

# SENECA NATION



2021

Long Range  
Transportation Plan

## Table of Contents

|  |    |  |    |
|--|----|--|----|
| 1. INTRODUCTION.....                     | 1  | 5.1. Design Policies and Procedures .....    | 53 |
| 1.1. Regional Context .....              | 1  | 5.2. Current TTIP Projects .....             | 54 |
| 1.2. LRTP Organization .....             | 6  | 5.3. Safety Initiatives from 2019 Plan ..... | 55 |
| 2. LRTP GOALS.....                       | 7  | 5.4. Other Highway Needs .....               | 58 |
| 2.1. Vision .....                        | 7  | 5.5. Transit Needs .....                     | 63 |
| 2.2. Goals.....                          | 7  | 5.6. Pedestrian & Trail Needs.....           | 64 |
| 2.3. Planning for Climate Change .....   | 9  | 5.7. Rail Services and Facilities.....       | 69 |
| 2.4. Complete Street Philosophy .....    | 9  | 5.8. Maintenance Needs .....                 | 70 |
| 3. WHO ARE WE?.....                      | 10 | 6. PRIORITIES & FUNDING .....                | 71 |
| 3.1. SNI History .....                   | 10 | 6.1. Priorities for Implementation .....     | 71 |
| 3.2. Population Demographics.....        | 12 | 6.2. Community Perspectives .....            | 71 |
| 3.3. Land Use .....                      | 15 | 6.3. Funding Sources .....                   | 74 |
| 3.4. Plans for the Future.....           | 23 | 6.4. Next Steps .....                        | 77 |
| 3.5. Government.....                     | 27 |  |    |
| 4. EXISTING TRANSPORTATION SYSTEM .....  | 30 |  |    |
| 4.1. Regional Context: Highways.....     | 30 |  |    |
| 4.2. Regional Context: Other Modes ..... | 33 |  |    |
| 4.3. Current Highway Inventory .....     | 41 |  |    |
| 4.4. Current Bridge Inventory .....      | 51 |  |    |
| 4.5. Other Inventories.....              | 52 |  |    |
| 5. TRANSPORTATION NEEDS .....            | 53 |  |    |

## Tables

|   |    |
|---|----|
| Table 1: Population Projections .....                       | 12 |
| Table 2: Poverty and Income Metrics.....                    | 12 |
| Table 3: Employment Metrics.....                            | 14 |
| Table 4: Owner-Occupied Housing Unit Values by Quartile ... | 15 |
| Table 5: Transportation Safety Plan Emphasis Areas & Goals  | 48 |
| Table 6: NTTFI Bridges by Territory.....                    | 51 |

## Figures

|   |    |   |    |
|---|----|---|----|
| Figure 1: Location of SN Territories .....                                    | 2  | Figure 27: 2014-2018 ITSMR Crash Factors, Cattaraugus Territory .....                                       | 49 |
| Figure 2: Communities within Allegany Territory .....                         | 4  | Figure 28: 2014-2018 ITSMR Crash Factors, Allegany Territory.....   | 50 |
| Figure 3: Communities within Cattaraugus Territory .....                      | 5  | Figure 29: Route 438 Safety Corridor.....   | 55 |
| Figure 4: Seven Generations Principle .....                                   | 7  | Figure 30: Route 417 Safety Corridor, Salamanca .....   | 56 |
| Figure 5: LRTP Goals.....   | 8  | Figure 31: Option 1 for Seneca Allegany Boulevard Extension from 2008 Study .....                           | 60 |
| Figure 6: Distribution of Enrolled Members throughout USA....                 | 13 | Figure 32: Open and Proposed Trails, central Allegany Territory .....                                       | 66 |
| Figure 7: Poverty Versus Education.....                                       | 14 | Figure 33: Open and Proposed Trails, western Allegany Territory .....                                       | 67 |
| Figure 8: Allegany Territory Land Use .....                                   | 16 | Figure 34: Southern Tier Trail Concept with Allegany Territory (orange) and Salamanca (purple) Insets ..... | 68 |
| Figure 9: Cattaraugus Territory Land Use .....                                | 19 | Figure 35: One Region Forward Future Vision .....   | 72 |
| Figure 10: Oil Spring Territory Map .....                                     | 21 | Figure 36: Transportation Priorities per 2014 Survey .....  | 73 |
| Figure 11: Niagara Falls Territory Map .....                                  | 22 | Figure 37: Amendment Steps .....  | 77 |
| Figure 12: CEDS Strategic Direction Goals .....                               | 23 | Figure 38: LRTP Monitoring and Review Cycle .....   | 79 |
| Figure 13: Buffalo Creek Territory Map.....                                   | 24 |   |    |
| Figure 14: Functional Classification of Highways, Allegany.....               | 31 |   |    |
| Figure 15: Functional Classification of Highways, Cattaraugus Territory ..... | 32 |   |    |
| Figure 16: Regional Transit Routes.....                                       | 35 |   |    |
| Figure 17: Cattaraugus County Trails.....                                     | 37 |   |    |
| Figure 18: Cattaraugus Territory Trails.....                                  | 38 |   |    |
| Figure 19: Regional Airports.....   | 39 |   |    |
| Figure 20: Regional Rail Infrastructure, per NYSDOT 2019....                  | 40 |   |    |
| Figure 21: Maintenance Responsibility by Territory .....                      | 41 |   |    |
| Figure 22: BIA Functional Classification.....                                 | 43 |   |    |
| Figure 23: Breakdown of Surface Type by Territory.....                        | 45 |   |    |
| Figure 24: Breakdown of Roadbed Condition by Territory.....                   | 45 |   |    |
| Figure 25: Breakdown of Maintenance Level by Territory .....                  | 46 |   |    |
| Figure 26: Breakdown of Drainage Condition by Territory.....                  | 46 |   |    |

## Appendices

- A. 25 CFR 170 Design Best Practices
- B. SNI Transportation Policies
- C. GIS Disclaimer
- D. Bridge Maps
- E. Proposed STS Circulators

## Acronyms

|        |  |
|--------|--|
| BIA    | Bureau of Indian Affairs                             |
| CARTS  | Chautauqua Area Transit System                       |
| CEDS   | Comprehensive Economic Development Strategy          |
| CFR    | Code of Federal Regulations                          |
| DPW    | Department of Public Works                           |
| FARS   | Fatality Analysis Reporting System                   |
| IRR    | Indian Reservation Roads                             |
| ITS    | Intelligent Transportation Systems                   |
| ITSMR  | Institute for Traffic Safety Management and Research |
| LRTP   | Long Range Transportation Plan                       |
| MPO    | Metropolitan Planning Organization                   |
| NFTA   | Niagara Frontier Transportation Authority            |
| NTTFI  | National Tribal Transportation Facility Index        |
| NYSDOT | NY State Department of Transportation                |
| OATS   | Olean Area Transit System                            |
| RIFDS  | Road Inventory Field Data System                     |
| SCI    | Surface Condition Index                              |
| SN     | Seneca Nation  |
| SNDOT  | Seneca Nation Department of Transportation           |
| STE    | Southern Tier Expressway                             |
| STIP   | Statewide Transportation Improvement Program         |
| STS    | Seneca Transit System                                |
| TERO   | Tribal Employment Rights Office                      |
| THPO   | Tribal Historic Preservation Office                  |
| TTIP   | Tribal Transportation Improvement Program            |
| TTP    | Tribal Transportation Plan                           |
| vpd    | Vehicles per Day                                     |



## EXECUTIVE SUMMARY

This **2021 Long Range Transportation Plan (LRTP) update** for the Seneca Nation (SN) is intended to define its multimodal transportation vision over the next 20+ years. The LRTP defines a set of goals to provide funding guidance to improve the Nation's transportation system and target funding towards priorities that are needed most. The LRTP also identifies short- and long-range transportation improvement strategies that will address current and future transportation needs.

This plan addresses all five Nation territories: Allegany, Cattaraugus, Oil Spring, Buffalo Creek, and Niagara. However, the bulk of discussions focus on the Allegany and Cattaraugus Territories as these are the largest, serve the most Senecas, and contain the Nation's transportation inventory.

### Chapter 2: Vision and Goals

A strong transportation system is fundamental to many things SN values: a vibrant economy with job opportunities, a clean environment, safe and livable communities, and healthy people. A highly functional, multimodal transportation system helps workers get to their jobs, moves goods to market, connects shoppers to stores, links people to their family and friends, and allows members and visitors alike to enjoy the region's scenic and recreational opportunities.

An overarching vision describes how SN sees its transportation system, today and moving forward through the coming decades:

SN shall encompass a transportation system that balances its rich culture and heritage with modern, high quality features: a system that is Safe, Sustainable, and Accessible for all who live, work, play, and travel throughout the Nation.



To support these objectives, SN formed a climate change task force in 2020 to assess weaknesses and develop adaptation strategies forward. The Nation is also committed to employing a Complete Streets design policy to ensure all transportation corridors provide safe spaces for all users.

### Chapter 3: Who We Are

The next part of the plan looks at the Nation's identity as a community: our history, population demographics, current and future land use, and governmental structure. Understanding this regional profile provides a comprehensive planning framework for interpreting community needs, trip destinations, accessibility, and tourism, within a cohesive transportation network.

#### Demographics

As of September 2020, there are 8,469 enrolled SN members:

- 1,733 members within the Allegany Territory,
- 2,659 within the Cattaraugus Territory, and
- 4,077 dispersed throughout New York and other states.

Per the Nation's 2019 Comprehensive Economic Development Strategy (CEDS), "unemployment and poverty remain significant barriers to the economic health of the Seneca Nation and surrounding regions. Residents continue to experience unemployment and poverty rates significantly greater than the counties surrounding the Allegany and Cattaraugus Territories, New York State, and the United States as a whole."

#### Land Use

Land use patterns directly impact the regional transportation system and facilities. Simultaneously, transportation accessibility defines how adjacent land uses develop. This correlation means that transportation investment decisions must be coupled with land use policies and programs to be successful.

- At 48.7 square miles, the **Allegany Territory** is largest territory and a crossroads for major transportation corridors including US 219 (Pittsburg-Buffalo Highway) and the Southern Tier Expressway (STE, Route 17). The territory encompasses primarily a rural setting, with medium development densities in the City of Salamanca. Most of the developed land is used for residential and commercial purposes.
- The **Cattaraugus Territory** is the other primary residential territory, covering 34.4 square miles along Route 438 and Cattaraugus Creek between the cities of Irving and Gowanda. Major transportation corridors including I-90 (NY State Thruway) and US 20 run through its western edge. Most of the developed land is used for residential and community service purposes.
- The **Oil Spring, Niagara Falls, and Buffalo Creek** properties are smaller, each home to gaming facilities. While Oil Spring is more rural, the other two are within urban settings.

For the past few decades, industry on SN territories revolved almost exclusively around retail cigarette and gasoline operations. More recently, the Nation's focus has been to grow and diversify its economy to advance economic sovereignty and stimulate industrial, commercial, and residential growth on its territories. The CEDS identifies a number of future development plans to consider when discussing the shape of the Nation's future transportation system. The focus is on increased housing and promoting recreational opportunities to attract tourism.

#### Chapter 4: Existing Transportation System

Western New York State is home to tremendous transportation infrastructure—including highways, waterways, railroads, airports, and more. This chapter includes an inventory by mode, followed by an in-depth look at key metrics tracked for the National Tribal Transportation Facility Inventory.



SN has excellent highway access to, from, and through its territories: Southern Tier Expressway, US 219, Route 417, NY State Thruway, US 20, State Route 5, Route 438, and more.

As of July 2020, SN lists over 230 miles of roadway in their inventory database. The Allegany Territory includes 195 routes, totaling 151.3 miles. The Cattaraugus Territory includes 77 routes, totaling 81.3 miles. All roadways on Nation territories are owned by the Nation though maintenance responsibilities are divided amongst several entities. There are 46 bridges within SN

territories; six are rated in poor condition as of their latest inspection.

In addition to Seneca Transit, a host of other entities provide public transit links through the region: OATS, NFTA, Access Allegany, CARTS, Coach USA, Amtrak, and Greyhound. Efforts to integrate services are underway. Numerous other companies provide additional mobility solutions: paratransit, ridesharing, car-sharing, bike-sharing, taxi, etc.



An extensive trail network serves the area, spreading into other regions and other states. Cattaraugus County has more designated trails than almost every other county in New York.

Surrounding the Allegany Territory, the Finger Lakes Trail/North Country Trail, Pat McGee Trail, and Pennsy Trail provide regional hiking routes with several converging in Jimersontown near the casino. In addition to traditional walking/biking paths, regional activities have been taking place to develop the Allegany River as a blueway trail.

Southwestern New York State is serviced by four general aviation airports—plus Buffalo Niagara, Niagara Falls, and Erie International Airports providing passenger services.



Railroad infrastructure is also entrenched in the region: two Class I Railroads—Norfolk-Southern and CSX—and three Class III short-line operators.

The Port of Buffalo is a large intermodal port on Lake Erie, a major factor in the region's freight economy.

### Safety-focus

SN completed a *Transportation Safety Plan* in 2019 to assist leadership in making proactive decisions for improving safety conditions. The plan identified nine emphasis areas: data collection, intersections, impaired/distracted driving, pedestrians and vulnerable users, ATVs/snowmobiles/motorcycles, roadway departures, wildlife collisions, weather-related crashes, and safety education.

## Chapter 5: Transportation Needs

This chapter describes the identification of transportation needs within the SN system—pulling data from substandard geometric designs, high crash concerns, recently completed studies, regional planning efforts, public input, etc. Needs are listed by mode, intended to provide a foundation for prioritization and community input. **Table ES-1** summarizes the identified projects.

**Table ES-1: Identified Project Concepts**

| Identified Project Concepts                         |
|---|
| <b>Highway Needs: Allegany</b>                      |
| Route 417/Broad Street Corridor Safety Improvements |
| Hoy Street Roundabout                               |
| US 219 at Kill Buck                                 |
| RC Hoag Drive Roundabout                            |
| Community Center Parking Lot                        |
| Main Street Intersection with Route 417             |

|  |
|--|
| <b>Identified Project Concepts</b>                           |
| Depot Road Intersection with Route 417                       |
| Seneca Museum Entrance                                       |
| Route 219 Expansion  |
| State Park Ave Reconstruction/Seneca Allegany Blvd Extension |
| <b>Highway Needs: Cattaraugus</b>                            |
| Route 438 Corridor Safety Improvements                       |
| Route 438/Versailles Plank Road Intersection Reconstruction  |
| Old Lakeshore Road/Lucky Layne Intersection with Route 5     |
| Cayuga Road Rehabilitation                                   |
| Woodchuck Road & Hare Road Reconstruction                    |
| Buffalo Road Widening  |
| <b>Highway: Nation-wide Initiatives</b>                      |
| Improved Lighting  |
| Dual Language Signage  |
| Roundabouts  |
| Community Safety Education and Awareness Programs            |
| Clear Zones  |
| Tolling  |
| <b>Bridge Needs</b>  |
| 4 NYSDOT Bridge/Culvert Replacements                         |
| Old Route 17/Redhouse Road Bridge                            |
| Cotton Rd/Vandalia Bridge                                    |
| Bucktown Bridge Replacement                                  |
| Salamanca Main Street Bridge Replacement                     |
| <b>Transit Needs</b>   |
| Transit Center in the Irving Area                            |
| Buffalo Road Bus Garage                                      |
| New STS Circulator Routes                                    |

| Identified Project Concepts             |
|---|
| Bus Storage Facility at Highbanks       |
| 8 Bus Shelters                          |
| Pedestrian/Trail Needs                  |
| Connections in Salamanca                |
| Crosswalks at Cattaraugus Elders Center |
| Jimersontown pedestrian amenities       |
| Rails-to-Trails along Allegany River    |
| Jimersontown link to the State Park     |
| Regional Snowmobile Connections         |
| Southern Tier Trail                     |
| Allegany River Blueway                  |
| Rail Needs                              |
| Passenger rail excursion train          |

## Chapter 6: Transportation Needs

The next section discusses how projects to address these needs are prioritized to focus the investment of limited transportation funds. **Additional information coming soon.**

## 1. INTRODUCTION

This 2021 Long Range Transportation Plan (LRTP) update for the Seneca Nation (SN) is intended to define its multimodal transportation vision over the next 20+ years. The LRTP defines a set of goals to provide funding guidance to improve the Nation's transportation system and target funding towards priorities that are needed most. The LRTP also identifies short- and long-range transportation improvement strategies that will address current and future transportation needs.

Generally, a LRTP describes a strategy and capital improvement program developed to guide the effective investment of federal Tribal Transportation Program (TTP) funds in multimodal transportation facilities. Each 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 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.

### 1.1. Regional Context

Seneca Nation, a federally recognized Native American Tribe, functions as an autonomous and sovereign nation with a total

enrolled population of 8,469 persons. Its land base consists of five non-contiguous territories geographically surrounded by western New York—shown in **Figure 1**—representing over 84 square miles.

- The **Allegany Territory (Ohi:yo')** lies just north of the Pennsylvania border, surrounded by south-central Cattaraugus County within the foothills of the Allegany Mountains. It consists of 30,984 acres, generally stretching along 30 miles of the Allegany River Valley from the Town of Carrollton to the Pennsylvania Border.



SENECA ALLEGANY RESORT & CASINO





Figure 1: Location of SN Territories

- The **Cattaraugus Territory (Ga'dägësgöö')** is approximately 40 miles south of Buffalo, New York—forming the southern limit of the Greater Buffalo Niagara metropolitan planning organization (MPO)—at the boundary of Erie, Chautauqua, and Cattaraugus counties. It consists of 22,013 acres, generally following along 17 miles of Cattaraugus Creek to its confluence with Lake Erie.



ADMINISTRATION BUILDING, CATTARAUGUS TERRITORY

While the Allegany and Cattaraugus territories house most of the Nation's population and administrative functions, three smaller territories round out its holdings:

- The **Oil Spring Territory (Tga:no's)** is located 30 miles east of the Allegany Territory, on the border between Cattaraugus and Allegany counties. It covers one square mile of land including the southern portion of Cuba Lake.

- The 7-acre **Niagara Falls Territory (Josgo'séhdöh)** is surrounded by the City of Niagara Falls, home to a large SN resort casino near the Canadian border.



SENECA NIAGARA RESORT & CASINO

- The 9-acre **Buffalo Creek Territory (Dejohšyogë:h)** is surrounded by downtown Buffalo, home to a gaming facility and associated amenities.

For Seneca members who live off-territory, a satellite office within the City of Buffalo provides an advocacy program and functions as a clerk's office and activities center.

The largest territories are subdivided into smaller community areas, as shown in **Figure 2** and **Figure 3** on the next pages.



