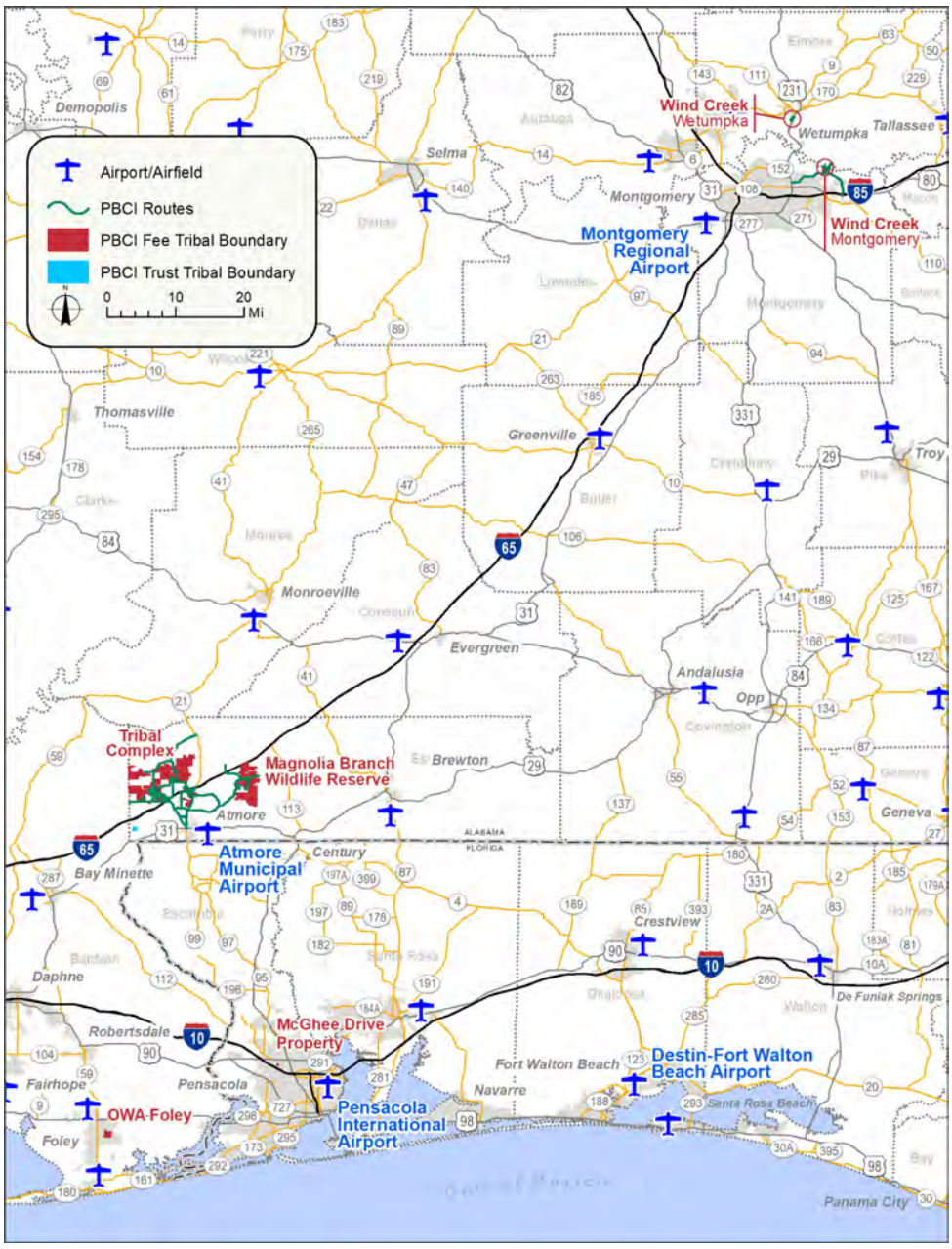


Figure 17: Regional Public Airports

2.4 Scenic Byways

Alabama is home to four nationally designated scenic byways and seven state-designated byways. Three lie near PBCI territories:

- Alabama's Coastal Connection connects Grand Bay near the Mississippi state line, continues south and east along the coast to the Florida state line, then turns north to follow

the east shore of Mobile Bay back to I-10. The route touches the southeast corner of the PBCI territory at Foley.

- The Tensaw Parkway Scenic Byway runs through Baldwin County, from US 90 in Mobile to State Highway 225/59 northwards.
- The Black Belt Nature and Heritage Trail runs east/west through the state, from I-20 at the Mississippi state line then through Demopolis, Selma, Montgomery and Tuskegee to Columbus. It follows I-85 through/east of Montgomery, adjacent to Wares Ferry Road in the PBCI inventory.

2.5 Bicycle and Pedestrian Facilities

The Magnolia Branch Wildlife Reserve contains a host of trails for hiking, canoe/kayak, and equestrian use. Beyond, most of the newer residential streets within the tribal complex contain sidewalks on one or both sides of the street but there are few connections between individual developments. Strava heat maps (**Figure 18**) show some non-motorized users traveling the rural highway network, primarily cyclists.