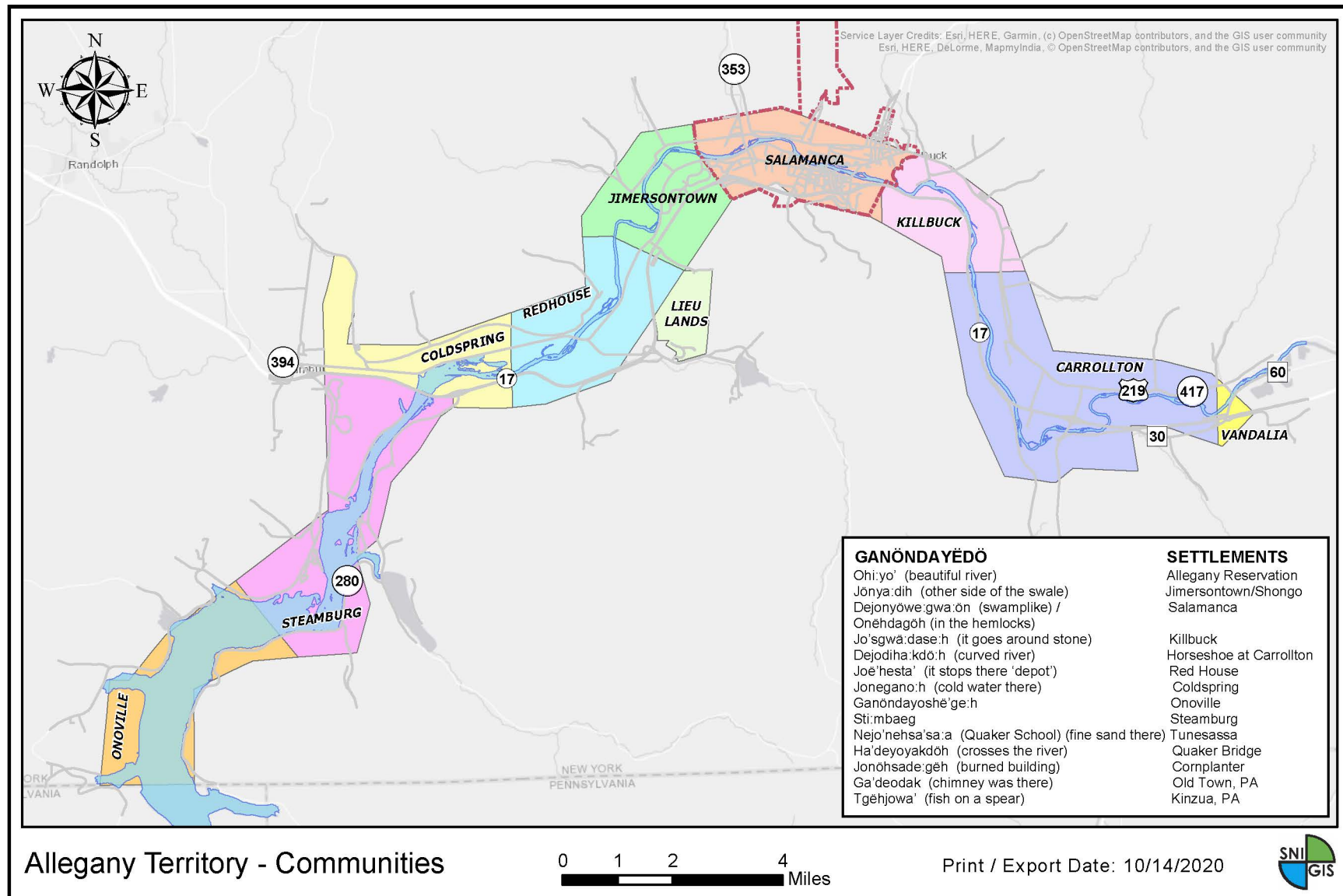


Figure 2: Communities within Allegany Territory

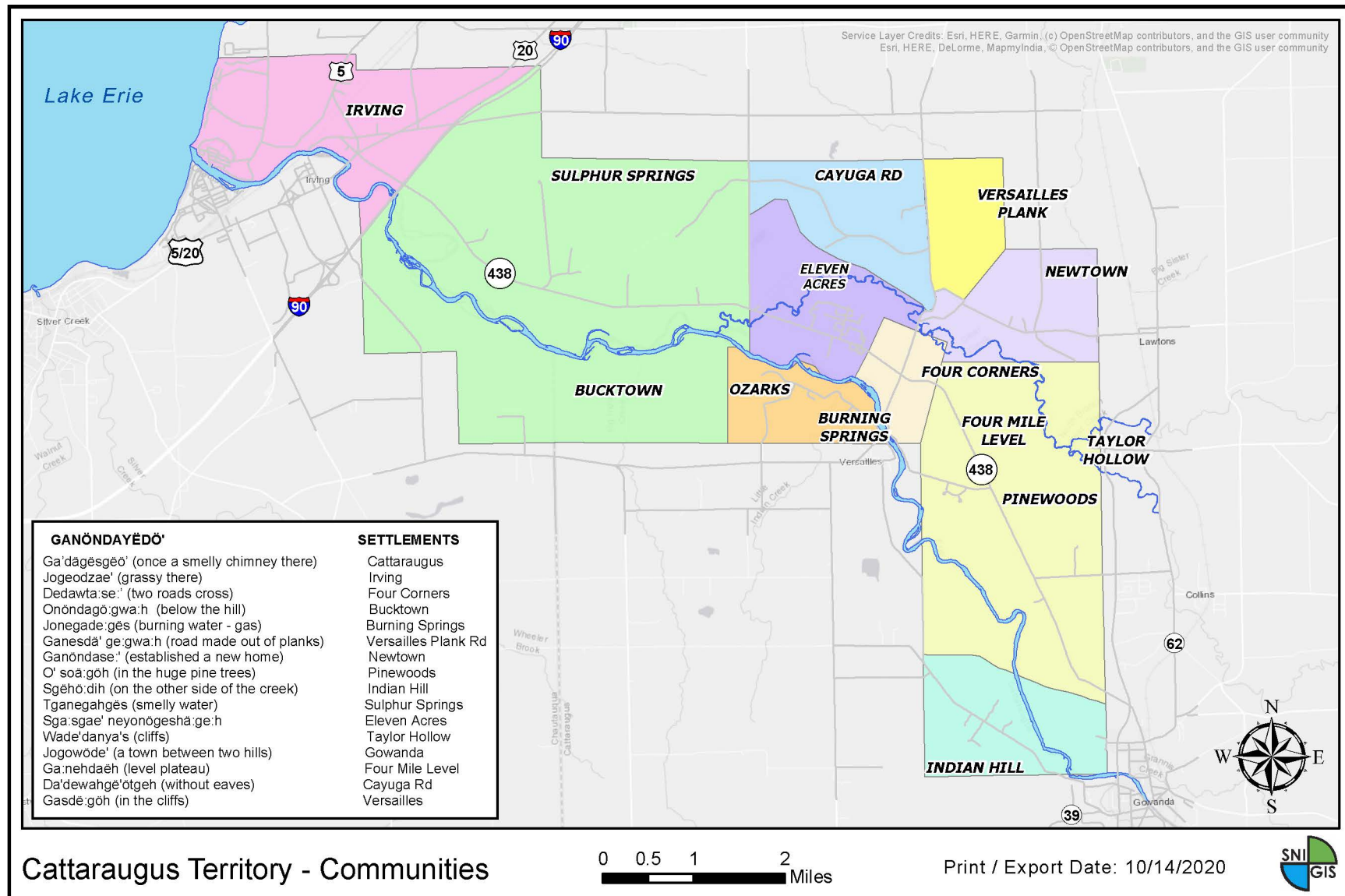


Figure 3: Communities within Cattaraugus Territory

## 1.2. LRTP Organization

The following chapters explore the existing system, identified transportation needs, and implementation priorities. The Plan is organized as follows:

Chapter 1 provides an overview of the SN territories, plus the purpose and organization of this LRTP Update.

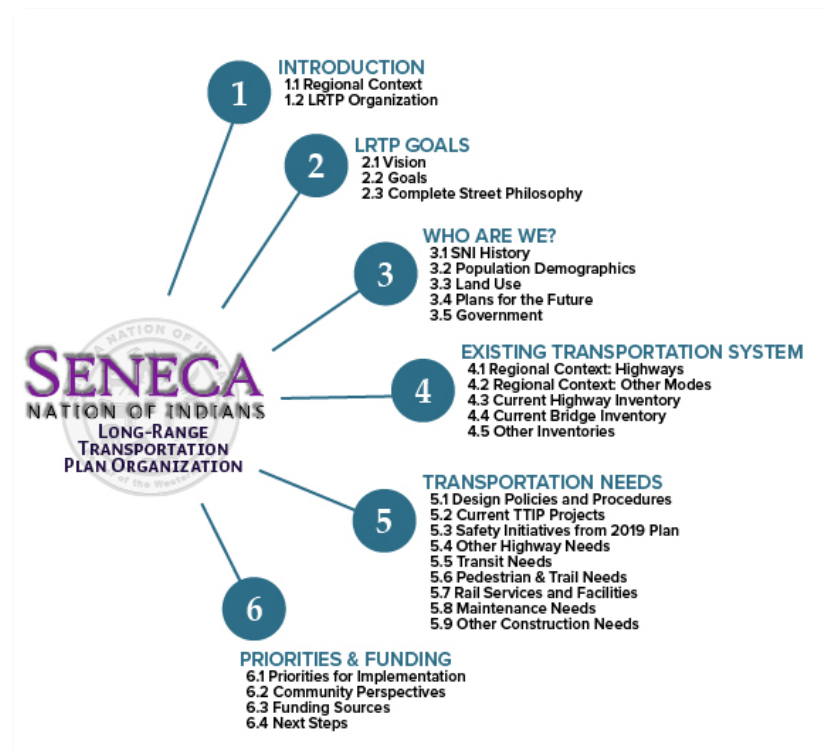
Chapter 2 identifies the overarching vision for the transportation system, today and moving forward over the 20-year horizon for the plan.

Chapter 3 overviews a broad profile of each community, touching on the Nation's history, demographics, land use, future plans, and government structure.

Chapter 4 discusses the existing transportation system, looking at highway, transit, pedestrian, and freight modes. It also includes statistical information about the current highway inventory.

Chapter 5 considers transportation needs—substandard design features, identified safety concerns, bridge condition, transit expansion, improved trail connections, etc. Where available, it integrates recommendations from other recent studies and cites feedback from other SN departments.

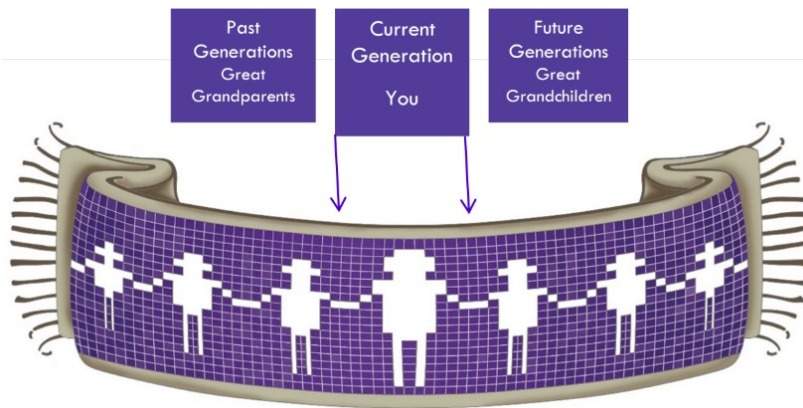
Chapter 6 prioritizes the needs presented in Chapter 5. It also includes a discussion of potential funding sources and next steps for implementation and monitoring until the next LRTP cycle.



LRTP ORGANIZATION

## 2. LRTP GOALS

The fundamental framework for all SN goals and objectives follows the **Seven Generation Principal** of the Haudenosaunee Great Law. The Seven Generation Principal (**Figure 4**) mandates that every decision must consider how every action will affect future generations and how they will honor past ancestors.



**Figure 4: Seven Generations Principle**

The Nation must maintain a clear understanding that every decision made and every action taken has a consequence for something and someone else. As caretakers of the natural environment and all its inhabitants, it is the intrinsic responsibility of every Seneca member—especially elected leaders—to make well planned, conscious, and thought out decisions that maintain a harmonious balance between people and nature.

### 2.1. Vision

A strong transportation system is fundamental to many things SN values: a vibrant economy with job opportunities, a clean environment, safe and livable communities, and healthy people. A highly functional, multimodal transportation system helps workers get to their jobs, moves goods to market, connects shoppers to stores, links people to their family and friends, and allows members and visitors alike to enjoy the region's scenic and recreational opportunities.

Summarized graphically in **Figure 5**, an overarching vision describes how SN sees its transportation system, today and moving forward through the coming decades:

SN shall encompass a transportation system that balances its rich culture and heritage with modern, high quality features: a system that is safe, sustainable, and accessible for all who live, work, play, and travel throughout the Nation.

### 2.2. Goals

Rooted in its rich cultural heritage, three interrelated foundational elements define the Nation's vision for its transportation system: Safety, Sustainability, and Accessibility.

#### Enhance Safety

Each transportation investment, maintenance activity, or other capital project should improve safety for all roadway users to minimize the potential for crashes, especially serious injuries and fatalities. Safety has both reactive and proactive elements:

implementing countermeasures to fix high crash locations and using historic data to understand systemic problems throughout the network.



**Figure 5: LRTP Goals**

### Ensure Accessibility

The regional public transportation system should provide all residents—regardless of their age, income, or special needs—access to employment centers, health care providers, other institutions, commercial areas, recreational assets, and other destinations. To the extent practicable, connections between modes should seamlessly move people and goods between destinations with reliable efficiency.

Accessibility underlies larger benefits for the community—for example, improved quality of life results with increased connections to recreational opportunities and community resources. From an economic perspective, creating connections can also improve visitation and attract niche markets. As an example, designated bike routes may attract cyclists to a territory for group rides, which positively impacts tourism.

### Promote Sustainable Growth

The Nation's transportation system represents a significant investment; every effort should be made to reflect that money spent on the system is meaningful and long-lasting. That is, improvements must be maintained long after they are initially constructed. Conducting proactive maintenance activities is a cost-effective way to save money rather than waiting until full reconstruction is warranted. Needs should be prioritized to maximize the effectiveness of transportation investments to support system maintenance, modernization, and strategic growth.



Alongside the fiscal component, the system's role in supporting community wellbeing represents another facet of sustainability. The transportation network should be intentionally structured to promote quality of life, support economic development and tourism opportunities, and protect the surrounding environment for future generations.

### 2.3. Planning for Climate Change

Communities today face a changing world—a world of warmer temperatures, less predictable weather patterns, and rising sea levels. While impacts vary by location, these and other related effects threaten the reliable delivery of many community services, including transportation.

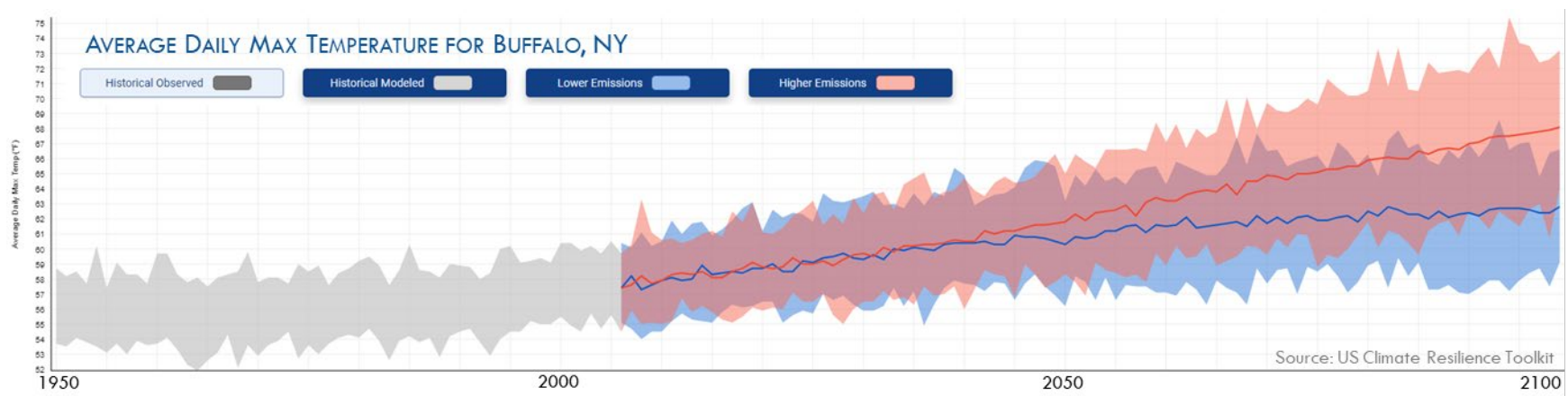
In response, SN formed a task force in 2020 to assess weaknesses and develop adaptation strategies. While this planning effort will continue over the coming years, preliminary considerations include electric buses, green infrastructure like

bioswales for drainage, wildlife corridors/bridges, and electric vehicle charging stations.

### 2.4. Complete Street Philosophy

For roadways, SN is committed to employing a **Complete Streets design policy** to ensure all transportation corridors provide safe spaces for all users. While individual components can vary—sometimes including bike lanes, sidewalks, rider-friendly transit stops, pedestrian refuges, traffic calming measures, etc.—the intent is to design community transportation routes to balance safety and modal choices. Complete Streets support livable communities by improving equity, safety, and public health while reducing transportation costs and traffic woes.

Other policies guide the design of Nation roadways and describe processes for common administrative actions—listed in **Appendices A and B**.



### 3. WHO ARE WE?

The purpose of analyzing the regional socioeconomic profile is to develop a better understanding of the past, present, and future conditions of the community. Analyzing factors like demographics, socioeconomic trends, and employment patterns provides a comprehensive planning framework for interpreting community needs, trip destinations, accessibility, tourism, within a cohesive transportation network. However, we cannot understand our future without understanding our past.

#### 3.1. SNI History

The people of the Seneca Nation live and work on the same lands today that Seneca people have inhabited since time immemorial.

SN is one of the original five member Nations of the **Haudenosaunee** (pronounced hō dee nō shō' nee) or Iroquois Confederacy, five distinct nations that occupied large areas of land in the Northeast US and Southeast Canada including the area that later became known as New York. The original five members are the Mohawk, Oneida, Onondaga, Cayuga, and Seneca Nations; in the early 18th century, the Tuscarora Nation became the sixth member of the Confederacy. As the westernmost of the Six Nations, the Seneca are known as the "Keeper of the Western Door." The original founding of the Confederacy dates to 600 to 1,100 years ago. SN is the second largest tribe of the Six Nations of the Confederacy.

Once occupying vast territory beyond its current political boundaries, the historical Seneca occupied territory throughout the Finger Lakes area in Central New York and in the Genesee Valley in Western New York, living in longhouses on the riversides.



LONGHOUSE, SENECA-IROQUOIS NATIONAL MUSEUM FORMER EXHIBIT

People would hunt, fish, farm, and gather their food. Staples of the Seneca crop and diet were corn, beans, and squash—which are referred to as the Three Sisters, considered to be special gifts from the Creator. Everything that the Seneca historically used in their daily life came from the land or nature: clothing, tools, cooking utensils, crafts, and other materials.

The early history of the Senecas was one of great achievements (e.g., forming an important strategic alliance with the other

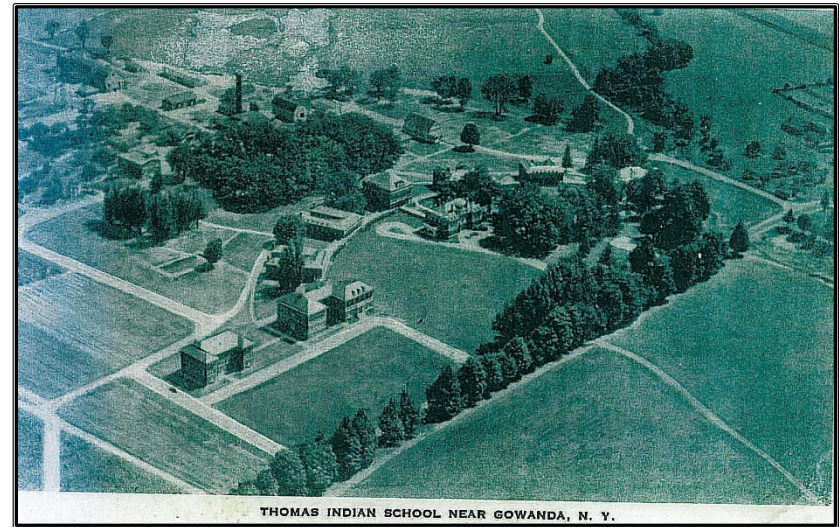
members of the Confederacy), almost constant warfare with neighboring rival nations (principally the Huron), increasing pressure from European settlers, and ultimately, the fateful decision to side militarily with the British during the American Revolution.

Over time, and through increasing pressure from an ever expanding and encroaching post-Revolutionary War United States, the Seneca signed a series of treaties with the federal and state governments, designed to ensure exclusive SN ownership of territories—admittedly, significantly reduced tracts of land from their earlier vast holdings. Under the 1797 Treaty of Big Tree, three parcels of land were set aside by the Seneca people: Allegany, Oil Spring, and the Cattaraugus territories.

SN reorganized its tribal government structure in 1848 with the adoption of a formal written constitution that provides elected leadership through a democratic process.

From approximately 1850, the central portion of the Cattaraugus Territory along Route 438 was the home of the Thomas Asylum of Orphan and Destitute Indian Children. Founded by Christian missionaries Reverend Asher Wright and his wife Laura, the home was eventually taken over by New York State and around 1900 the Thomas Indian School complex was built as a self-supporting campus. Until recently, the campus contained red brick Georgian Revival style main buildings and a multitude of farm and vocational buildings until the school closed in 1957. It was listed on the National Register of Historic Places

in 1973; today, only four of the original buildings remain standing.



HISTORIC THOMAS INDIAN SCHOOL CAMPUS

In 1960, the US authorized the Army Corps of Engineers to begin the process of eminent domain along the Ohi:yo' River (Beautiful River) to forcibly remove some 700 Senecas from their land for the construction of the Kinzua Dam. Ten thousand acres of land were taken from the Nation and the dam was completed in 1965.

Today, the Seneca Nation is the fifth-largest employer in Western New York, creating thousands of new jobs and investing hundreds of millions of dollars to bolster the region's economy.



### 3.2. Population Demographics

The enrolled membership of the Nation continues to grow and as of September 2020 stands at 8,469 members, based on matriarchal lineage and enrollment. Among the Nation's territories, 4,392 enrolled members live on SN lands. The remainder live throughout the US (**Figure 6**, page 13) with concentrations in PA, FL, AZ, and CA. Between the two main SN territories, 1,733 enrolled members live within the Allegany Territory and 2,659 live within the Cattaraugus Territory.

Residential SN lands are surrounded by three US counties: Cattaraugus, Chautauqua, and Erie. Future population projections for the three study counties (**Table 1**) show steady decreases through 2040 for the more rural counties; more urbanized Erie County is expected to peak in the early 2030s and begin slowly declining as well.

**Table 1: Population Projections**

| Area           | 2010       | 2020       | 2030       | 2040       |
|----------------|------------|------------|------------|------------|
| NY State       | 19,378,102 | 20,146,131 | 20,604,030 | 20,7949,07 |
| Cattaraugus Co | 80,317     | 76,381     | 73,254     | 70,468     |
| Chautauqua Co  | 134,905    | 126,497    | 119,116    | 112,833    |
| Erie Co        | 919,040    | 936,084    | 949,073    | 945,891    |

Source: US Census, Cornell county projections

### Economy

While the general economy of the areas outside of the Seneca Territories has improved, socioeconomic conditions on both the Cattaraugus and Allegany territories continue to fall below that of the surrounding counties and New York State. **Table 2**

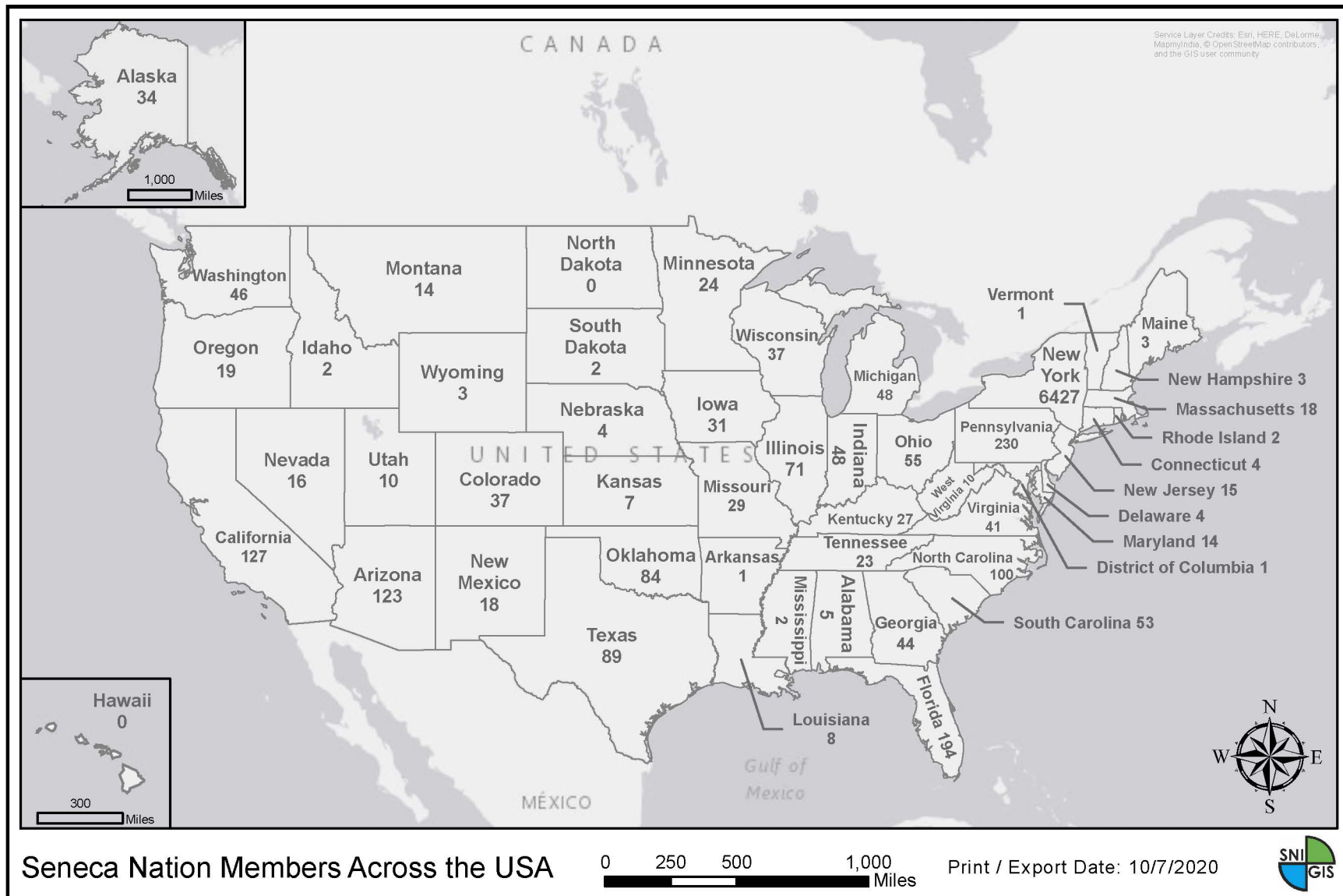
presents a comparison of poverty and income data for the Cattaraugus and Allegany territories versus the surrounding counties and New York State based on US Census Bureau five-year estimates. As shown, the Allegany and Cattaraugus territory populations exhibit higher poverty rates and lower incomes.

**Table 2: Poverty and Income Metrics**

| Area            | % In Poverty | % In Poverty (Age <18) | % In Poverty (Age 60+) | Median Family Income |
|-----------------|--------------|------------------------|------------------------|----------------------|
| NY State        | 14.6%        | 23.7%                  | 11.5%                  | \$80,419             |
| Cattaraugus Co  | 16.5%        | 26.3%                  | 10.0%                  | \$59,547             |
| Chautauqua Co   | 18.7%        | 35.6%                  | 9.8%                   | \$58,927             |
| Erie Co         | 14.5%        | 25.2%                  | 9.2%                   | \$75,121             |
| Allegany Ter    | 27.7%        | 45.8%                  | 13.0%                  | \$37,169             |
| Cattaraugus Ter | 34.0%        | 55.5%                  | 31.4%                  | \$38,750             |

Source: 2018 American Community Survey, Tables DP03 and B17020

Per the 2019 Comprehensive Economic Development Strategy (CEDS) prepared by the SN Community Planning and Development Department, “unemployment and poverty remain significant barriers to the economic health of the Seneca Nation and surrounding regions. Residents continue to experience unemployment and poverty rates significantly greater than the counties surrounding the Allegany and Cattaraugus Territories, New York State, and the United States as a whole.”



**Figure 6: Distribution of Enrolled Members throughout USA**

**Table 3** presents two key employment metrics: the ratio of employed persons to total population aged 16+ and the unemployment rate. As shown, the SN territories demonstrate elevated employment rates and lower employment-to-population ratios than the encompassing counties or state.

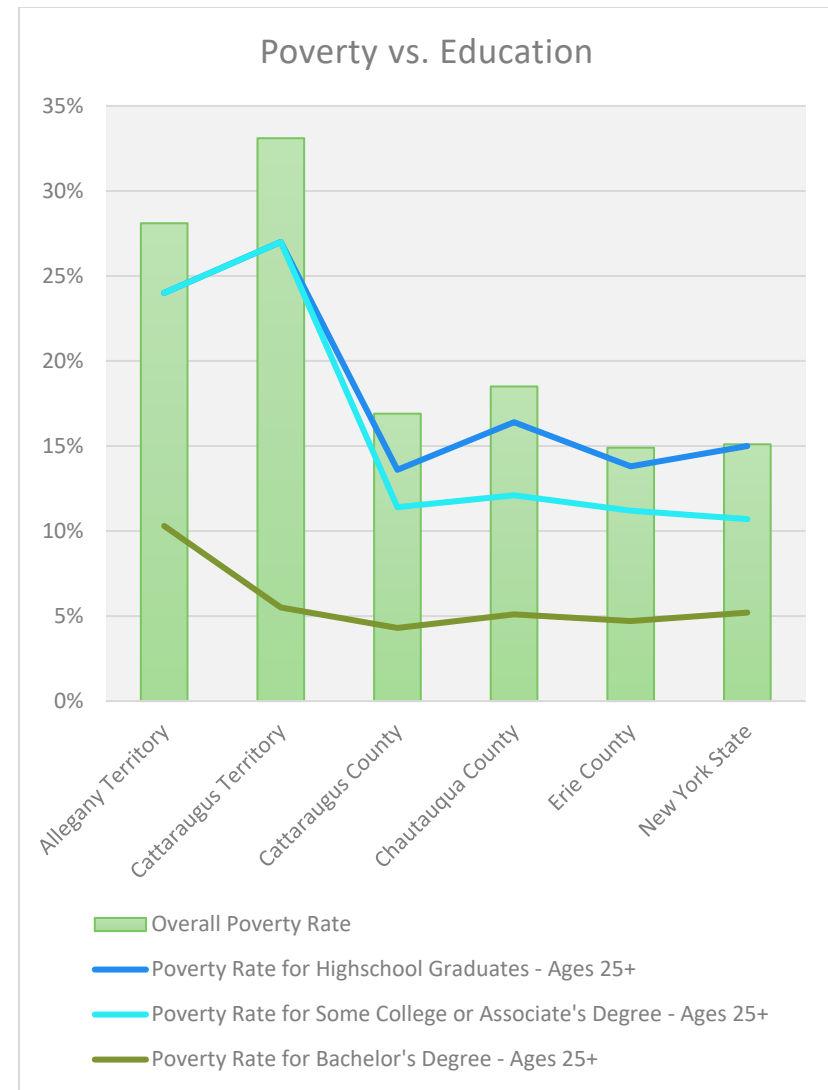
**Table 3: Employment Metrics**

| Area                  | Employment to Population Ratio | Unemployment Rate |
|-----------------------|--------------------------------|-------------------|
| NY State              | 59.2%                          | 6.0%              |
| Cattaraugus County    | 53.9%                          | 6.3%              |
| Chautauqua County     | 52.8%                          | 6.9%              |
| Erie County           | 59.5%                          | 4.8%              |
| Allegany Territory    | 48.9%                          | 9.9%              |
| Cattaraugus Territory | 40.9%                          | 19.0%             |

Source: 2018 American Community Survey, Table S2301

In addition, **Figure 7** compares poverty rates versus level of educational attainment for the same geographies. As illustrated, poverty rates are higher on SN territories than the surrounding counties or state—regardless of the educational level attained.

Another important measure of the local economy, **Table 4** compares median values for owner-occupied housing units for the state, encompassing counties, and main SN territories. Although the rural/urban setting leads to wide variations for larger areas, the household values for on-territory housing is notably lower than the encompassing counties or state—particularly for the Allegany Territory.



Source: 2017 American Community Survey, Table S1701

**Figure 7: Poverty Versus Education**

**Table 4: Owner-Occupied Housing Unit Values by Quartile**

| Area            | Lowest 25% | Median    | Highest 25% |
|-----------------|------------|-----------|-------------|
| NY State        | \$144,000  | \$302,200 | \$534,900   |
| Cattaraugus Co  | \$58,200   | \$86,200  | \$134,500   |
| Chautauqua Co   | \$60,200   | \$86,300  | \$142,600   |
| Erie County     | \$98,400   | \$146,500 | \$222,300   |
| Allegany Ter    | \$44,200   | \$64,900  | \$85,700    |
| Cattaraugus Ter | \$23,000   | \$81,800  | \$130,400   |

Source: 2018 American Community Survey, Tables B25076-78

### 3.3. Land Use

Land use patterns directly impact the regional transportation system and facilities. Simultaneously, transportation accessibility defines how adjacent land uses develop. This correlation means that transportation investment decisions must be coupled with land use policies and programs to be successful.

An inventory for each of the five distinctive SN territories is presented in the following subsections, culminating in a discussion of future development goals in **Section 3.4**.

#### Allegany Territory

Furthest south, the Allegany Territory (**Figure 8**) covers 48.7 square miles along the Allegheny River or the Ohi:yo' River (Beautiful River), its southern tip abutting the Pennsylvania border. It is located between major tourism destinations: Ellicottville, Allegany State Park, a US Forest, and the Allegheny Reservoir.

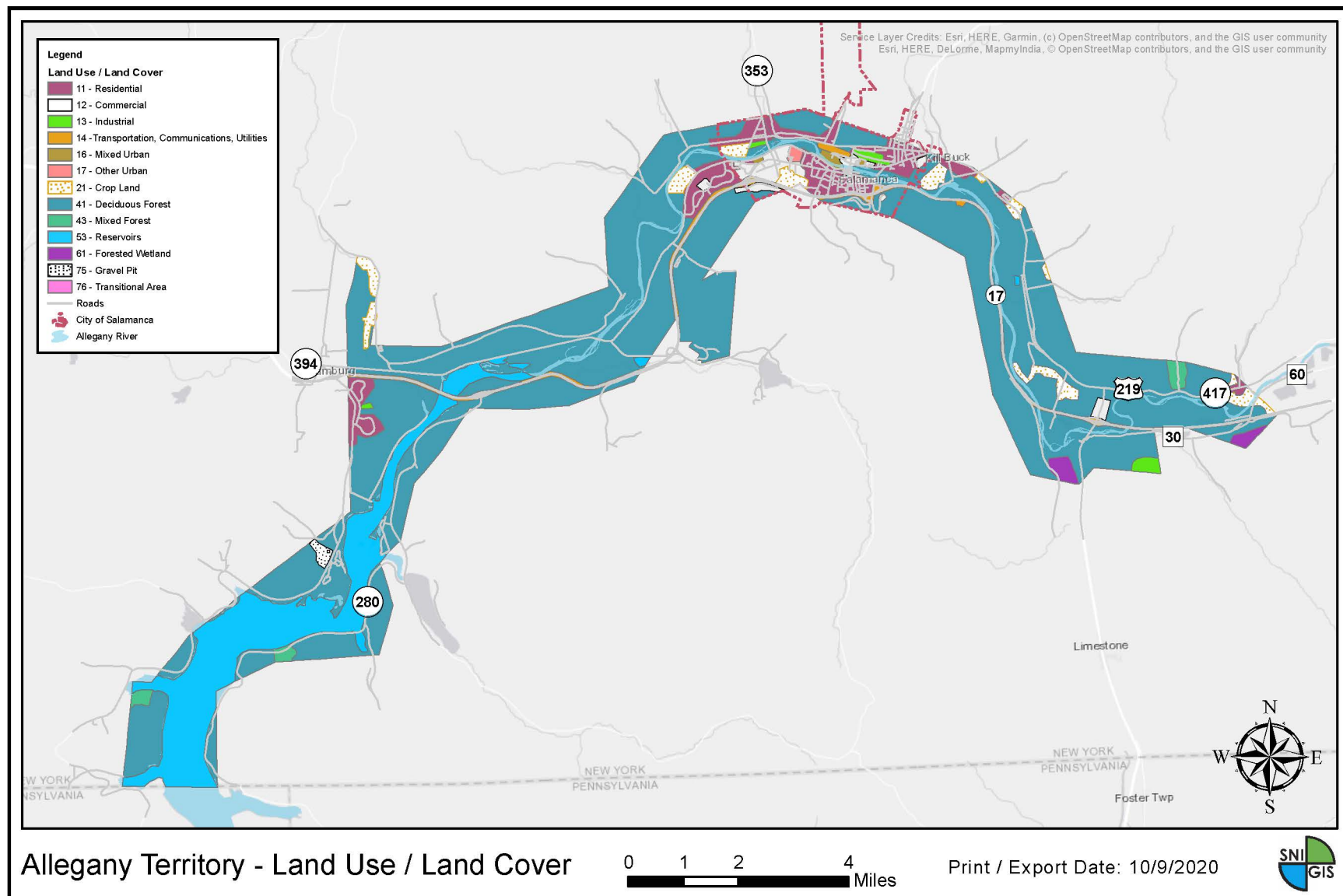
The location serves as a key crossroads for major transportation corridors including US 219 (Pittsburg-Buffalo Highway) and the Southern Tier Expressway (STE, Route 17).

The region was also a hub for rail traffic, which in the early 19th century was the primary method for development in the City of Salamanca.

The City of Salamanca represents a unique situation wherein a US city developed on tribal land with overlapping Tribal/State governing bodies. While Salamanca encompasses its own city government, non-native residents, business owners, and even the city itself are required to hold a lease for the Seneca land that they occupy. Today, the City governs and operates like any typical American municipality, with the exception that they are beholden to the Nation as the landlord.



CITY OF SALAMANCA, NY



**Figure 8: Allegany Territory Land Use**



The territory is primarily a rural setting, with medium development densities in the City of Salamanca. Most of the developed land is used for residential and commercial purposes. Residentially, single family homes are the rule for housing—found throughout the territory with concentrations located in Kill Buck, Jimersontown, and Steamburg. Other residential lands can be found in lesser concentrated areas mainly on the east side of the territory in the communities of Carrollton, Vandalia, and South Vandalia.