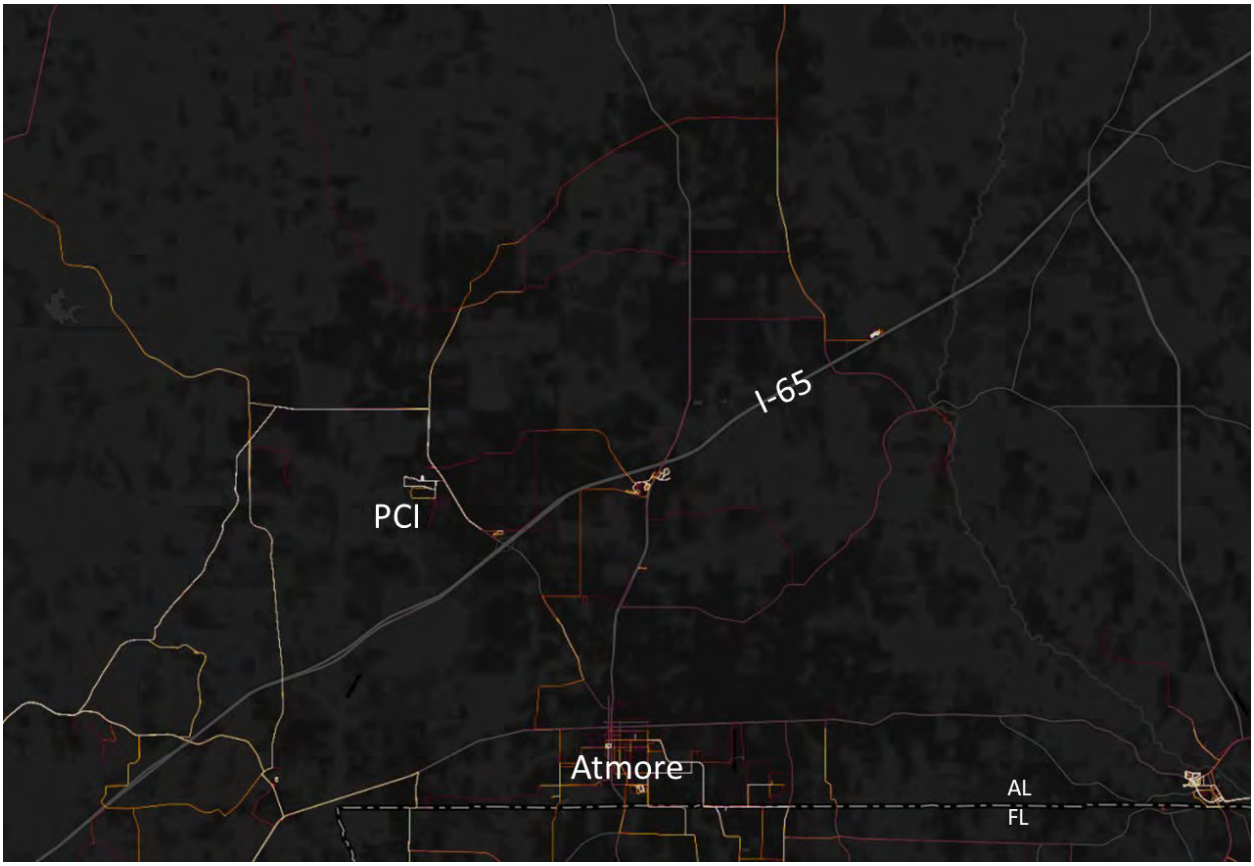


Figure 18: Strava Heat Map for Non-Motorized Roadway Users

SARPC's 2021 Transportation Plan places an emphasis on incorporating bicycle and pedestrian facilities into larger highway projects and developments, encouraging all government entities to consider bike/ped recommendations wherever feasible.

ALDOT maintains a Statewide Bicycle and Pedestrian Plan, updated in 2017, to "establish a vision that supports walking and bicycling as modes of transportation in Alabama... As walking and bicycling have increased across Alabama and the nation, a broad range of policies, plans, guidelines, and standards have been developed to integrate the two modes safely into the overall transportation system. Many of these policies, plans, guidelines, and standards serve as the foundation for the statewide plan and help shape the plan's key recommendations on pedestrian and bicycle safety, access, and economic development." While Atmore/PBCI represent the lowest bicycle demand statewide, the plan identifies priority strategies and recommended actions as summarized in **Table 9**.

Table 9: Summary Table of Priority Strategies and Recommended Action

Priority Strategy	Recommended Action
1. Prioritize Pedestrian and Bicycle Safety Programs and Improvements	a. Develop a Pedestrian and Bicycle Safety Action Plan b. Establish Statewide Pedestrian and Bicycle Safety Goals and Performance Measures c. Incorporate Pedestrian and Bicycle Safety in Project Selection, Planning, and Design Processes d. Provide Technical Training on Pedestrian and Bicycle Facility Planning and Design
2. Increase Access to Walking and Bicycling Facilities for Traditionally Underserved Populations	a. Collaborate on Local Bicycle and Pedestrian Plans in Traditionally Underserved Communities b. Incorporate Pedestrian and Bicycle Access for Traditionally Underserved Populations in Project Selection, Planning, and Design Processes c. Expand Walking and Bicycling Outreach and Education Programs in Traditionally Underserved Communities
3. Improve Connections between Pedestrian and Bicycle Facilities on State Highways and Local Greenway and Shared Use Path Systems as well as to Natural and Scenic Areas	a. Inventory and Map Existing and Planned Greenways, Shared Use Paths, Parks, and Natural Areas b. Utilize Best Practices in Greenway and Shared Use Path Planning and Design c. Collaborate with Public and Private Sector Partners on Economic Development Opportunities Related to Greenway and Shared Use Path Systems

Source: ALDOT 2017 Bike/Ped Plan

Chapter 3 FUTURE CONDITIONS

3.1 Future Development

Based on demographic trends and the current climate of fiscal constraint, the focus of the current administration is primarily on asset management. Conversations with Tribal Council members noted several planned growth opportunities:

- A new Wicker Pines housing development along Poarch Road is intended for citizens seeking to build a home through the Tribe's TAHO program. The scale of the development is unlikely to substantially influence traffic patterns or increase demands on roadway capacity. The project is currently under design.
- Creek Indian Enterprise Development Authority plans to renovate/upgrade the Creek Travel Plaza, located along Jack Springs Road just north of the I-65 interchange. Current plans reconfigure parking areas, add electric vehicle charging stations, improve connectivity, and increase amenities—including a picnic area and dog park.
- A new meat processing facility is under construction behind the Travel Plaza.
- Electric vehicle charging stations are proposed at the Wind Creek Atmore casino property.
- A new S.A.I.L. center is proposed at Paredes Way/Buford L Rolin Drive.
- EMS distribution warehouse is designed on Jack Springs Road, located at the site of the original fire/police station (since demolished) to store supplies.
- A new apartment complex is proposed, potentially at the corner of Dees Road/Green Road.
- A potential expansion of the PCCC has been discussed, for use as an early learning department or cultural area.
- A long-term care facility to support the needs of the aging population could be valuable though no concepts have been discussed to date.
- There is also a need to expand the availability of senior citizen rental units, either within the Willow Creek subdivision or at a secondary site.

3.2 Future Traffic Estimates

Traffic volumes from traffic counts are used to project future ADTs. The BIA's Department of Transportation has established an annual growth rate of 2% for BIA inventory purposes. Future ADTs may be conservatively computed by multiplying the most current ADT by an annual rate of 2% per year. Most PBCI TTP routes have adequate capacity to handle anticipated future traffic needs.

Chapter 4 TRANSPORTATION NEEDS EVALUATION

4.1 Determine Deficiencies

This *LRTP Update* outlines existing conditions, identifies transportation needs, and presents an integrated set of proposed roadway improvements for the Tribe. Existing conditions data is discussed in more detail in **Chapter 2**, with key inventory deficiencies (poor roadway conditions, roadbeds needing improvement, severe drainage concerns, poor condition bridges) mapped in **Figure 19** and **Figure 20**.