Industrial, commercial, and governmental facilities are found at some of more densely developed areas near Salamanca. Route 417 forms the main transportation spine through the community, connecting to the STE at exit 20 and continuing westward to St. Bonaventure and eventually I-99. Commercial establishments include restaurants, retail outlets, offices, and some industrial/manufacturing uses. The largest employers on territory are the SN government, the SN Allegany Hotel & Casino, Luminite Products Corporation, and Conrail.

Other key community features within the territory include:

- The SN administrative complex, mostly adjacent to Ohi:yo' Way in Salamanca
- Veteran's Park, home to the annual pow wow cultural celebration
- Highbanks Campground in Steamburg, overlooking the reservoir



2019 POW WOW AT VETERAN'S PARK

The Lionel R. John Health Center on the Allegany Territory serves Senecas with primary medical needs; other nearby medical centers serving the territory are located in Olean (20 miles east of Salamanca) and Bradford, PA (20 miles south). Nearby public school districts include Salamanca city schools, Allegany-Limestone, and Randolph, plus the SN-operated Faithkeepers' School in Steamburg. The City provides busing to Steamburg, Jimersontown, and the Kill Buck area. SN provides busing to Walsh, a private school in Olean.

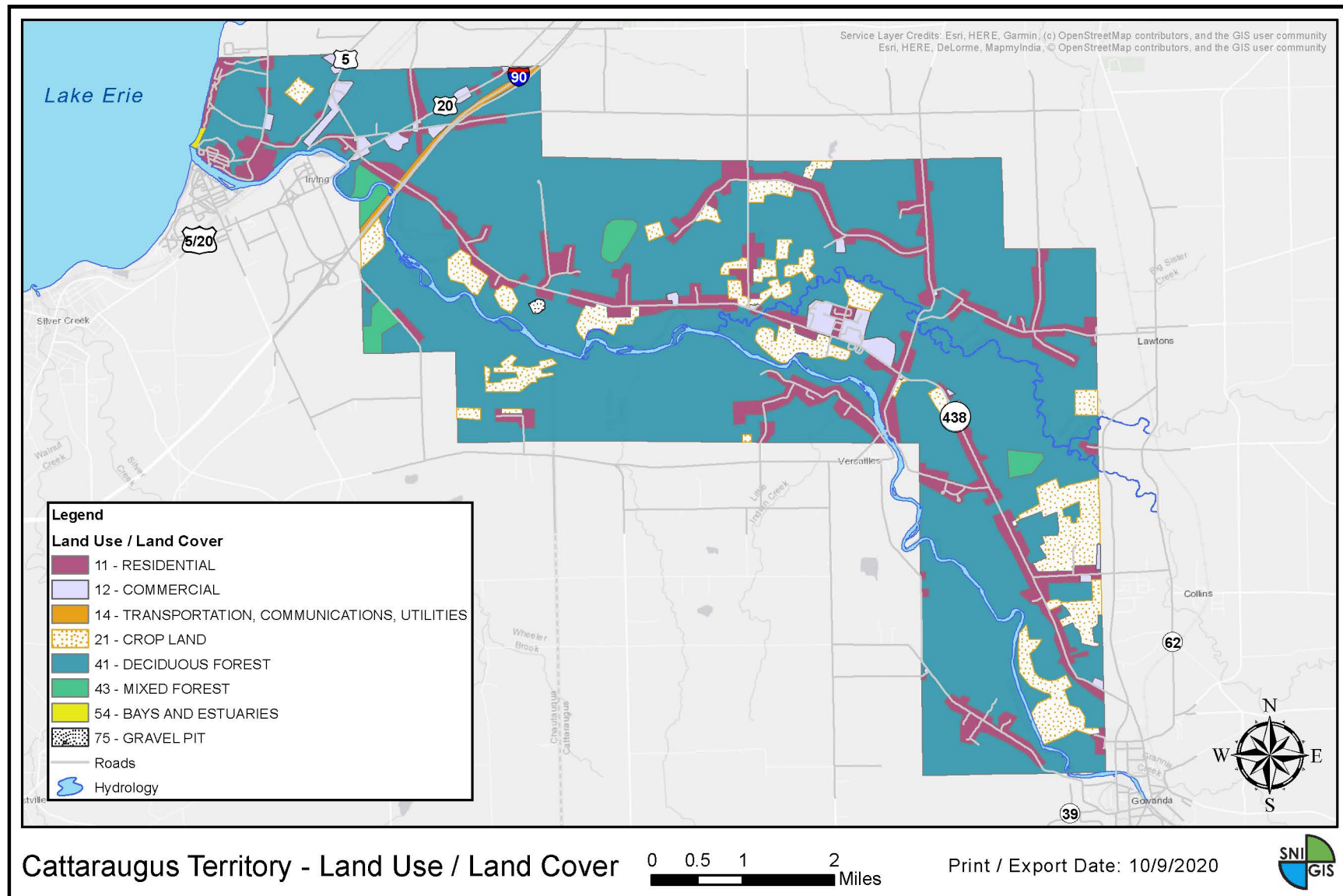
### Cattaraugus Territory

The Cattaraugus Territory (**Figure 9**, page 19) is the other primary residential territory, including 34.4 square miles along Route 438 and Cattaraugus Creek between the cities of Irving and Gowanda. Major transportation corridors including I-90 (NY State Thruway) and US 20 run through its western edge.



ADMINISTRATIVE COMPLEX, CATTARAUGUS COMPLEX

© All Pictometry



**Figure 9: Cattaraugus Territory Land Use**



Most of the developed land is used for residential and community service purposes, plus some independently Seneca-owned retail establishments. Single family homes dominate the housing stock. The Oak Tree Apartments are a 50-unit senior citizen apartment complex located on Route 438 near the William Seneca Administration Building and the SN Health Center. Also centralized along Route 438 is the SN Administrative complex which includes a library, courthouse, community center, and other SN departmental offices.

Commercial areas in Cattaraugus are primarily limited to some retail, food, gasoline, and cigarette sales, located near the busy State Route 5/US 20 intersection. There are some other commercial and retail outlets scattered throughout the territory including automotive service, small convenience stores with gas sales, and retail sporting equipment. By a wide margin, the Seneca Nation and the Seneca Gaming and Entertainment Corporation are the largest employers on the territory.

The nearest medical facility is located in Dunkirk, just east of the territory. Nearby school districts include Gowanda, Silver Creek, and Lake Shore; SN members have the option of sending their children to any of these schools with busing to Lake Shore and Silver Creek provided by the Nation.

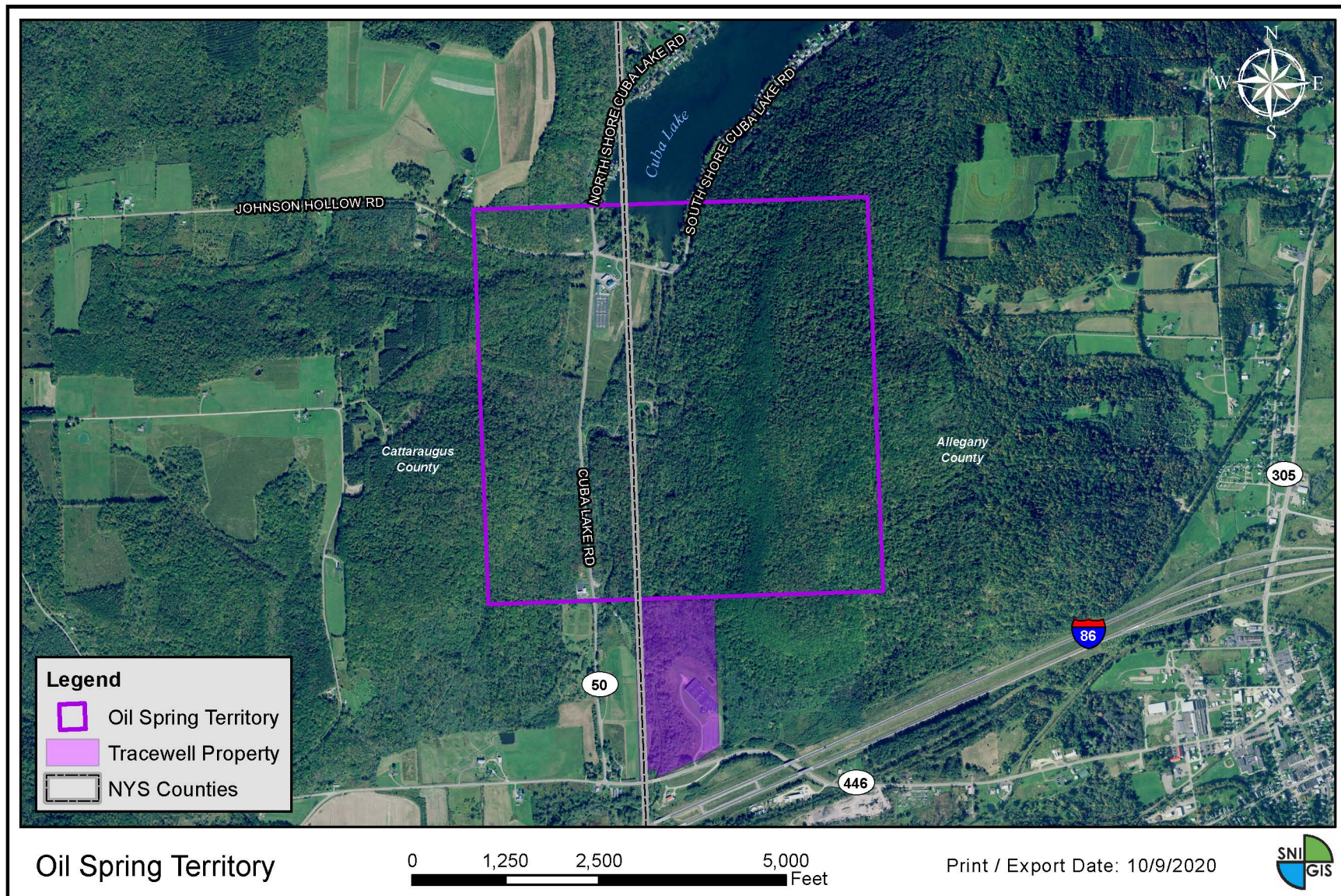
#### Oil Spring Territory

This territory covers one square mile along the spillway end of Cuba Lake (**Figure 10**, next page), site of the famed spring described by the Franciscan Missionary Joseph De La Roch D'Allion in 1627, the first recorded mention of oil on the continent. Although there is only one Seneca resident on the property, there are both Seneca and privately owned enterprises operating there. A Seneca One-Stop operates adjacent to a Class III gaming facility that opened in 2014. The gaming facility and One-Stop draw business from tourists that visit the lake as well as from the STE that passes the Territory a short distance to the south.

#### Niagara Falls Territory

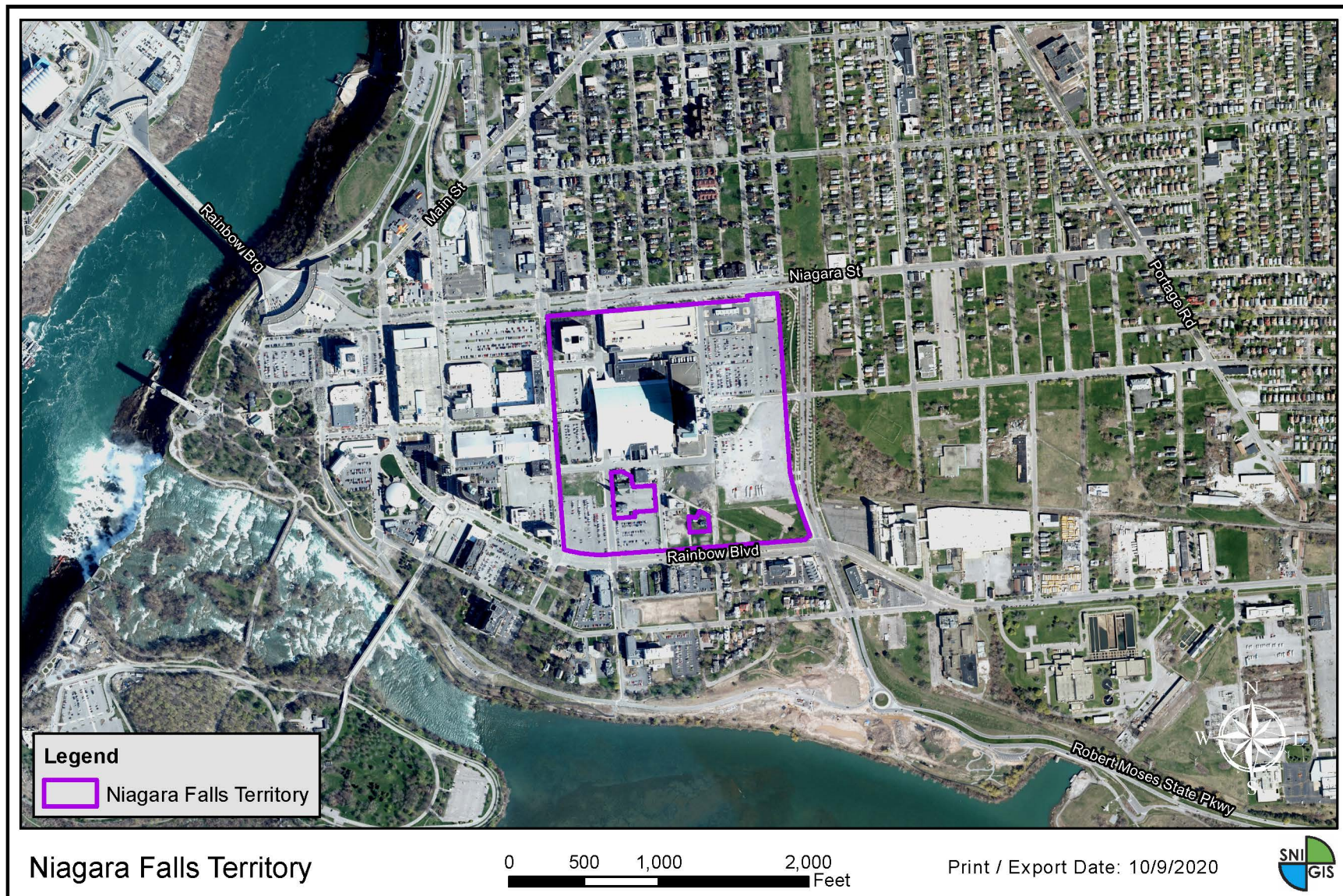
Site of the city's former convention center, the Niagara Falls Territory (**Figure 11**, page 22) was acquired in 2001 and converted into a class III gaming operation. The property is bounded by Niagara Street, 3rd Street, Rainbow Boulevard and John B. Daly Boulevard. The Territory is conveniently located two blocks from the Robert Moses Parkway, one of the major routes in and out of the city, and within three blocks of the famed American Falls, which attracts an estimated 3 million visitors annually.





**Figure 10: Oil Spring Territory Map**





**Figure 11: Niagara Falls Territory Map**

### Buffalo Creek Territory

Buffalo Creek (**Figure 13**, page 24) was acquired in 2005 with the full-service Buffalo Creek Casino constructed in 2010. Bounded by Perry Street, Michigan Avenue, South Park Avenue, and Mervin Street, the property is within a quarter mile of the newly revitalized Canalside development along Buffalo's waterfront and First Niagara Arena, home of the Buffalo Sabres professional hockey team.

The territory is situated between I-90 NY State Thruway and State Route 5 along the coast, providing excellent automobile access. Also nearby are the Niagara Frontier Transportation Authority's (NFTA) Metro Rail line, NFTA's Metro-bus station, and the city's Amtrak station.

### 3.4. Plans for the Future

For the past few decades, industry on SN territories—both public and private—has revolved almost exclusively around retail cigarette and gasoline operations. However, with the creation of SN Economic Development Company, Seneca Holdings LLC with its subsidiaries, Seneca Gaming Corporation, and Seneca Gaming and Entertainment, the Nation hopes to grow and diversify its economy that will advance the Nation's economic sovereignty and stimulate industrial, commercial, and residential growth on its territories.

The 2019 CEDS establishes a foundation to guide economic development actions moving forward, summarized in **Figure 12**.

#### Culture

Preserve, Promote, and Protect Seneca Culture (Language, Arts, Traditions): Teach and Raise Awareness of Seneca Culture

#### Quality of Life

Increase the physical, spiritual, social, and economic well-being of the Seneca community to the highest level possible

#### Education & Workforce

Develop a diverse skills workforce and professional base by establishing the highest level of standards for education and experienced professionals

#### Infrastructure

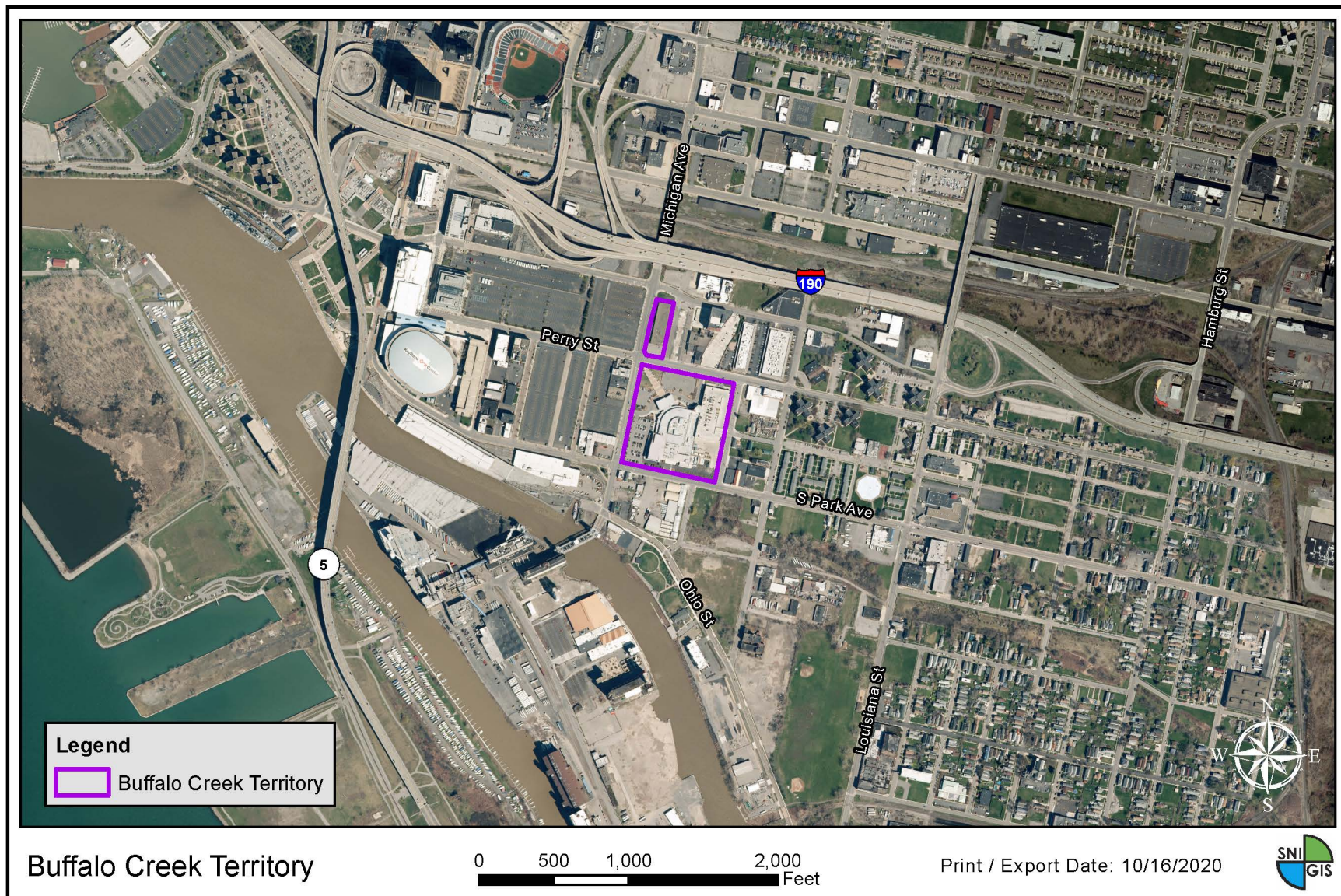
Build and maintain infrastructure that sustains and enhances the community for economic development

#### Economic Development

Develop a sustainable, diverse, growing economy that encourages entrepreneurship and investment in the Seneca Nation

**Figure 12: CEDS Strategic Direction Goals**





**Figure 13: Buffalo Creek Territory Map**



The CEDS identifies a number of future development plans to consider when discussing the shape of the Nation's future transportation system.

#### Potential large-scale land use changes

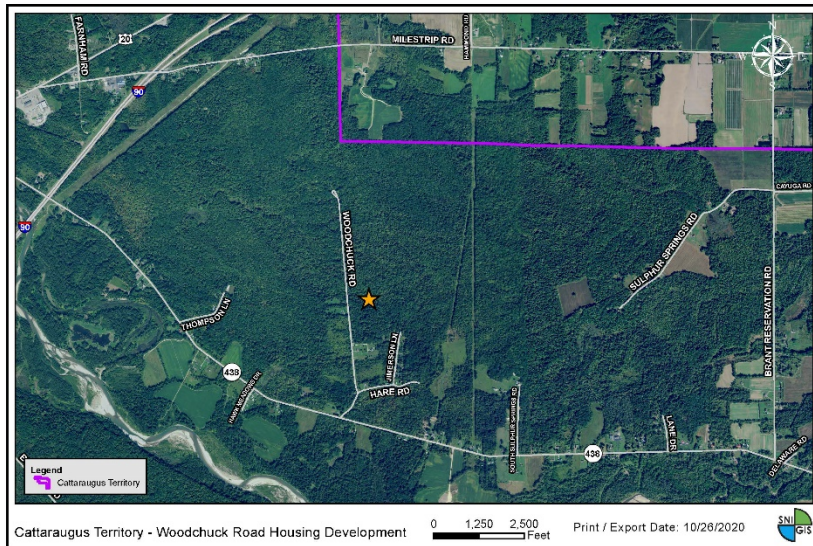
- Expand Highbanks campground as a resort with new recreational opportunities
- Expand sports fields to host tournaments, like the ongoing project at Veteran's Park in Salamanca
- Explore feasibility of major outdoor attractions
- Revitalize Salamanca Main Street as an arts and outdoor recreation district
- Create a One Stop Service Center off the NY State Thruway with space for additional development
- Attract clean energy technology with an emphasis on the Oil Spring Territory
- Expand and connect the Buffalo Creek property, potentially extending the subway system
- Add a passenger rail excursion train from the Salamanca Rail Museum
- Develop more outdoor community gathering areas with additional parking at community centers
- Develop new trails to promote tourism
- Promote the Ohi:yo' River as a blueway, with additional recreational opportunities and waterfront capital improvements
- Expand the Nation's land base with a focus on housing development

- Promote food security and sovereignty via Gakwi:yo:h Farms, with farm-to-table options, grocery coops, etc.



GAKWI:YO:H FARMS MOBILE MARKET

Conversations with various SN departments during October 2020 suggested most short-term land use changes represent additional housing. Small clusters of single-family homes are planned/permitted throughout the Cattaraugus Territory: along Woodchuck Road, Farnham Road/Railroad Avenue, Young Road, and Bush Road. A 40-unit SN Housing subdivision on 60 acres between Woodchuck Road and Milestrip Road is proposed to develop within the next few years. The area has utility infrastructure but will likely require extension of Woodchuck Road to improve accessibility.



### PROPOSED WOODCHUCK ROAD DEVELOPMENT

Within the Allegany Territory, ten additional residential units are proposed along Depot Street in eastern Salamanca.

With each planned development, SN intends to promote smart growth principles—an approach to development that encourages a mix of building types and uses, diverse housing and transportation options, development within existing neighborhoods, and community engagement.

### Tourism

Beyond housing, increasing tourism is also foundational for the Nation's future plans. The tourism strategy centers on the community's unique cultural assets and the market demand for cultural and heritage tourism—a lucrative and growing niche

market. The CEDS notes, “The Seneca Nation has an extremely rich and prominent culture that is captivating to people around the globe. Therefore, the Nation will implement culture-based strategies to draw in tourism and create a culture-based atmosphere that encourages learning about the Seneca Nation and Haudenosaunee heritage.”

The challenge and focus of the Nation's efforts to promote tourism is the ability to perpetuate the culture through thoughtful economic and tourism development. The goal here is to tell our story—to present these unique cultural treasures in such a way that:

- Educates the greater public
- Develops advocacy for Seneca and Native issues
- Encourages and supports tradition and the arts among the Seneca community
- Provides sustainable incomes to those who maintain these resources

Several strategies to promote tourism are discussed throughout this document. The list of CEDS land use changes above highlights several: expansion at Highbanks, outdoor attractions, passenger rail service, trail connections, and more. A new skate park on the Allegany Territory could provide additional recreational opportunities. Implications for the transportation network—particularly existing and planned trails—are discussed further in **Chapter 5**.

### 3.5. Government

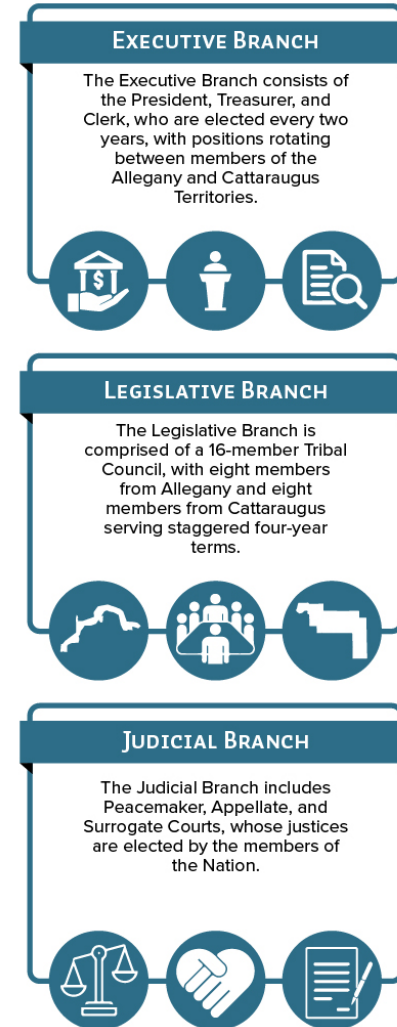
Sovereignty is at the center of the Seneca people. It serves to describe the Nation's strongest multifaceted asset. Sovereignty is a simple idea: the Seneca Nation is an independent nation, governed by the Seneca people who control their own affairs.

The basic principles and origins of Seneca Law have been carried forth through centuries, deriving from the Haudenosaunee "Great Law." The Great Law established the Seneca government of democracy and constitution and intertwines spiritual law and basic human rights within its framework. The Nation is not a Nation of Statute Law, but a Nation of Custom and Tradition; these traditions cover the basic rights of a Seneca member's voice, jurisdiction, and legal remedies.

The SN elective form of government came into formal existence with the adoption of a new constitution in 1848. During a time of swindling and deception by the state, the Nation was forced to abandon the traditional chieftain system of government and to adopt the elective form that is still used today.

The constitution of the Seneca Nation provides for an executive branch, a legislative branch, and a judicial branch.

Other governmental functions are overseen by a host of departments: Community Planning & Development, Education, Emergency Management, Seneca Energy, Environmental Protection, Fish & Wildlife, Health, Housing, Human Resources, Legal, Marshals, Public Works, Transportation, etc.



SENECA NATION GOVERNMENT STRUCTURE



### Relationship with other Transportation Agencies

Surrounding the Nation, New York State is divided into 62 counties that are in turn divided into local political jurisdictions of cities, towns, and villages. However, the only significance of these nearby political divisions is for purposes such as voter registration, postal services, law enforcement, and judicial actions outside the SN court system. The neighboring cities, towns, and villages can exercise no jurisdictional authority over Nation lands.

The SN continues to work with the City of Salamanca on routine maintenance. The City Department of Public Works (DPW) and Board of Public Utilities have also partnered with SNDOT on several projects—including Pennsy Trail where an agreement outlined obligations to be covered by both entities. The Nation hopes to continue to grow a strong working relationship with the City as lease holder.

From a transportation perspective, SN is forging a strong—at times complicated—working relationship with the New York State Department of Transportation (NYSDOT).



SALAMANCA DPW PAVING

NYSDOT provides maintenance for many on-property tribal roads, as outlined in an agreement made when the STE was proposed in the 1970s. This agreement provides that reservation roads will be maintained in “as good or better condition” than other state highways. Throughout the years, qualifying “as good or better condition” has been difficult because there are no detailed policies and procedures in place and no reliable means to measure its enforcement.



I-90 RECONSTRUCTION THROUGH SN LAND, COMPLETED 2020

Normal maintenance activities include any work performed on a regular basis by NYSDOT Region 5 crews such as: snow removal, mowing, roadside drainage improvements, sign installation and replacement, tree removal, pavement patching and overlays, and striping.

- The Allegany Territory is served by Cattaraugus County, Salamanca DPW, and a NYSDOT maintenance garage located in Salamanca.
- Maintenance of Cattaraugus Territory roads is the responsibility of the South Erie residency.
- Maintenance of Niagara Falls Territory roads is the responsibility of the local municipality.
- Maintenance of Buffalo Creek roads is the responsibility of the local municipalities.

- Maintenance of state-maintained Oil Spring Territory roads is the responsibility of the NYSDOT Cattaraugus County residency.

The New York State Thruway Authority maintains I-90 and three associated bridges on SN property: I-90 over Cattaraugus Creek, Route 438 over I-90, and Milestrip Road over I-90.

All other tribal roads are covered under SN DPW, General Fund Allocations, or the SN Housing Authority. SN Department of Transportation (SNDOT) coordinates and ensures all tribal roads are maintained to address primary housing access, tribal facility access, and newly developed areas.

## 4. EXISTING TRANSPORTATION SYSTEM

Western New York State is home to tremendous transportation infrastructure—including roads, waterways, railroads, and airports. Two Interstate highways, the NY State Thruway (I-90) and the STE (Route 17), traverse the region. SN has excellent access to transportation routes from and through its territories. The Nation's vision is to grow towards a transportation system that balances its rich culture and heritage with modern, high quality features—a system that is safe, sustainable, and accessible for all users.

### 4.1. Regional Context: Highways

SN has an extensive roadway system which is used for business and social purposes by all who live in, work for, and travel through the Nation. Therefore, the Nation aims to improve the condition and safety of transportation infrastructure throughout Nation lands.

#### Allegany Territory

Shown in **Figure 14**, the Allegany Territory is easily accessible by expressway and county routes. The Allegany Territory has a portion of the STE traversing it east-west and carrying up to 11,300 vehicles per day (vpd) through the property. STE runs west to Erie, PA and east to just outside New York City, passing near the Oil Spring Territory as well.

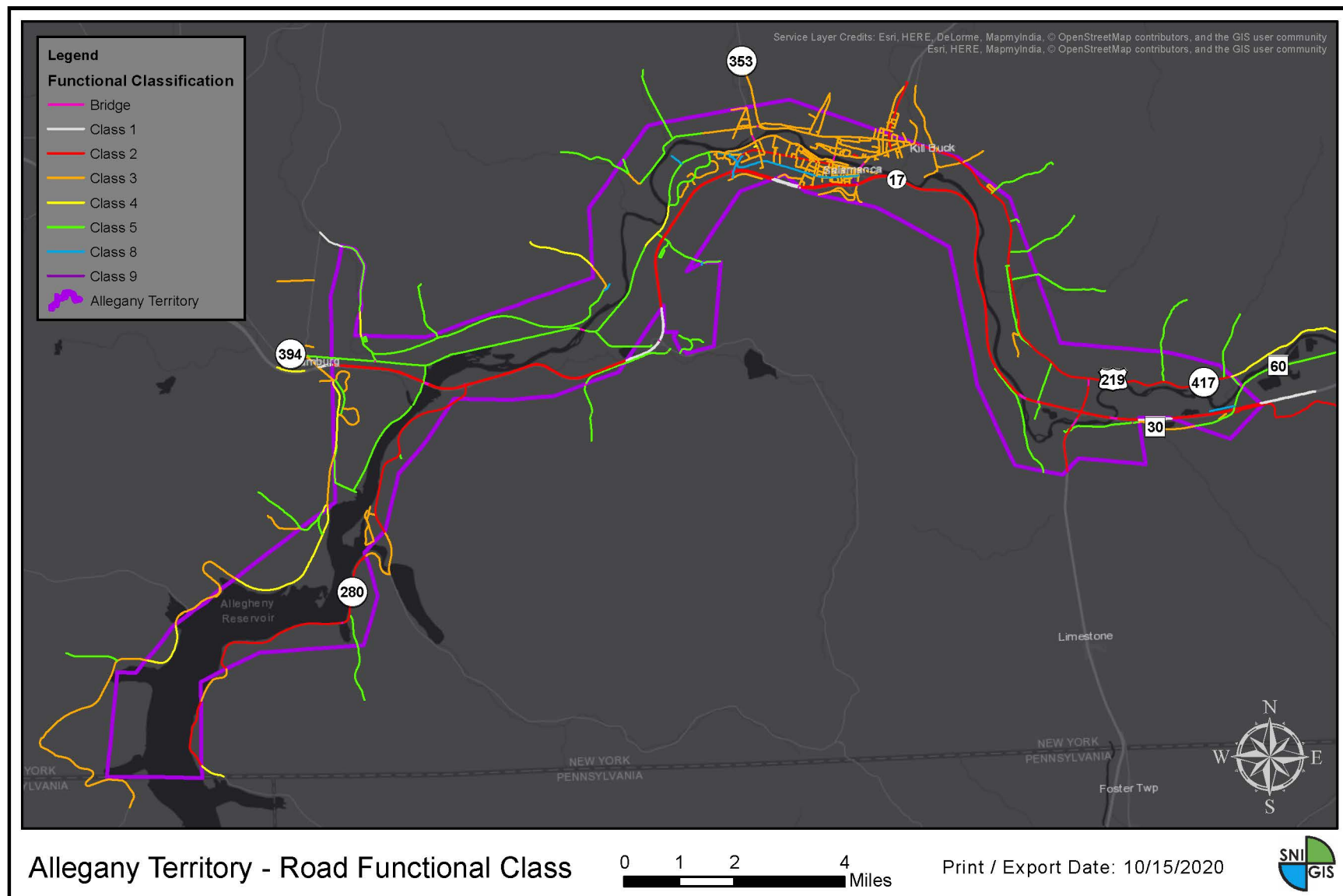
US 219 and the westernmost section of Route 417 also provide arterial connections intersecting the territory.

- US 219 runs north-south, connecting with I-90 near the City of Buffalo, and ending in Rich Creek, VA. It carries 10,000 vpd in the vicinity.
- Route 417 starts in the city of Salamanca at the STE and runs east to Corning, NY; beyond the city limits, it is classified as a major collector through the Territory. It carries 3,200-8,700 vpd through the Allegany Territory.

#### Cattaraugus Territory

Shown in **Figure 15** (page 32), the Cattaraugus Territory is easily accessible by interstate and county routes, with a portion of the NY State Thruway passing through it, intersecting the western edge of Cattaraugus Territory in a northeast-southwest direction and carrying 27,000 vpd in the vicinity. US 20 and State Route 5 also provide principal arterial access in the vicinity, each carrying about 6,700 vpd. Each provides easy access to the city of Buffalo, which is only 40 minutes from the Cattaraugus Territory. Route 5 is the more scenic route and is also known as part of the Great Lakes Seaway Trail, a national scenic byway.

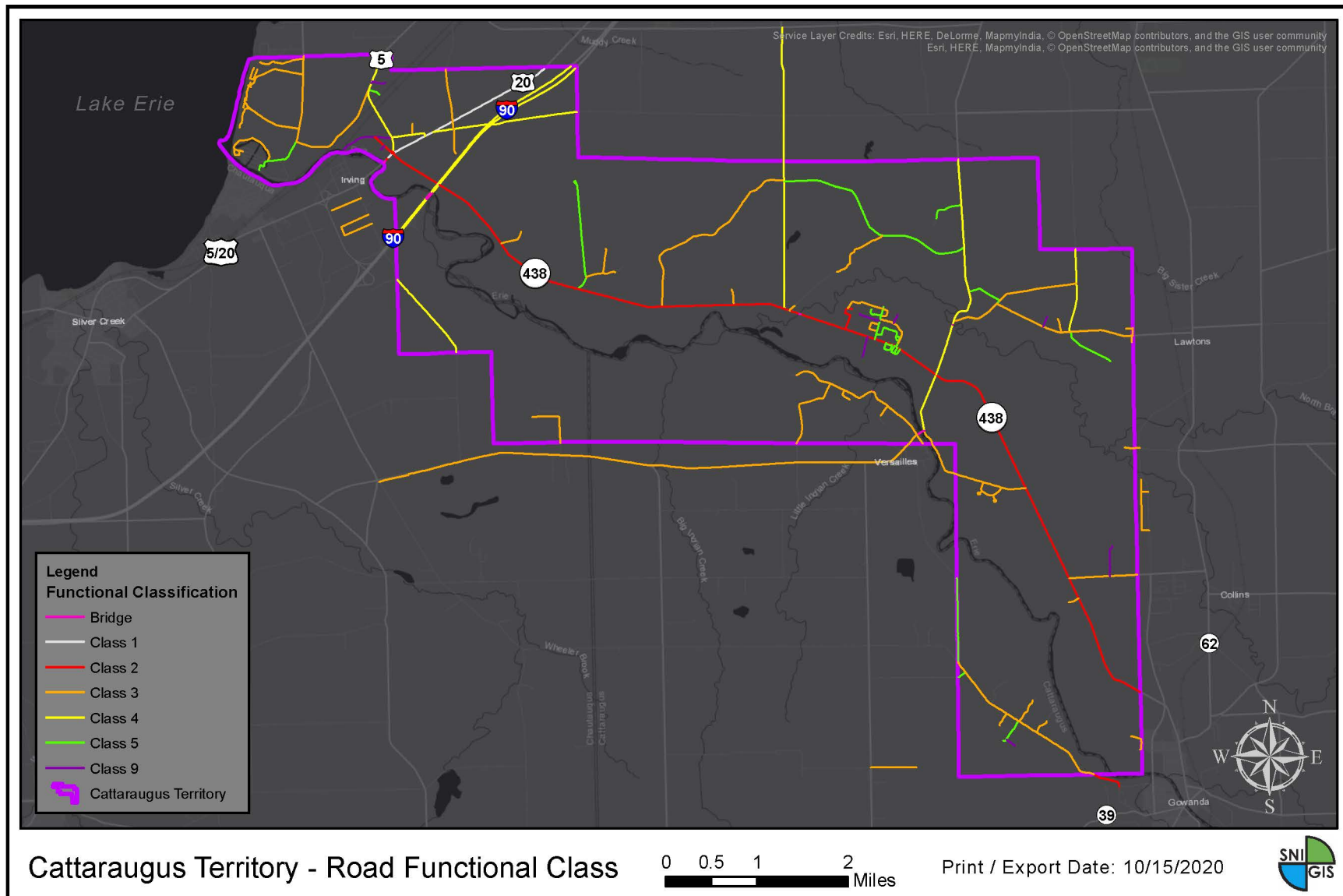
Route 438 is a major collector route, running northwest-southeast through the territory and carrying 2,900-5,700 vpd. It links I-90 to Gowanda and provides access to properties throughout the SN Cattaraugus Territory.