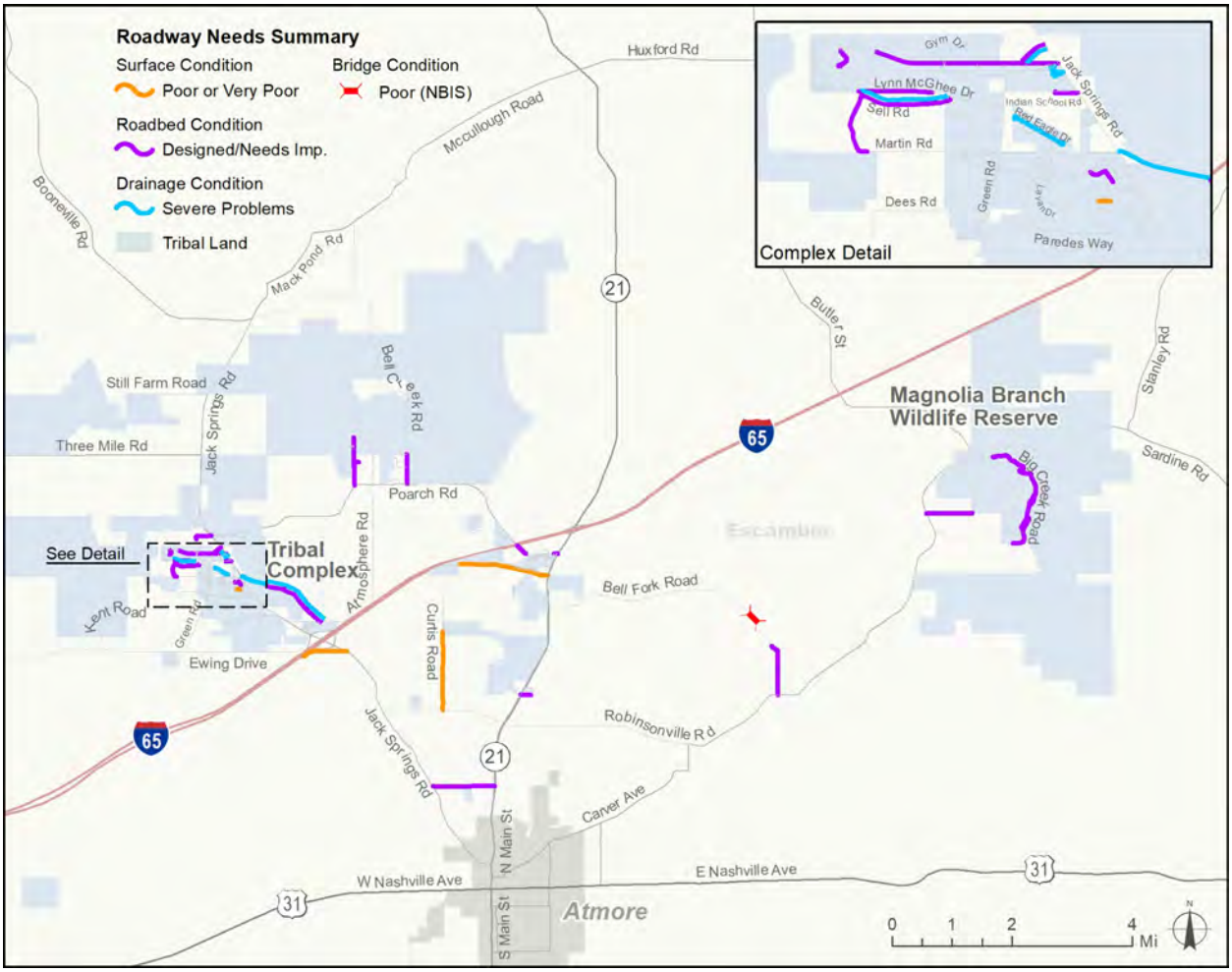


Figure 19: Roadway Needs, Escambia County

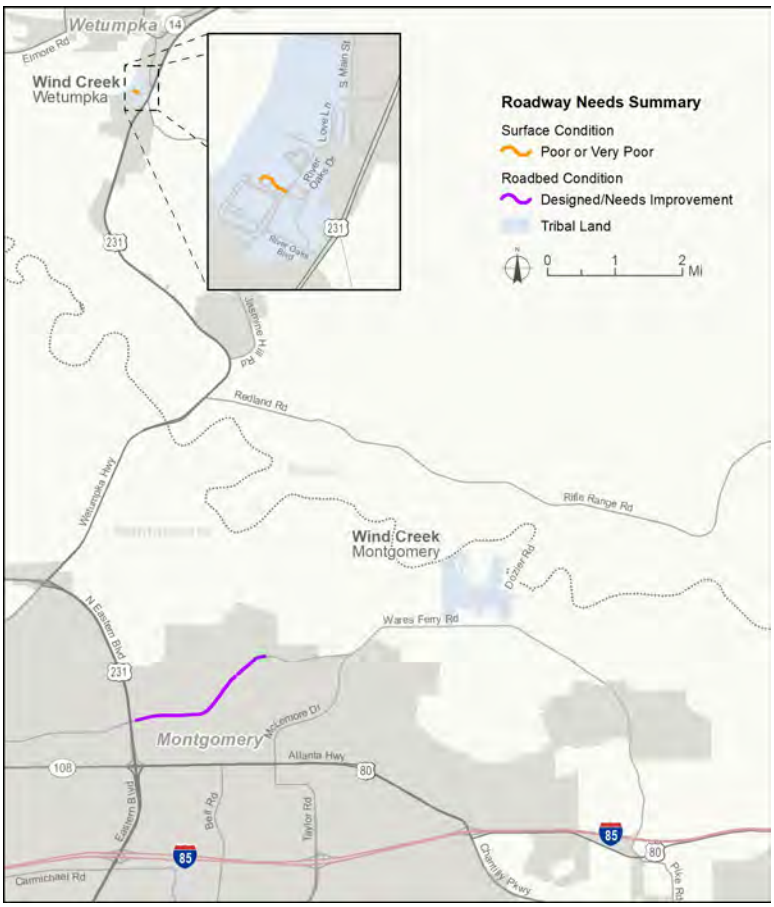


Figure 20: Roadway Needs, North

4.2 Recommendations from Tribal Leaders

Discussions with PBCI leadership during April 2022 identified several future project goals/needs:

- Ongoing highway reconstruction projects as listed in the current TTIP
- Reconstructed access road to Judson Cemetery

4.3 TTP Inventory Updates

There is interest in adding new routes to the TTP Inventory, including McGhee Drive in Pensacola, which serves a PBCI-owned neighborhood and Manac Loop serving the Wicker Pines housing development. In addition, there are three common instances that would trigger the potential to add routes:

- When new lands are purchased which contain existing roadways or other transportation infrastructure.

- As PBCI lands are developed with more intensive land uses, requiring increased access. For example, new roadway links will be constructed as part of the meat processing facility. In this case, roads have not been formally named and/or do not have an alignment yet.

- PBCI currently has a series of unimproved logging routes serving its timber properties. If land use changes in the future, these may warrant inclusion in the Inventory.

4.4 Input from Citizens

In July 2021, PBCI launched an online survey and GIS-based crowdsourcing app to collect public input on transportation needs. **Appendix B** contains a record of the effort.

To gather community input on current transportation needs, PBCI launched a virtual campaign during Summer 2021. An online survey was developed to capture public input on existing transportation needs and priority projects. Submitting the survey directed participants to a GIS-based crowdsourcing app to drop virtual pins where transportation needs should be considered. Participation was promoted via newspaper articles, social media posts, and an ad in the employee newsletter.

The comment period was open June 18 through August 31, 2021. During this period, 181 surveys were completed and there were 71 pins placed on the GIS crowdsourcing app.

As shown in **Figure 21**, improving safety was the top-rated priority with 120 responses, representing 67% of respondents. The next highest rated priorities were supporting economic development (54%), investing in non-highway facilities like sidewalks and bike trails (39%), and improving linkages between homes and businesses.