**Figure 14: Functional Classification of Highways, Allegany**

\*See page 41 for definitions of Functional Classification





**Figure 15: Functional Classification of Highways, Cattaraugus Territory**

### Other Territories

The STE provides an interstate connection near the **Oil Spring Territory**; West Shore Road provides minor collector access through the property.

Niagara Street (5,200-10,700 vpd) and Rainbow Boulevard (4,500-7,300 vpd) provide arterial links along the north and south borders of the **Niagara Falls Territory**. Running north-south, 3rd Street, 4th Street, and John B Daly Boulevard are collectors serving the property. I-190 provides a high-volume interstate connection located about three miles east.

Two minor arterial routes border **Buffalo Creek**: Michigan Avenue to the west and Park Avenue to the south. The NY State Thruway provides interstate connectivity less than two blocks north of the territory.

### 4.2. Regional Context: Other Modes

In addition to an extensive highway network, Western New York State is home to extensive modal transportation networks, including transit connections, trails, airports, railroads, waterways, and more.

### Transit

A host of transit agencies provide regional connections throughout the region; **Figure 16** illustrates regional transit routes and connections near the two largest territories.

**Seneca Transit System (STS)** provides public bus service for all area residents on the Allegany and Cattaraugus Territories and

surrounding communities of Western New York. STS runs bus service six days a week between Irving and Steamburg with interim stops at the SN Cattaraugus complex, Gowanda, Cattaraugus, Little Valley, and Salamanca. Since 2013, STS essentially forms a continuous flag stop bus service; its buses can be flagged down at any point along the route by persons seeking to ride the bus, and the bus will stop at any safe point along the route to allow a passenger to disembark.



STS FLEET VEHICLE

All STS buses are wheelchair accessible and will, for an additional fee, deviate from the scheduled route up to  $\frac{3}{4}$  mile for those who cannot access the stop. Buses operate Monday through Saturday; two buses, one from each Territory, complete six round trips per day. STS provides increased mobility by

providing access to employment, education, and training, as well as to personal appointments, shopping, and recreation.

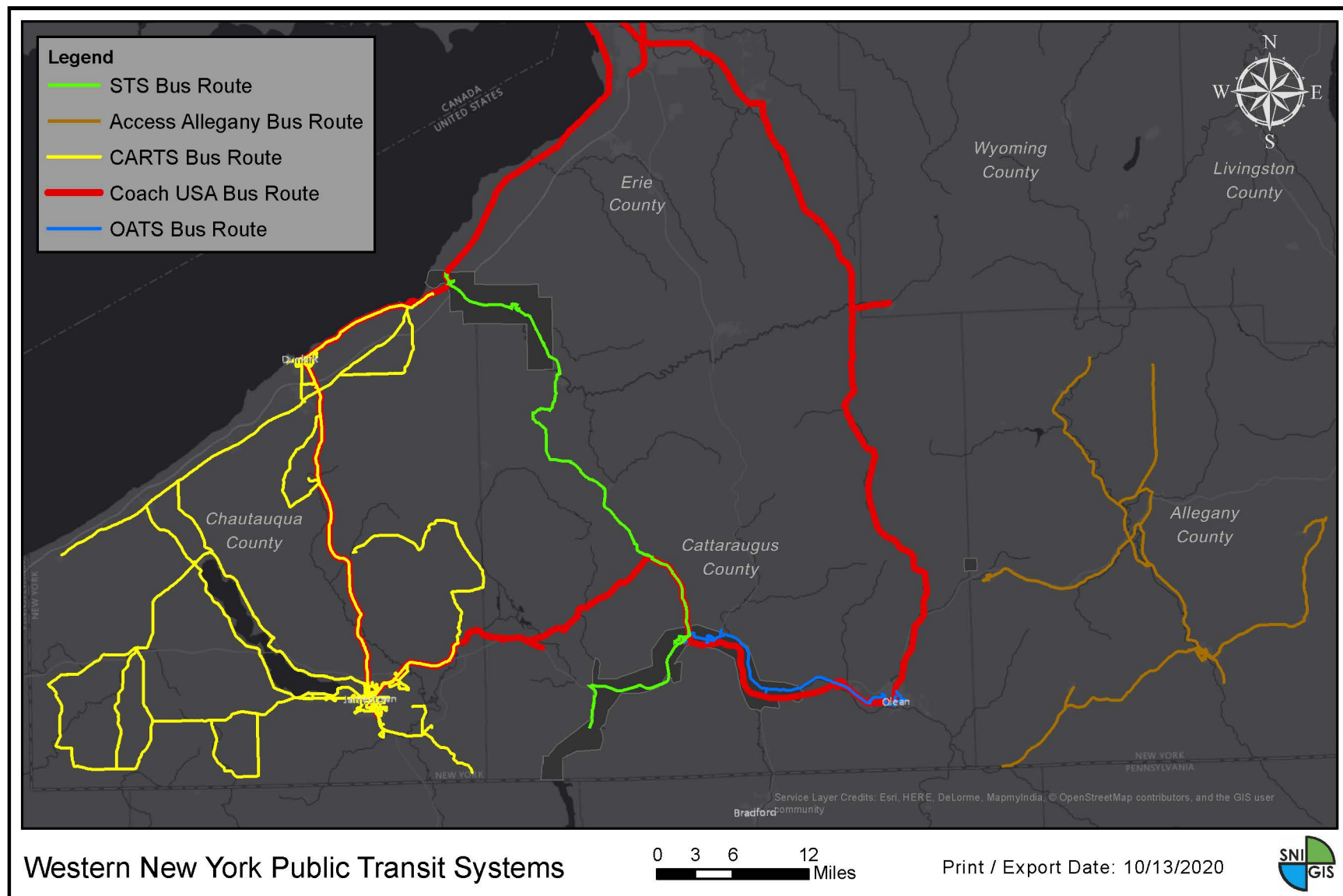
Other regional transit providers include the following:

- Olean Area Transit System (OATS) provides bus service between Olean and Salamanca and covers the St. Bonaventure campus in Jamestown. OATS also provides a local connection with the STS system.
- Niagara Frontier Transit Authority (NFTA) serves the Buffalo/Niagara area with rail, fixed-route bus, shuttles, and paratransit connections with over 1,000 employees and 330+ buses. Metro Rail connects downtown to University at Buffalo South Campus, following the Main Street corridor with 10- to 15-minute headways during peak hours. Major bus routes also run on 15-minute headways during peak hours.
- ACCESS Allegany provides bus service throughout Allegany County, collaborating with neighboring systems for regional connections.
- The Chautauqua Area Regional Transit System (CARTS) serves Chautauqua County with fixed route services in Dunkirk, Jamestown, and rural areas.

- Coach USA operates nationally, with services for commuters, intercity travelers, casino visitors, and select campuses.
- Amtrak provides long-distance rail service with a station in Buffalo.
- Greyhound provides long-distance bus service with stops in Buffalo, Dunkirk, and Erie, PA.

Efforts are underway to integrate connections between service providers, providing a more integrated and efficient transit link for riders. Numerous other companies provide additional mobility solutions: paratransit, ridesharing, car-sharing, bike-sharing, taxi, etc.

In January 2020, SN published an assessment of mobility needs and demands as part of its Transit Development Project, discussed further in **Section 5.5**.

**Figure 16: Regional Transit Routes**

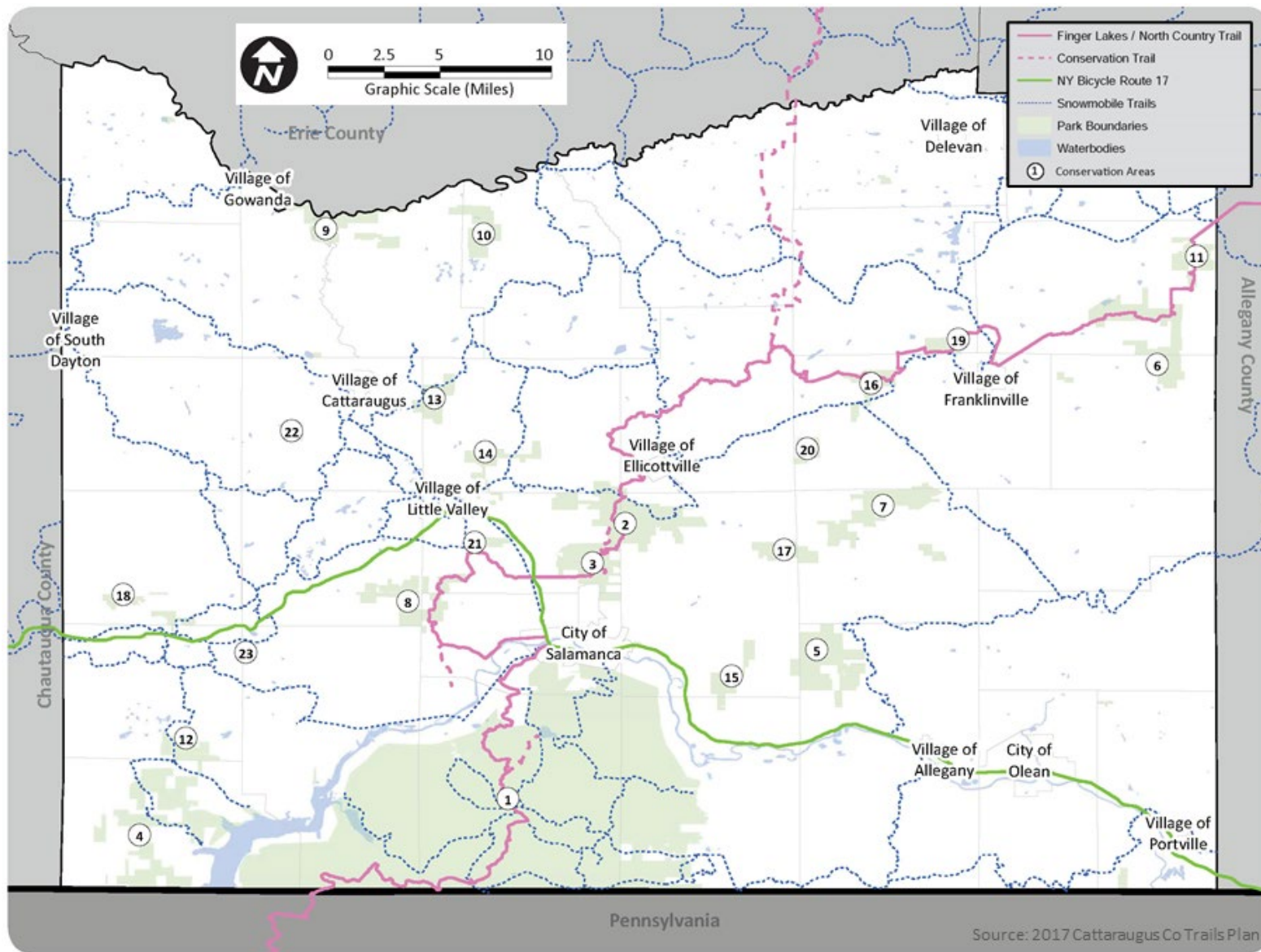


### Trails

SN is surrounded by an extensive trail network that spreads into other regions and other states. In fact, Cattaraugus County (including Allegany State Park, attracting 1.5 million visitors each year) has more designated trails than almost every other county in the state. However, the trails largely end once they meet Nation boundaries. The 2019 CEDS identifies a need to make key trail connections to business and community areas to improve walkability: to make connections to regional trails, to connect located pedestrian ways, and to expand recreational opportunities. Sidewalk and trail needs are discussed further in **Section 5.6**. On the following page, **Figure 17** presents a map of regional trails within Cattaraugus County, reprinted from the 2017 *Cattaraugus County Countywide Trail System Plan*. Efforts are underway to develop an Ohi:yo' River Policy as part of a Trails Policy to guide consistent development of trail facilities on Nation lands.

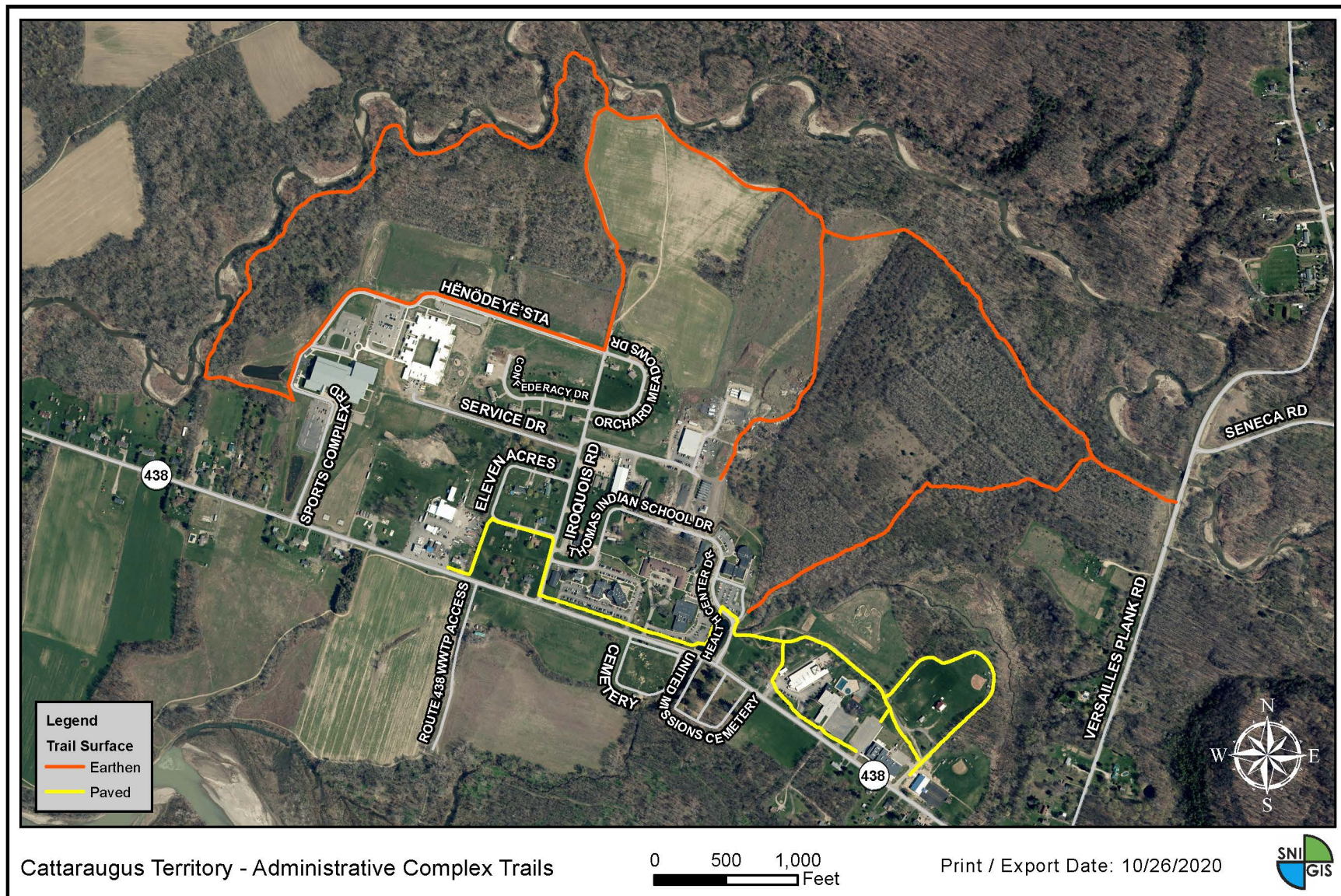
Within **Cattaraugus Territory**, a walking path/bike trail connects between the Wolf's Run convenience center and American Legion. An informal primitive trail connection also stretches between the administrative complex, sports fields, Clear Creek, and Versailles Plank Road. Both are shown in **Figure 18** (page 38). Near the eastern boundary of the territory, sections of the regional Shoreline Trail are under construction, creating a link along Lake Erie and the Niagara River from Chautauqua County to Grand Island.

Surrounding the **Allegany Territory**, the Finger Lakes Trail/North Country Trail, Pat McGee Trail, and Pennsy Trail provide regional hiking routes with several converging in Jimersontown near the casino. Existing trails exist at Highbanks campground and the fish hatchery. Additional paths provide dedicated routes for snowmobiles, skiers, mountain bikes, ATVs, and equestrians, particularly within Allegany State Park.



**Figure 17: Cattaraugus County Trails**



**Figure 18: Cattaraugus Territory Trails**



Regionally, an 80-mile “Southern Tier Trail” multiuse trail along the former Buffalo-Pittsburg rail corridor is proposed, passing through Salamanca, Kill Buck, and Carrollton in the eastern section of the Allegany Territory. This trail would connect with the Genesee Valley Greenway Trail in Allegany County.

In addition to traditional walking/biking paths, regional activities have been taking place to develop the Ohi:yo’ River as a blueway trail. The City of Olean worked with community groups and consultants to develop the *Allegheny River Public Access and Recreation Plan*; SN is developing its own guidelines to address the section of the river that runs through its boundary. There is great economic development, tourism, and recreation potential associated with the Allegheny which should be pursued; however, conservation and environmental sustainability should remain as the top priority when considering river development. The plan divides the river into four distinct sections: the first (Eastern) section, through Salamanca, along Old Route 17, and south of the STE twin bridges. It explores differing perspectives on public river use, identifying common ground and two options for usage by section.

### Airports

Southwestern New York State is serviced by four general aviation airports (**Figure 19**). These include Chautauqua County Airfield in Jamestown, Chautauqua County Airfield in Dunkirk, Olean Municipal Airport, and Wellsville Municipal Airport. The Jamestown Airport also offers limited commercial passenger service. Each of these airports boasts state-of-the-art navigation

systems and all have paved runways of varying length. Specific services offered at each airport vary, but can include fuel, hangar rental, commuter service, plane rental, repairs, etc.



**Figure 19: Regional Airports**



The Buffalo Niagara International Airport is only 40 miles from the SN Cattaraugus Territory and services approximately 3 million people each year. Niagara Falls International Airport is located in Niagara Falls, minutes from the SN Niagara Falls Territory. Owned by NFTA, the airport has four passenger gates and three active runways that serve general aviation, commercial, and military flights. Erie International Airport is 80 miles west of Salamanca, just over the Pennsylvania state line.

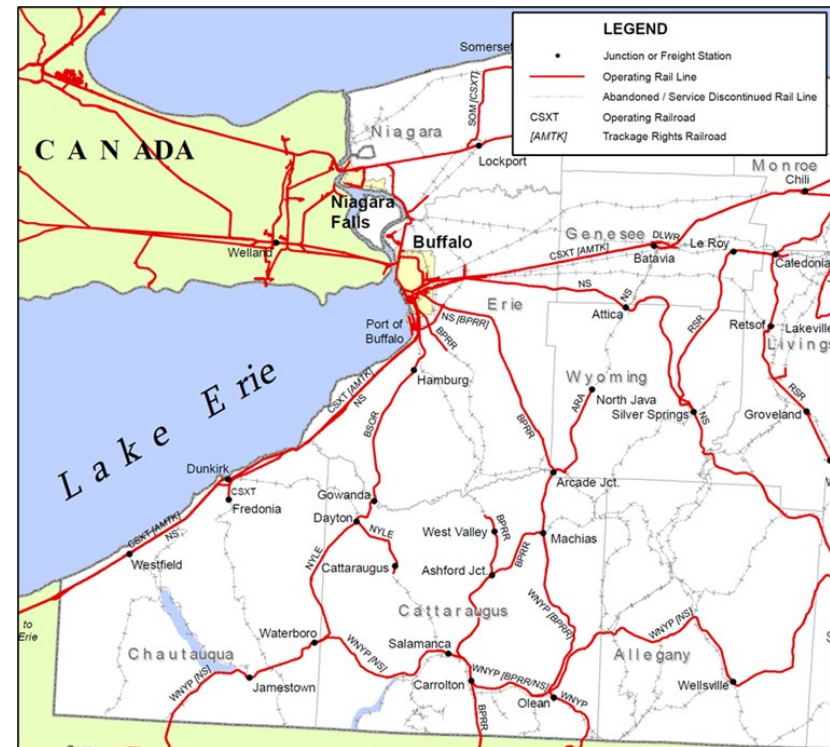
Additionally, Gowanda Airport—a private grass airstrip—is located just inside the eastern limits of the Cattaraugus Territory.

### Railroads & Freight

Shown in **Figure 20**, railroad infrastructure is also entrenched in the region, running through both the SN Cattaraugus and Allegany Territories. Two Class I Railroads—Norfolk-Southern and CSX—operate in the region. As well, there are three Class III short-line operators that service the region. The Port of Buffalo is a large intermodal port on Lake Erie, a major factor in the region's freight economy.

### Scenic Byways

One US-designated scenic byway passes through the area. The Great Lakes Seaway Trail begins at the Ohio/Pennsylvania border then stretches east 454 miles along the western boundary of NY State. This includes a section along Route 5 through the western edge of the Cattaraugus Territory. However, the designation was completed without SN input and the trail is not recognized.



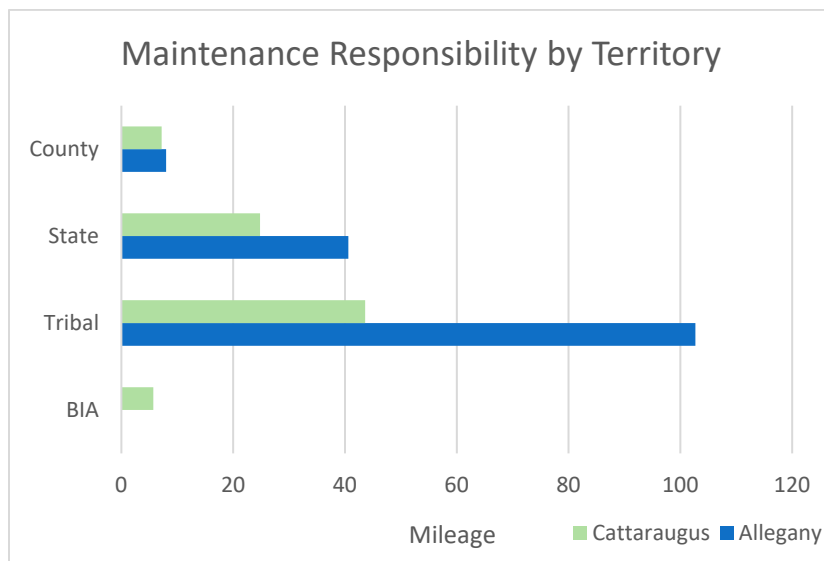
**Figure 20: Regional Rail Infrastructure, per NYSDOT 2019**

One state-designated scenic byway is located nearby: the WNY Southtowns Scenic Byway includes a 108-mile loop stretching as far south as Ellicottville and McCarty Hill State Forest.

Within Cattaraugus County, the Amish Trail is a collection of Amish farms, shops, restaurants and other attractions—a loose collection of small town destinations rather than a traditional route-specific tour.

### 4.3. Current Highway Inventory

As of July 2020, SN lists over 230 miles in their National Tribal Transportation Facility Inventory (NTTFI), divided between its two largest territories. The Allegany Territory includes 264 sections associated with 195 routes, totaling 151.3 miles. The Cattaraugus Territory includes 117 sections associated with 77 routes, totaling 81.3 miles. All roadways on Nation territories are owned by the Nation. Shown visually in **Figure 21**, the majority of inventory routes are also maintained by the Nation, with a few other federal, state, and local entities sharing maintenance responsibilities for some facilities. All roadway characteristics and classification data presented in this section were taken from the Road Inventory Field Data System (RIFDS) during July 2020.



**Figure 21: Maintenance Responsibility by Territory**

### Functional Classification

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. 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 properties. 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.

Simultaneously, the Bureau of Indian Affairs (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 to ensure adequate design of the facility.

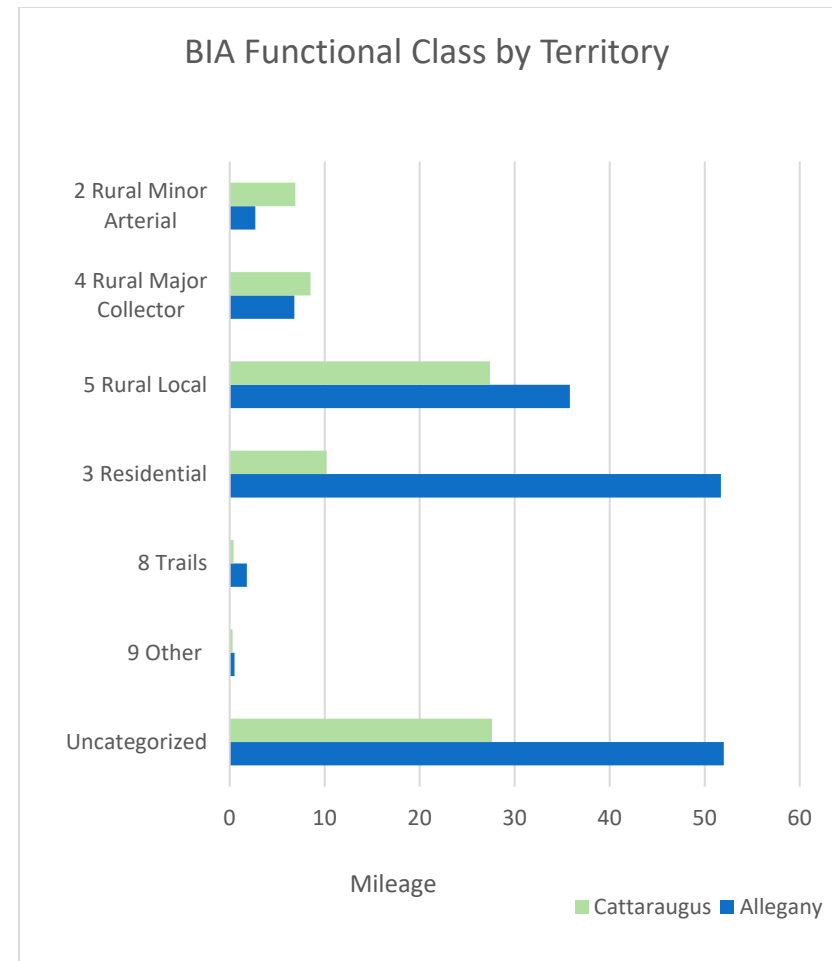
- Class 1 roads are major arterial roads that provide an integrated network to serve traffic between large population centers. They generally do not have stub connections, have more than two lanes of traffic, and carry an average traffic volume of 10,000 vpd or more.

**FUNCTIONAL CLASS****1. Major Arterials****2. Rural Minor Arterials****3. Urban Locals****4. Rural Major Collectors****5. Rural Locals****6. Urban Minor Arterials****7. Urban Collectors****8. Trails****9. Parking Lots & Misc.****10. Airstrips****11. Reporting Overlap**

- 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 may 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 also 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.

**Figure 22** presents a visual comparison of BIA classes between the two main territories; **Figure 14** and **Figure 15** above provide maps of functional classifications for both main territories.



**Figure 22: BIA Functional Classification**



### Geometry and Condition

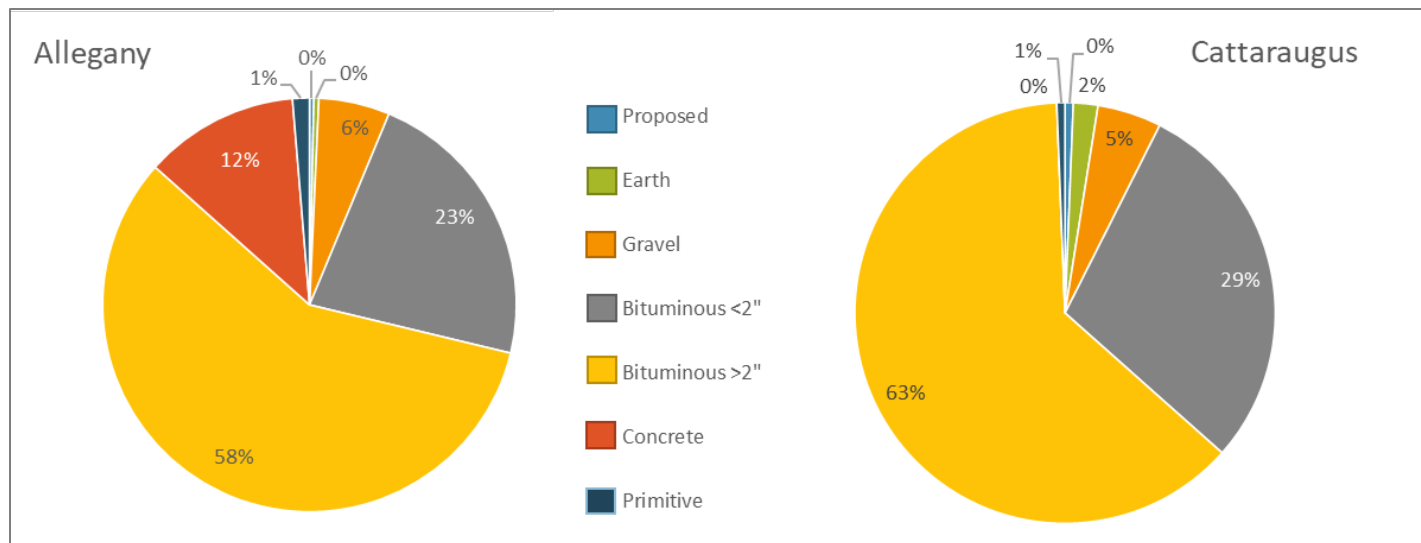
With varying maintenance requirements, **roadway surface types** are tracked as part of the system inventory. By mileage, over 80% of SN inventory routes are paved with bituminous pavement (**Figure 23**, page 45). The Allegany Territory also includes 18.3 miles of roadway with concrete pavement. Widths are generally adequate for modern traffic: 16.3 miles of roadways in Allegany Territory and 5.5 miles in Cattaraugus Territory provide surface widths less than 18 feet. About 1% of the system is unclassified in the inventory—that is, other agencies track/maintain this item.

**Roadbed condition** is classified into one of four categories: unimproved (poor drainage/alignment), minimum buildup (inadequate drainage/alignment), designed (some drainage/alignment issues), or adequate. Shown in **Figure 24** (page 45), 22% of the system mileage falls into lower categories that may benefit from additional engineering. About 2% of the system is unclassified.

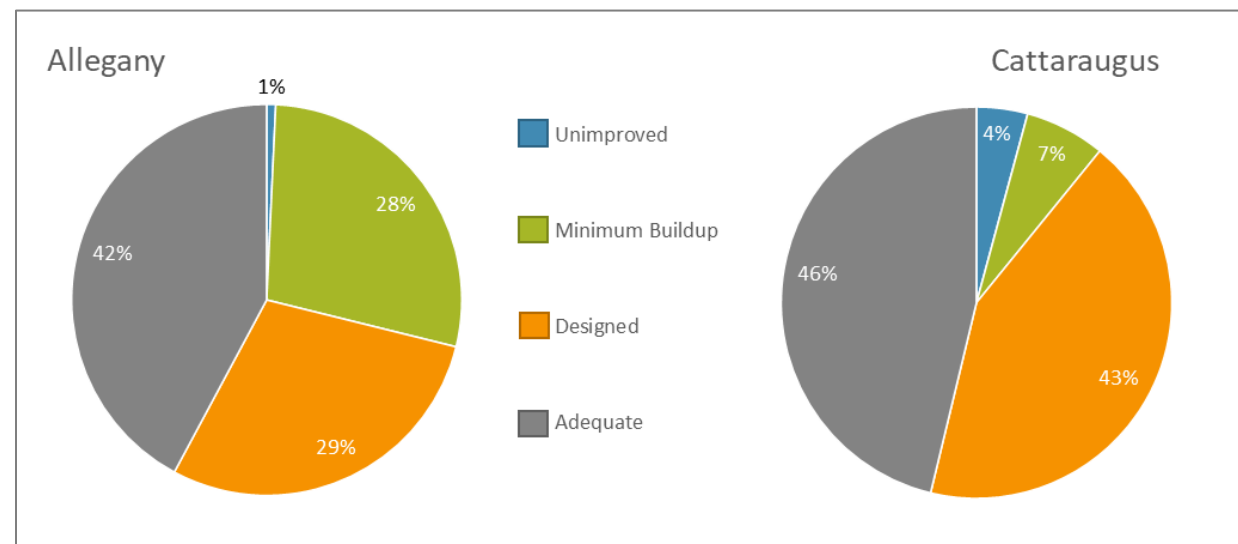
**Roadway maintenance levels** are classified into one of four categories as well: Little to None (<10%), Occasional (10-49%), Limited (50-89%), or Optimum (90%+). Shown in **Figure 25** (page 46), 25% of the system mileage falls into lower categories that may benefit from additional maintenance; however, a relatively large portion of the system is unclassified in the inventory—indicating another entity is responsible for maintenance activities, tracked via different management systems. This mileage is omitted from the chart.



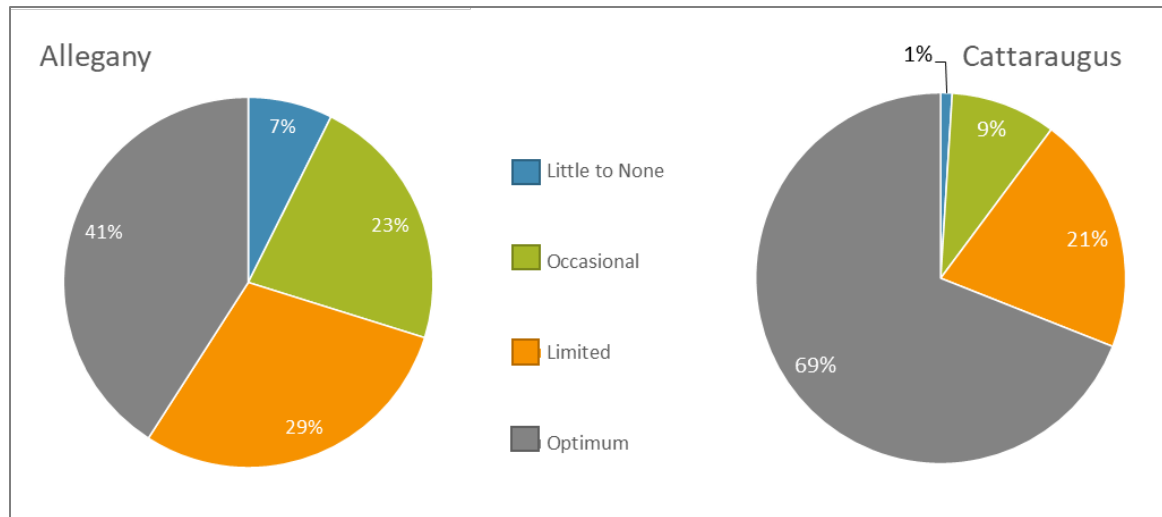
COMMON ROADWAY DRAINAGE ISSUES



**Figure 23: Breakdown of Surface Type by Territory**

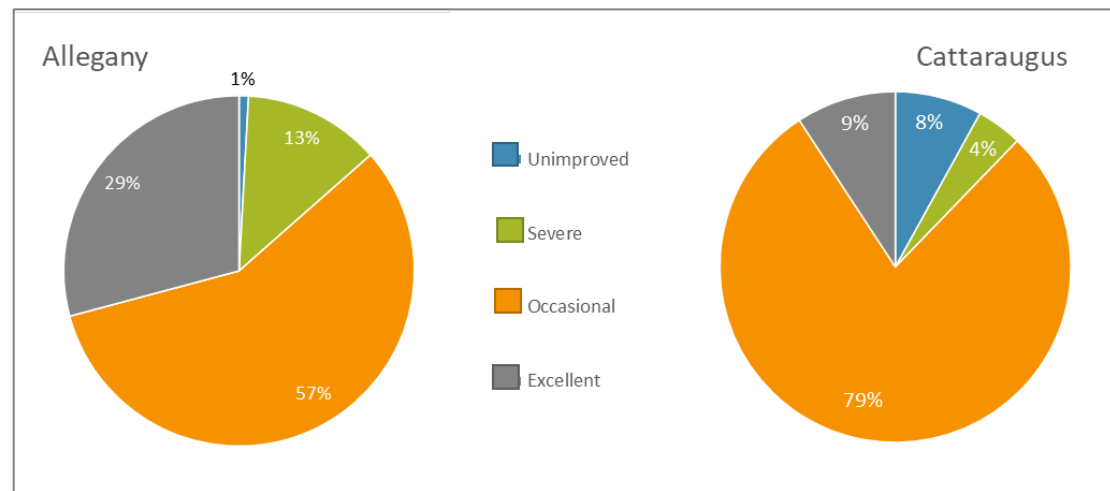


**Figure 24: Breakdown of Roadbed Condition by Territory**



**Figure 25: Breakdown of Maintenance Level by Territory**

**Drainage condition** is rated into one of four categories: unimproved routes, severe problems, occasional problems for short periods during or following normal storms, or excellent. Shown in **Figure 26**, nearly half of the system mileage falls into lower categories that may benefit from additional drainage; however, nearly 40% of the system is unclassified in the inventory.



**Figure 26: Breakdown of Drainage Condition by Territory**

## Safety

SN completed a *Transportation Safety Plan* in 2019 to assist leadership in making proactive decisions for improving safety conditions. It will also help to align and leverage resources needed to build support, tools to analyze data, and resources to identify safety issues and select safety strategies to address the safety challenges unique to the Nation's transportation system. The current plan builds on a 2014 effort emphasizing improved data collection, conservation, and analysis—resulting in on-the-ground technology deployments for SN marshals to address this need.