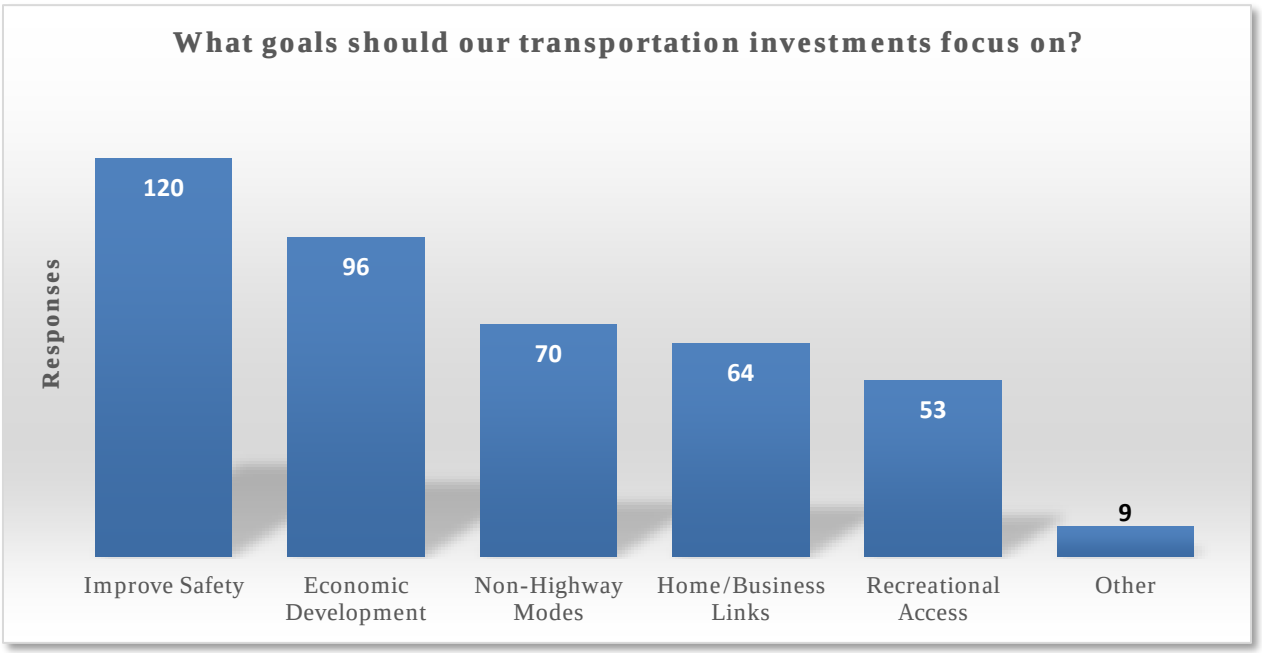


Figure 21: Survey Input on Investment Priorities

Another question asked respondents to rank the importance of different project types: safety, bridges, maintenance, added capacity, sidewalks, transit, and other. Safety and system maintenance were identified as the highest priorities.

Participants were also asked to rank a selection of safety improvement types from most to least important. In **Figure 22** (page 41), the darker bars represent higher rankings while lighter shades represent lower rankings. As shown, drainage has the largest dark bar; it was the highest priority with most survey respondents identifying it as most important. Better lighting followed in a close second place, then signs/signals.

Respondents had two options to provide location-specific needs input: text entries in the survey or dropping a pin in the GIS-based crowdsourcing app. Responses are combined and presented graphically on the following pages. General comments included the following:

- Improve transit/mobility options: add bus stops for tour buses, cab services
- Ensure tribal buildings are accessible by sidewalk
- Improve parking near tribal campus: safety improvements, covered areas, lighting
- Add/improve lighting, especially near I-65 interchanges, and incorporate energy-saving measures
- Add roundabouts/traffic circles
- Increase warning signage at railroad crossings
- Prepare for future traffic increases
- Maintain ditches to improve drainage
- Resurface older routes

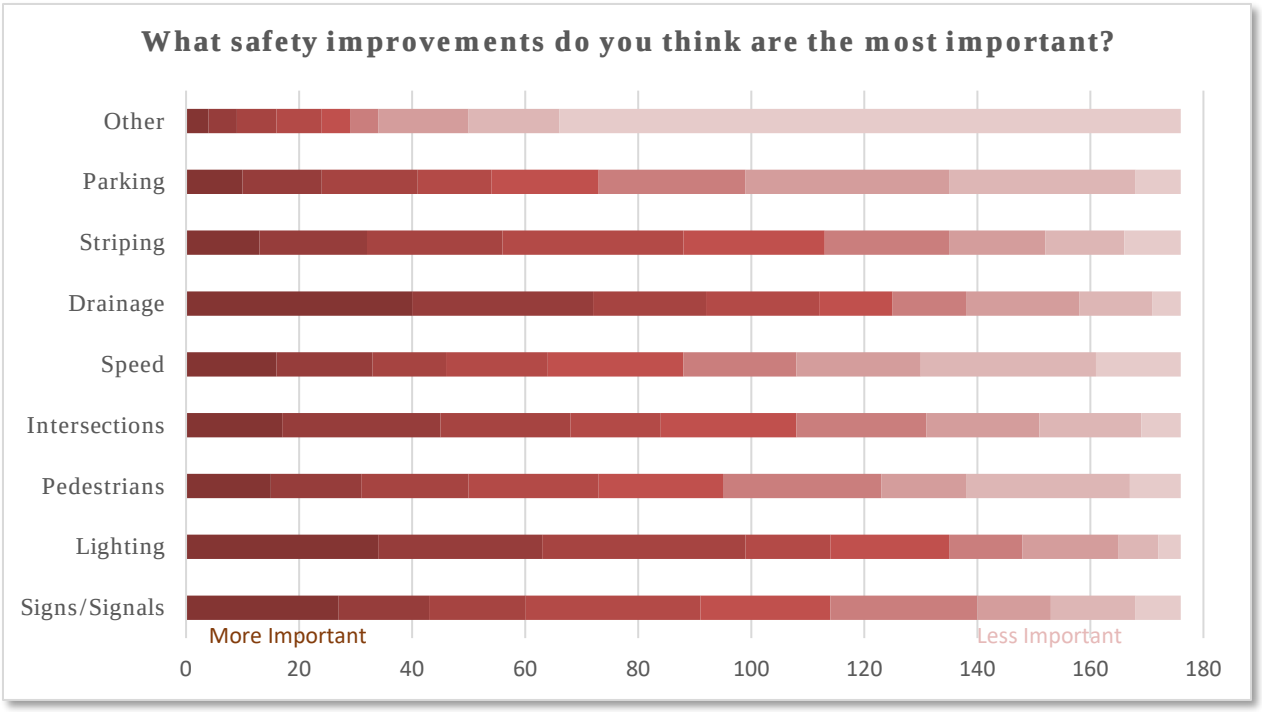


Figure 22: Survey Ranking on Safety Project Types

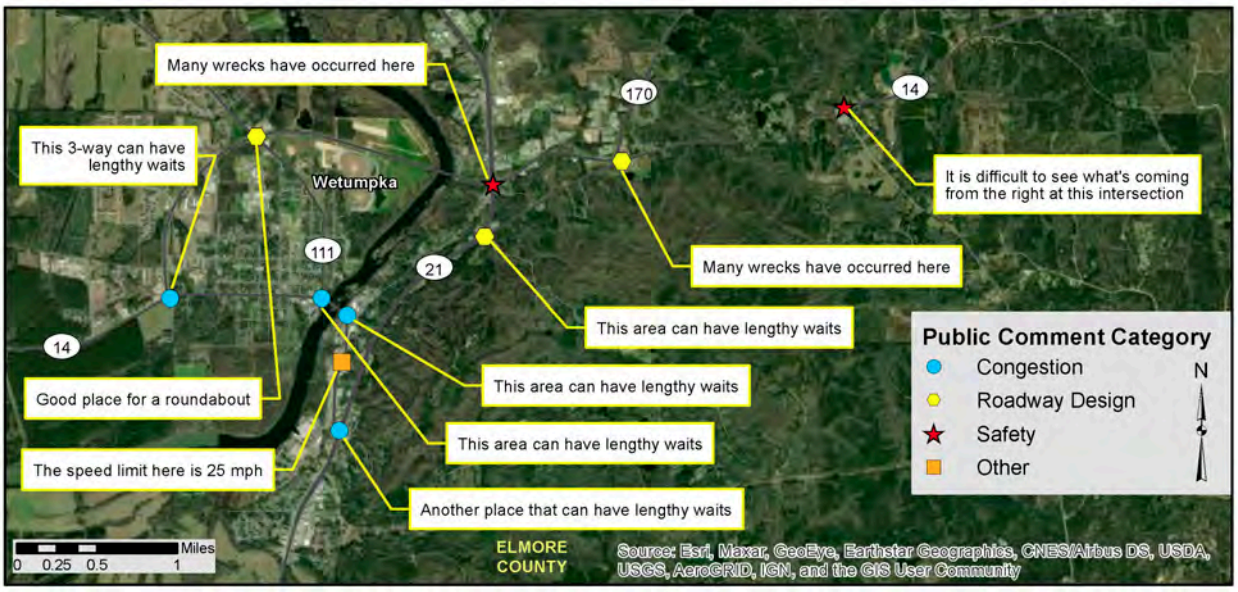


Figure 23: Survey Results on Elmore County Transportation Needs

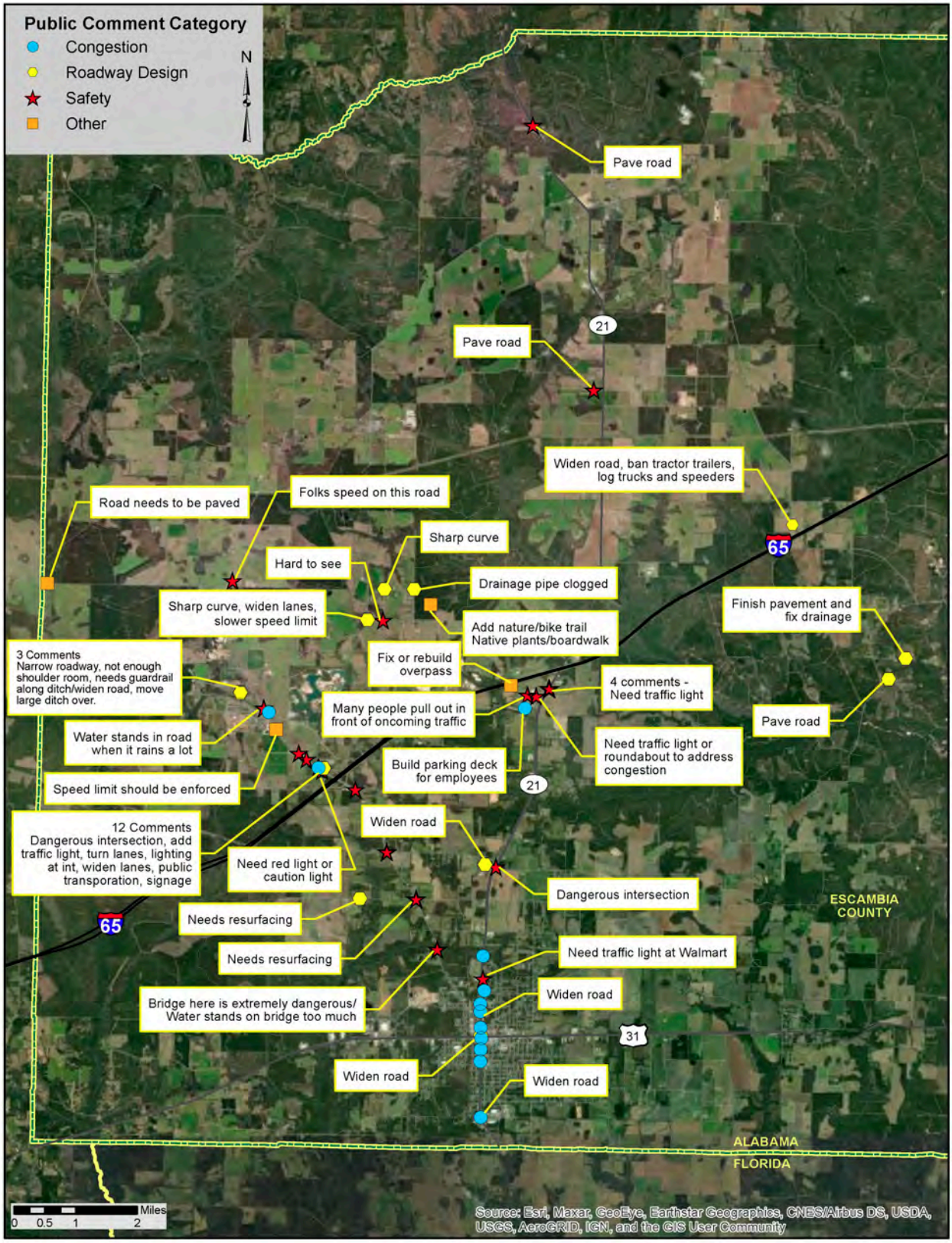


Figure 24: Survey Results on Escambia County Transportation Needs

A public website launched in March 2024 to invite interested parties to review and comment on the draft LRTP. Add details/Apx C.

4.5 2008 LRTP Proposed Projects

The following projects remain as future needs, identified in the previous iteration of the LRTP:

- Trails Master Plan
- Improvements to Jack Springs Road—turn lanes, flashers at fire station driveway, intersection improvements at Poarch Road—that are being addressed as part of an ongoing design project
- Reconstruction project along Judson Road

4.6 TTIP Projects

A Tribal Transportation Improvement Program (TTIP) is a multi-year, financially constrained, list of proposed transportation projects to be implemented during a three- to five-year period on roads within or providing access to Indian trust land. It is developed from a TTIP priority list and must be consistent with a tribe's *Long Range Transportation Plan*. Listed projects must be on a route in the TTP Inventory. The TTIP may contain projects initiated by or developed in cooperation with a tribe, and funded by that tribe and other federal, state, and/or local DOTs.

The Tribe prepares the Tribal TIP and submits it to the FHWA for approval. The FHWA then submits the TTIP to the DOT and area MPO for inclusion in their respective Transportation Improvement Program documents.

Tribal TIPs containing projects eligible for TTP funds must be submitted to the BIA Regional Office for inclusion in the TTP TIP and must contain relevant project information needed by the BIA to enter the project in the TTP TIP. TTP funded projects identified in the Tribal TIP are reviewed by the Regional BIA Office to ensure that they contain sufficient project information to create or update a project in the TTP TIP, and that the projects are within plus or minus 10% (±10) of the Tribe's annual share of TTP funds. Acceptable Tribal TIP projects are included in the TTP TIP unchanged. Tribal TIPs requiring additional project information or that have projects exceeding their annual share are returned to the Tribe for correction and resubmittal.

Table 10 lists project priorities identified in the most recent (FY2024-2027) TTIP:

Table 10: FY 2024-2027 TTIP Priorities

Project	FY 24	FY 25	FY 26	FY 27
Planning	X	X	X	X
Road Maintenance	X	X	X	X
Reconstruct 4030 Fire Station Rd	X			
Reconstruct 4038 Rodeo Ln	X			
Reconstruct 4048 Curtis Rd	X	X	X	X
Reconstruct 4037 Bell Creek Rd	X	X	X	X
Replace 4039 Bell Fork Road Bridge	X	X	X	X

Project	FY 24	FY 25	FY 26	FY 27
Design 4063 Ewing Drive Bridge	X	X	X	
Drainage/safety improvements 4013 Green Rd	X			
Design 4062 Kent Rd	X	X	X	
Reconstruct 4015 Jack Springs Rd	X	X	X	X
Design/construct sidewalks (Various routes)	X	X	X	
EV Charging Station Infrastructure (4105)	X			

4.7 Proposed City, MPO, and State Projects

Other regional planning documents influence transportation and land use in the vicinity:

The 2021 SARPC Transportation Plan update for its Rural Planning Organization identifies Escambia County road and bridge improvement needs in the vicinity.

- Widen County Road 1 (Jack Springs Road) between Highway 21 and Booneville Road (excluding interchange) and make it a state route
- Resurface County Route 27 (Robinsonville Road)
- Roadway improvements to Poarch Road from Jack Springs Road to I-65, including intersection improvements at Poarch Road/Jack Springs Road
- Roadway improvements to Ewing Drive from Jack Springs Road westward
- Roadway improvements to Smith Dairy Road from Jack Springs Road to Highway 21
- Roadway improvements to Three Mile Road, Fire Station Road, Rodeo Lane, Old Uriah Road, Still Farm Road, Bell Creek Road, Curtis Road, Judson Cemetery Road, Gravel Pit Road
- Replace Bell Creek Road bridge over Bell Creek
- Replace Bell Fork Road bridge over Sizemore Creek

Other identified needs include a comprehensive, county-wide Bicycle and Pedestrian Plan and increased transit services with an emphasis on access to specialized medical care.

Chapter 5 TRANSPORTATION IMPROVEMENT PRIORITIES

The proposed list of projects to be included in the LRTP were chosen based on the combination of projects included in the latest TTIP; projects discussed with tribal leaders; roadways with existing deficiencies; and projects identified in the public survey. These proposed projects were reviewed and coordinated with PBCI leadership to identify short, medium, and long-term priorities for implementation.

Completion of transportation improvement projects identified and prioritized are often dependent upon available funding. Conversely, priorities for general maintenance of tribal owned facilities must be prioritized and funded as well.

5.1 Project Ranking

Table 11 summarizes priority transportation projects for implementation over the LRTP's 10-year planning horizon, with locations shown in **Figure 25**.

Table 11: Prioritized List of Long-Term Needs

Priority	Project Description
Short-Term	- Jack Springs Road projects - Fire Station Road Reconstruction - Bell Creek Road Reconstruction - Green Road drainage and safety improvements - Kent Road resurfacing (asphalt) - Routine Highway Maintenance Activities - Transportation Planning Efforts - Responses to Emergencies
Medium	- Rodeo Lane Reconstruction - Curtis Road Bridge replacement and resurfacing - Ewing Drive Bridge replacement - Bell Fork Road Bridge replacement - Assess traffic/safety needs along SR 21/Rivercane Blvd
Long-Term	- Continue sidewalk connections to key PBCI service buildings - Curve at Poarch Road/Switch Road/Aplin Road - Judson Road Reconstruction - Intersection improvements at Poarch Road/Atmosphere Road - 3 Mile Road Construction

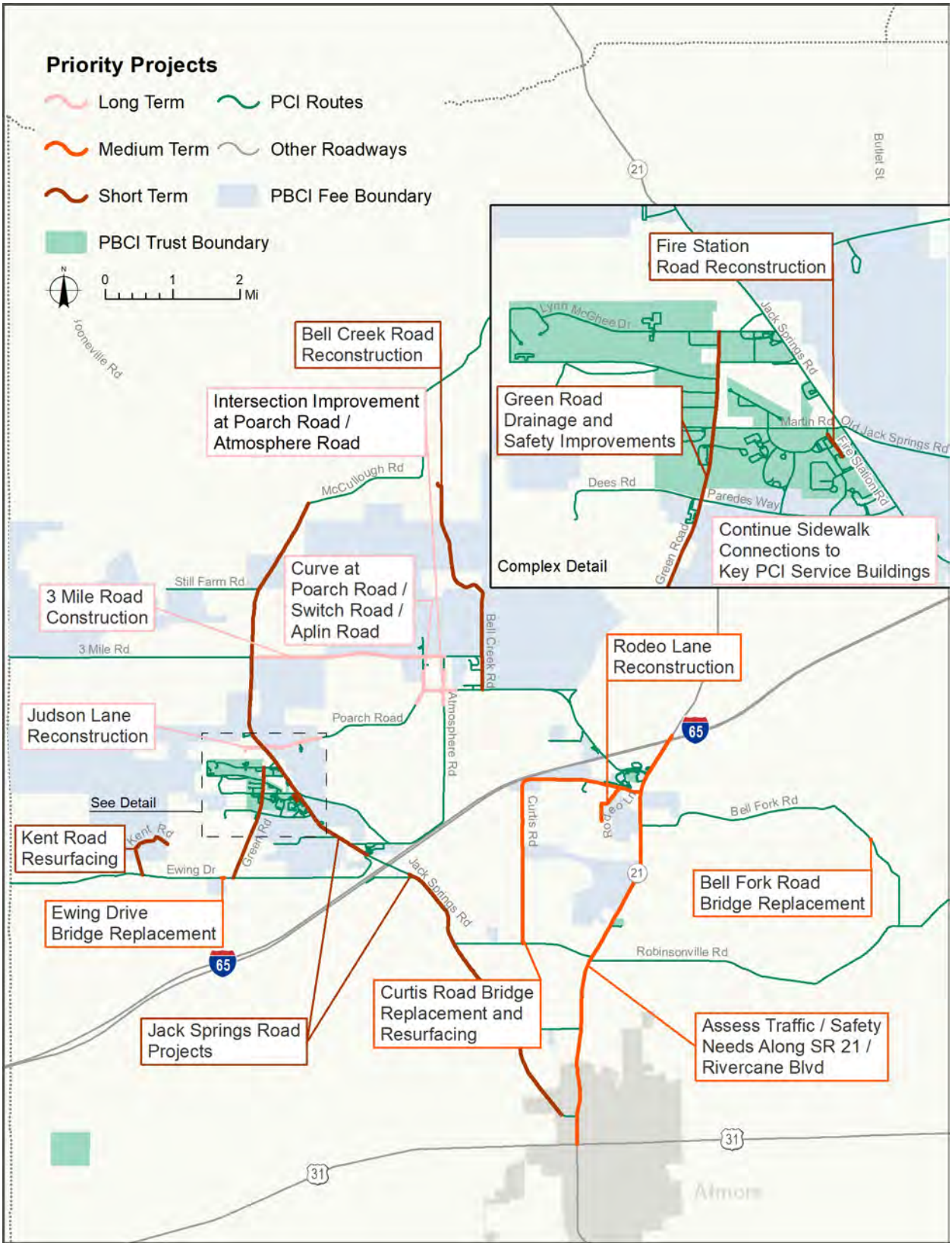


Figure 25: Priority Projects Map

Chapter 6 FUNDING PLAN

6.1 Current Source of Funding

The TTP is a program within the Office of Federal Lands Highway and addresses the transportation needs of tribal governments throughout the United States. The purpose of the TTP is to provide safe and adequate transportation and public road access to and within Indian reservations, Indian lands, and Alaska Native Village communities. One of the main objectives of the TTP is to contribute to the economic development of Indians and Native Americans. Its funding is allocated among tribes through a statutory formula based on tribal population, road mileage, and average tribal shares under the SAFETEA-LU Indian Reservation Road program.

Under the 2022 Infrastructure Investment and Jobs Act (IIJA), also known as the Bipartisan Infrastructure Law (BIL), the TTP and many other federal funding programs have seen substantial increases versus previous funding levels. Initial (fiscal year 2022) BIL funding represents a 15% increase to TTP funds versus 2020 levels, or over $3 billion over the four-year program. Safety funding more than doubled compared to previous levels and a 14-fold increase for dedicated bridge funding. The BIL allocates PBCI's estimated share of the construction and planning funds for fiscal year 2023 is $1.26 million.[1]

The FHWA Office of Planning has developed a 2022 Transportation Funding Opportunities for Tribal Nations[2] guide to assist tribes in finding available sources of funding to support the implementation of transportation projects on tribal lands. Key funding BIL funding programs available are summarized in **Table 12**.

Table 12: BIL Highway/Bridge Funding Programs

Program	FY 22-26 Funding	Purpose
Dedicated Tribal Programs		
Tribal Transportation Program[2]	$3.01 B	Provide safe and adequate transportation and public road access
Tribal High Priority Projects Program	$45 M	Funding for those whose annual allocation of funding received under the TTP is insufficient to complete the highest priority project.
Tribal Transportation Facility Bridge Program/Bridge Formula Program Tribal Bridge Set-aside	$825 M	Replace, rehabilitate, preserve, protect, and construct new bridges.
Tribal Transportation Facility Bridge Program/Bridge Investment Program Tribal Bridge Set-aside	$200 M	Replace, rehabilitate, preserve, protect, and construct new bridges.
Tribal Transportation Program Safety Fund (TTPSF)	$121 M	Prevent and reduce transportation-related injuries and fatalities on Tribal Lands.

[1] Per https://highways.dot.gov/federal-lands/programs-tribal/finance
[2] Online at https://highways.dot.gov/federal-lands/programs-tribal/funding-opportunities

Program	FY 22-26 Funding	Purpose
Tribal Technical Assistance Program (TTAP)	$17.8 M	Transportation training and technical assistance.
Other Programs		
Accelerated Innovation Deployment (AID) Demonstration	$10 M	Provide funding as an incentive to accelerate the deployment and adoption of proven innovative practices and technologies.
Bridge Formula Program (BFP)[2]	$27.5 B	Fund the replacement, rehabilitation, preservation, and construction of highway bridges.
Bridge Investment Program	$12.5 B	Fund the planning and improvement of bridge condition, safety, efficiency, and reliability.
Charging and Fueling Infrastructure[1]	$2.5 B	Support deployment of EV charging infrastructure and hydrogen, propane, and natural gas fueling infrastructure.
Highway Safety Improvement Program (HSIP)[2]	$15.5 B	Reduce traffic fatalities and serious injuries on all public roads.
Infrastructure For Rebuilding America (INFRA)	$7.25 B	Advance multimodal freight and highway projects of national or regional significance that improve the safety, efficiency, and reliability of the system.
Local and Regional Project Assistance (RAISE)	$8.3 B	Fund transportation infrastructure projects with significant local or regional impact.
National Infrastructure Project Assistance "Mega-projects"	$5.0 B	Support multijurisdictional or regional projects of significance that may also cut across multiple modes.
National Scenic Byways	$22 M	Fund improvements that merit national recognition for outstanding scenic, historic, cultural, natural recreational and archeological qualities.
Nationally Significant Federal Lands and Tribal Projects (NSFLTP)	$275 M	Address significant challenges for transportation facilities that serve Federal and tribal lands
Promoting Resilient Operations for Transformative, Efficient, and Cost-Saving Transportation (PROTECT)[1]	$1.4 B	Support resilience improvements.
Reconnecting Communities Pilot	$1.0 B	Restore community connectivity by removing highways that create barriers.
Rural Surface Transportation Grants[1]	$2.0 B	Improve and expand surface transportation infrastructure in rural areas.
Safe Streets and Roads for All[1]	$5.0 B	Support local safety initiatives to prevent transportation-related deaths and serious injuries.
Strengthening Mobility and Revolutionizing Transportation (SMART) Grant Program	$500 M	Fund demonstration projects focused on advanced smart city/community technologies and systems to improve transportation efficiency and safety.
Transportation Alternatives	$7.2 B	Fund a variety of generally smaller-scale transportation projects.
Wildlife Crossing Pilot Program[1]	$350 M	Reduce the number of wildlife-vehicle collisions and improve habitat connectivity.

[1] New program area under BIL; [2] Formulaic distributions rather than competitive

6.2 Other Funding Sources

The TTP funding does not provide the funding necessary to implement the improvements the Tribe needs to maintain its existing transportation infrastructure, let alone make upgrades to meet minimum roadway standards. The Tribe must use other funding mechanisms to offset the monies allocated via the TTP.

Federal Lands Highway Program (FLHP)

The Federal Lands Highway Program (FLHP) responds to the needs of tribal governments by providing a diverse package of funding for projects within and serving federal and Indian lands. These funds can be used as a match for other federally funded projects.

Federal Lands Access Program (FLAP). Provides funds to use to improve transportation facilities that are located on or adjacent to, or that provide access to federal lands. The Access Program supplements state and local resources for public roads, transit systems, and other transportation facilities, with an emphasis on high-use recreation sites and economic generators.

Emergency Relief for Federally Owned Roads (ERFO). Used to assist when roads serving federal and Indian lands are damaged by natural disaster or catastrophic failure from any external cause. The intent is to cover the high cost of returning these roads to their pre-disaster condition. Only federal roads are eligible, which include Indian Reservation Roads.

Federal-Aid Highway Program (FHP)

Surface Transportation Block Grant Program. Provides flexible funding that may be used by States and localities for projects on any Federal-aid highway, bridge projects on any public road, transit capital projects, and intracity and intercity bus terminals and facilities. Certain types of improvements, predominantly safety improvements, may have a federal share of 100%.

Recreational Trails Program. The purpose of this program is to develop and maintain recreational trails and trail-related facilities for non-motorized and motorized uses. It encourages trail development, construction, maintenance, and rehabilitation.

Public Transportation Programs

Public Transportation on Indian Reservations Program. Funding may be used for capital, operating, planning, and administrative expenses for public transit projects that meet the growing needs of rural tribal communities. Examples of eligible activities include: capital projects; operating costs of equipment and facilities for use in public transportation; and the acquisition of public transportation services, including service agreements with private providers of public transportation services.

Enhanced Mobility of Seniors and Individuals with Disabilities (5310). This program provides funding for the purpose of assisting private nonprofit groups in meeting the

transportation needs of older adults and people with disabilities when the transportation service provided is unavailable, insufficient, or inappropriate to meeting those needs.

Formula Grants for Rural Areas (5311). Provides capital, planning, and operating assistance to support public transportation in rural areas, where many residents often rely on public transit to reach their destinations. Eligible activities include planning, capital, operating, job access and reverse commute projects, and the acquisition of public transportation services.

Grants for Buses and Bus Facilities Formula (5339[a]). This program provides funding to replace, rehabilitate and purchase buses and related equipment and to construct bus-related facilities.

Rivers, Trails, and Conservation Assistance Program

The purpose of the Rivers, Trails, and Conservation Assistance program is to implement the resource conservation and outdoor recreation objectives of the National Park Service in communities across America. The intent is to create local, regional, and state networks of parks, rivers, trails, greenways, and open spaces by collaborating with community partners in every State. This program provides advisory services and counseling.

6.2.2 Potential Financing Options

Project finance refers to techniques and tools used to supplement traditional transportation financing methods, which can expedite the delivery of the government's transportation projects. Project finance typically entails borrowing money, either through bonds, loans, or other financing mechanisms. In many instances, using project finance tools requires the development of new revenue streams to pay back bonds or loans issued to support the project.

Public Private Partnerships or "P3's" are contractual agreements formed between a public agency and private sector entity that allow for greater private sector participation in the delivery of transportation projects. P3s are being more widely used in the development of transportation improvements. Early involvement of the private sector can bring creativity, efficiency, and capital to address transportation problems facing State and local governments.

A **Grant Anticipation Revenue Vehicle** or "GARVEE" is a debt financing instrument authorized to receive Federal reimbursement of debt service and related financing costs. Instead of reimbursing construction costs as they are incurred, the reimbursement of GARVEE project costs occurs when debt service is due.

Chapter 7 NEW POLICIES

A *Long Range Transportation Plan* should be a living document that is updated every five years to ensure the plan reflects changes in projected federal, state, and tribal funding; major improvement studies; tribal goals, vision and mission for its transportation facilities; projects or corridor justification studies; and environmental impact studies.

The following steps suggest a policy/process to amend the LRTP. The types of changes to the LRTP could include, but are not limited to, changes in the project priority list or in funding sources. The amendment process is illustrated in **Figure 26** and is described in detail below.

Figure 26: Flowchart for Amendment Process

Step 1: Department of Transportation staff seeks public input and makes recommendations via a Tribal Resolution to the Department for action.

Step 2: The recommendation is reviewed by the departments for compliance with the Tribe's vision.

Step 3: After departmental reviews, the recommendation undergoes legal review to ensure the amendment does not contain stipulations that the Tribe cannot commit.

Step 4: Staff develops a project summary and presents to the Tribal Council.

Step 5: The Tribal Council approves or denies the recommendation.

This proposal would provide the Tribal Council final approval, given supporting documentation.

The Tribal Transportation Planner must use the LRTP prioritized list of projects to develop a financial plan for projects to be included in the TTIP. As the LRTP evolves, the priority list will need to be reviewed and adjusted; therefore, the financial plan must also be revised. Therefore, in addition to approving LRTP projects and amendments, the process described above can also be used to govern the management of transportation funds.

Chapter 8 PLAN IMPLEMENTATION

This *LRTP Update* presents the results of an update completed in 2023. It reflects the existing and future transportation needs of the PBCI based on the anticipated development of tribal lands and population growth. It is recommended that the PBCI Tribal Council adopt this plan and use it as the basis for programming and budgeting road construction funds.

8.1 Provide Plan for Executing Short- and Long-Term Improvements

This *LRTP Update* provides a plan to improve the TTP network over the next 20 years. Implementation will occur over time and strategies should be in place to determine the appropriate timing of these projects. It is recommended to implement low-cost, safety-related projects in the short term in an effort to make an immediate impact to safety of the roads. Improvements identified in the TTIP should also be prioritized because funding is already programmed for these projects. Roadway rehabilitation projects will occur over the long term due to the high cost of these types of projects and the coordination that must take place between the Tribal Government and the State DOT.

8.2 Monitoring Progress

The LRTP should be monitored on an annual basis and updated every five years to keep up with changes in the PBCI's development or funding sources that may warrant a change in the project listing and/or change a project's priority. This review need not result in a complete overhaul of the LRTP; however, conditions should be assessed to ensure the proposed projects are on track to meet the needs of the community. The five-year update process should include obtaining public input, preparing new or revising goals and objectives, and analyzing the existing roadway network conditions. **Figure 27** illustrates the monitoring/review process.

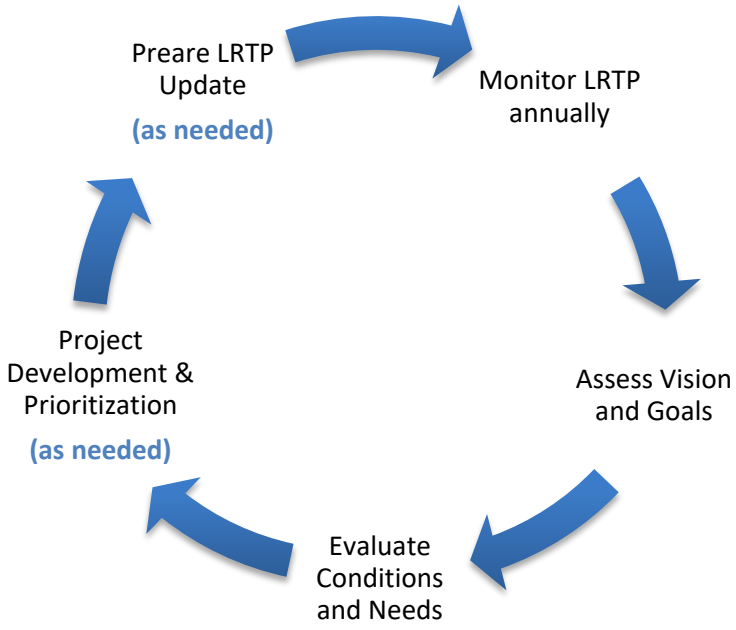


Figure 27: LRTP Monitoring and Review Cycle