The Plan inventories reported crashes and trends during 2013-2018:



TABLETS FOR MARSHALS

➤ The Institute for Traffic Safety Management and Research (ITSMR) reports 908 crashes in the Allegany Territory, including nine fatalities. An estimated 40% of crashes involved a roadway departure, compared to 14% rear end collisions and 12% animal-related. In total, 36% of crashes occurred during inclement weather events.










- In Cattaraugus Territory, ITSMR data shows 374 crashes including six fatalities. An estimated 26% of crashes involved a roadway departure, followed by 23% fixed object collisions and 18% animal-related. In total, 23% of crashes occurred during inclement weather.
- In both territories, speed and impairment (i.e., drugs and alcohol) are significant crash factors. The National Highway Traffic Safety Administration FARS database estimates that 80% of fatality crashes are speed-related and all 15 SN motor vehicle fatalities can be traced back to alcohol use. On SN roadways, 193 alcohol-related, drug-related and impaired driving crashes were reported per ITSMR, resulting in 18 deaths.
- NYSDOT crash data shows 24 pedestrian and bicycle-related crashes on SN roadways during the same period, including two fatalities.

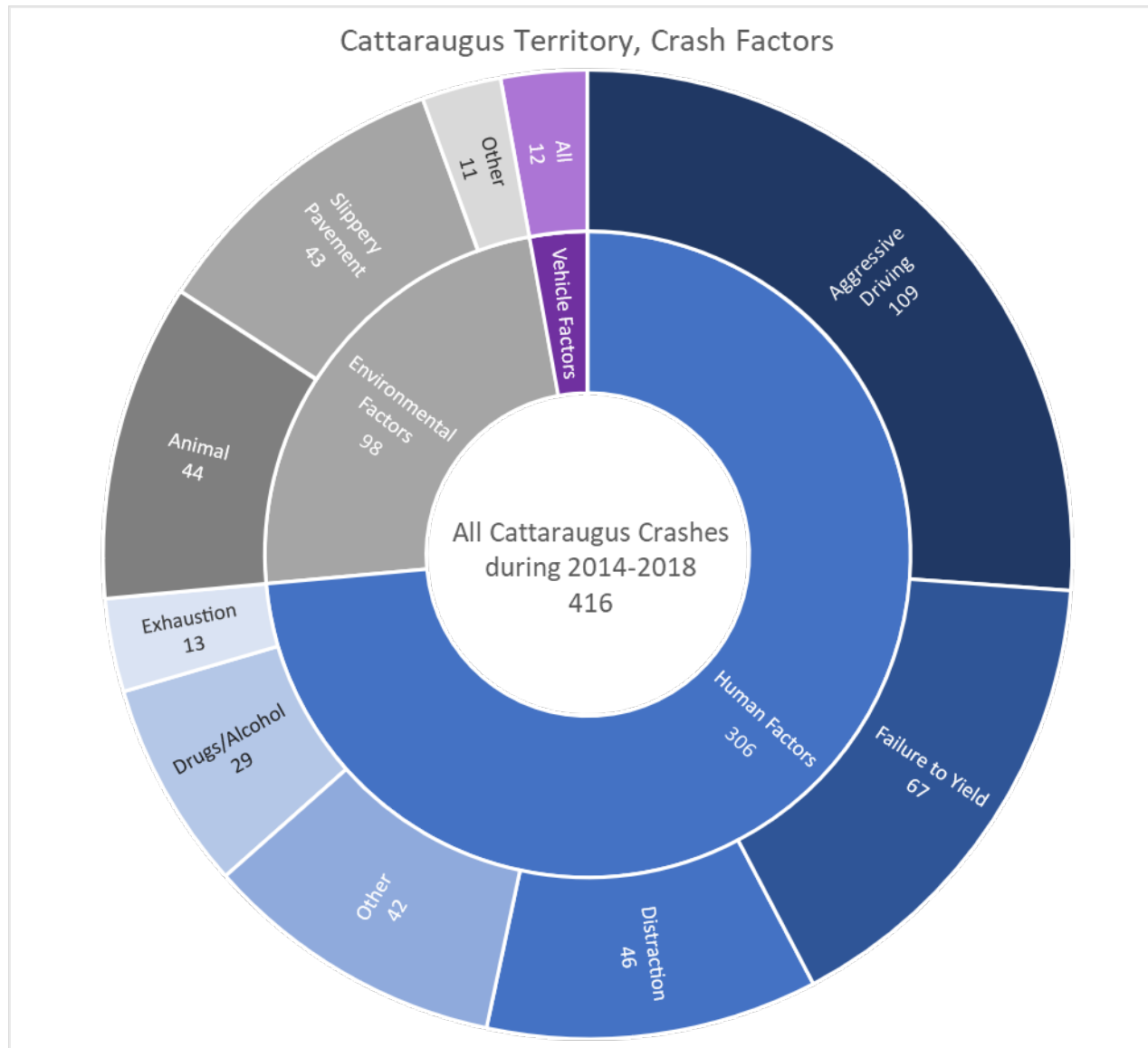
Emphasis areas are listed in **Table 5**. The Plan also identifies seven priority safety improvement projects, discussed further in **Section 5.2**.

ITSMR data for crashes during 2014-2018 on the two primary SN territories highlights causation factors influencing crash patterns. Shown graphically in **Figure 27** (page 49) and **Figure 28** (page 50), human factors (e.g., aggressive driving) are the leading cause while environmental factors like animal collisions and slippery pavement also represent a significant distribution.

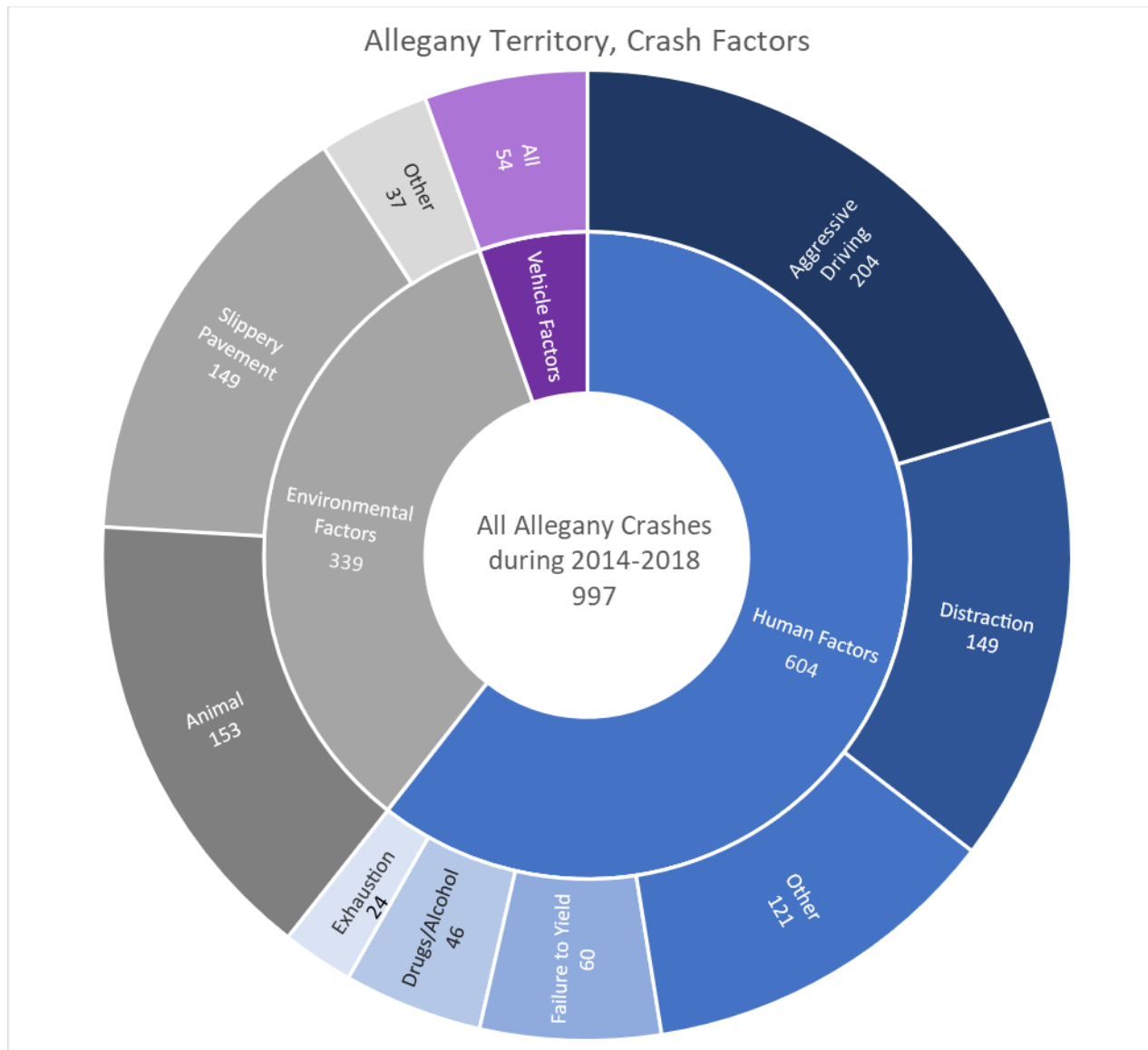


**Table 5: Transportation Safety Plan Emphasis Areas & Goals**

| — EMPHASIS AREA —   |   | GOAL/DESCRIPTION  |
|---|---|---|
|    | <b>Data Collection</b>                      | Modernize the SN crash data collection and reporting program: develop a crash data collection and analysis system and program protocols that enable a systematic and uniform approach to the collection, documentation, and sharing of crash data, crash factors, and crash activity on SN roadways.                                      |
|    | <b>Intersections</b>                        | Eliminate fatal and serious injury crashes at SN roadway intersections. Specifically, redesign and reconstruct intersections where crash injuries and deaths have been recorded—and where there are similar design characteristics at other intersections on the system.  |
|    | <b>Impaired &amp; Distracted Driving</b>    | Eliminate serious injury and fatal crashes resulting from impaired and distracted driving on SN roadways, with an emphasis on community education and awareness.  |
|    | <b>Pedestrians &amp; Vulnerable Users</b>   | Eliminate pedestrian and vulnerable user fatality and injury crashes on SN roadways. Specifically, integrate 'smart' designs and facilities that protect pedestrians and other vulnerable users to enable their safe access to transit, pedestrian, bicycle, human, social, commercial, government, and recreational services.            |
|    | <b>ATVs, Snowmobiles, &amp; Motorcycles</b> | Eliminate serious injury and fatal ATV, snowmobile, and motorcycle crashes on SN roadways. Specifically, identify locations on SN roadways and trails where ATV, snowmobile, and motorcycle crash conflicts persist; develop and implement site specific design solutions; and sponsor community safety education and awareness programs. |
|    | <b>Roadway Departure</b>                    | Eliminate fatal and serious injury roadway departure crashes on SN roadways. Specifically, redesign and reconstruct locations with persistent roadway departure crashes—and where there are similar design characteristics at other locations on the system.  |
|  | <b>Wildlife Vehicle Collisions</b>          | Eliminate serious injury and fatal wildlife and animal vehicle collisions on SN roadways: identifying trends, developing site-specific solutions, and sponsoring community safety education and awareness programs.   |
|  | <b>Weather Conditions</b>                   | Eliminate serious injury and fatal crashes related to weather conditions on SN roadways, upgrading roadway surfaces to address adverse weather conditions.  |
|  | <b>Safety Education &amp; Awareness</b>     | Eliminate traffic crashes and serious injuries on SN roadways through sustained education, awareness, and outreach to users of the system.  |



**Figure 27: 2014-2018 ITSMR Crash Factors, Cattaraugus Territory**



**Figure 28: 2014-2018 ITSMR Crash Factors, Allegany Territory**

#### 4.4. Current Bridge Inventory

There are 46 bridges within SN territories, listed in **Table 6**. Each is owned by the Nation though maintenance responsibilities are shared with NYSDOT in many cases. Maps of bridges on each territory are presented in **Appendix D**. Those noted in the table with an asterisk are in poor condition as of their most recent inspection and discussed further in **Section 5.4**.

**Table 6: NTTFI Bridges by Territory**

| Bridge   | Route          | Length |
|----------|----------------|--------|
| Allegany |                |        |
| 3320770  | Lebanon Rd     | 60'    |
| 2212090  | Sunfish Run Rd | 26'    |
| 6012220* | Old Route 17   | 67'    |
| 6012230* | Old Route 17   | 487'   |
| 1073471  | Route 17west   | 118'   |
| 1073472  | Route 17 east  | 118'   |
| 6062761  | Route 17west   | 609'   |
| 6062762  | Route 17 east  | 609'   |
| 6062830  | Route 17       | 33'    |
| 6062840  | Route 17       | 20'    |
| 6069651  | Route 17west   | 105'   |
| 6069652  | Route 17 east  | 102'   |
| 6069661  | Route 17 west  | 66'    |
| 6069662  | Route 17 east  | 66'    |
| 6072771  | Route 17 west  | 185'   |
| 6072772  | Route 17 east  | 222'   |
| 6600149  | Route 17       | 206'   |
| 6600159  | Route 17       | 912"   |
| 6600169  | Route 17       | 144'   |
| 6600179  | Route 17       | 768'   |
| 6062770  | Route 280      | 196'   |
| 6600180* | Route 280      | 24'    |

| Bridge      | Route                | Length |
|-------------|----------------------|--------|
| 6062800     | Breed Run Rd         | 185'   |
| 6064840     | Jimerson Rd          | 94'    |
| 6046330     | Route 353            | 687'   |
| 6600040     | West State St        | 118'   |
| 6600050*    | Main St              | 393'   |
| 6064660     | Nine Mile Rd         | 33'    |
| 6064850*    | Cotton Rd            | 350'   |
| 6012240     | Route 417            | 654'   |
| 6012270     | Route 417            | 162'   |
| 6012290     | Route 417            | 27'    |
| 6012300     | Route 417            | 26'    |
| 6012280     | Route 219            | 31'    |
| 6041450     | Route 219            | 891'   |
| 6041460     | Route 219            | 508'   |
| 6069651     | Route 17             |        |
| Cattaraugus |                      |        |
| 6001320     | Route 5/20           | 549'   |
| 6048500     | Route 438            | 202'   |
| 6050680     | Versailles Plank Rd. | 104'   |
| 6060710*    | Route 438            | 128'   |
| 6064830     | Burning Springs Rd.  | 26'    |
| 6064870     | Versailles Rd.       | 402'   |
| 6600030     | Milestrip Rd.        | 386'   |
| 5511570     | I-90                 |        |
| Oil Spring  |                      |        |
| 6600010     | Route 961            | 42'    |



## 4.5. Other Inventories

### Vehicle Fleet

SN maintains a fleet of different vehicle types between its Allegany and Cattaraugus territories, assigned to various departments to carry out their respective missions. As of March 2020, the fleet included 197 passenger-style vehicles (i.e., cars, pickup trucks, and SUVs), 14 specialty work vehicles (ambulances, dump trucks), 27 buses, 52 trailers, 57 delivery vehicles, and 2 boats. Currently, 18% of the fleet is less than three years old while 26% is more than ten years old. By department, most vehicles are assigned to DPW (31 vehicles), followed by Health (13), Area Office for the Aging (13), and the marshal's office (12).

### Traffic Control & Signage

SN maintains many roadside signs along its inventory routes on the two largest properties. Records are publicly accessible through the SN GIS website, including GPS-based locations of each installation and corresponding photographs. Signs are classified as guides, regulatory, school-related, or warning, with 1,541 total signs inventoried on the Allegany Territory and 1,081 total signs inventoried on the Cattaraugus Territory. An update to these 2014 numbers is planned in the near future.

## 5. TRANSPORTATION NEEDS

This chapter describes the identification of transportation needs within the SN system—pulling data from substandard geometric designs, high crash concerns, recently completed studies, regional planning efforts, public input, etc. **Chapter 6** discusses how projects to address these needs are prioritized to focus the investment of limited transportation funds.

### 5.1. Design Policies and Procedures

Recommended policy and procedures for the design, construction, and maintenance of transportation facilities within SN territories are appended to this LRTP update. The BIA TPP—formally known as the Indian Reservation Roads (IRR) Program, is officially guided by Title 25 of United States Code of Federal Regulations (CFR), Part 170 (25 CFR, 170). It provides rules and a funding formula for the US Department of the Interior in implementing the TPP. Included in Part 170 are other Title 23 programs administered by the Secretary of the Interior and implemented by tribes and tribal organizations under the Indian Self-Determination and Education Assistance Act of 1975, as amended.

25 CFR 170 Appendix B to Subpart D, *Design Standards for the IRR (now TPP) Program*, is the guide recommended for design specifications of transportation systems. While officially adopted by the BIA, these are not strict Seneca Nation policy, but recommendations for best practices ensuring the best possible outcomes in construction, maintenance, and safety of the Nation's

transportation facilities and tribal members. Further, SN is committed to employing a Complete Streets design policy to ensure all transportation corridors provide safe spaces for all users—from initial design efforts through construction and operations.

**Appendix A** includes a discussion of the following topics:

- Capital projects
- New local roads and streets
- Collector routes
- Arterial routes
- Freeways and highways
- Driveways

In addition to 25 CFR 170, SN is developing transportation policies and procedures. **Appendix B** contains additional information, including a discussion of the following topics:

- Requirements for SN to take ownership of a private road
- Process to decommission roads
- SN maintenance of roadways
- Requirements for work within SN right-of-way
- Placement of signs and mailboxes
- Policies for Business Entrances
- Tribal Historic Preservation Office (THPO) requirements
- Tribal Employment Rights Office (TERO) requirements
- Permitting Requirements for Highway Work
- SN Trails Policy (coming soon)

## 5.2. Current TTIP Projects

The current TTIP, approved May 2019, identifies the following projects and transportation investments for implementation:

- Transportation Planning
- Road Maintenance
- Pennsy Trail Improvements (ongoing)
- Route 438 Safety Improvements
- Ohi:yo' Gateway and Trail Projects (ongoing)
- Lenox Road (completed)
- Red House Bridge/Old Route 17
- Casino Access Road
- Seneca One Stop Service Center (former I-90 Oasis Project)
- Route 417 Broad Street Safety Improvements
- Jimersontown Walkability
- Safety Plan (completed)
- Marshals Safety Grant (completed)
- Allegany DPW Road
- STS Facilities
- Responses to Declared Emergencies, as needed
- Tourism

### 5.3. Safety Initiatives from 2019 Plan

In addition to the programmatic safety initiatives presented in **Table 5** (page 48), the SN *Transportation Safety Plan* also identifies seven priority safety improvement projects.

☑ **Route 438 Corridor Safety Improvements, Cattaraugus Territory.** The section of 4 Mile Level Road near the administrative complex—from Versailles Plank Road to Brant Reservation Road, about 1.8 miles in length—was recommended

for a Corridor Safety Plan. During 2014-2018, 32 crashes were reported, including one fatality and 59% resulting in injuries. Shown in **Figure 29**, narrow lanes/shoulders, numerous driveways, and unlighted stretches are noted as potentially contributing factors. The intersection with Versailles Plank Road is called out as a separate improvement, discussed below. The \$10.6 million reconstruction includes three 12-foot lanes, 8-foot shoulders, drainage, clear zones, lighting, a preemptive signal at the fire station, transit stops, and traffic calming measures.



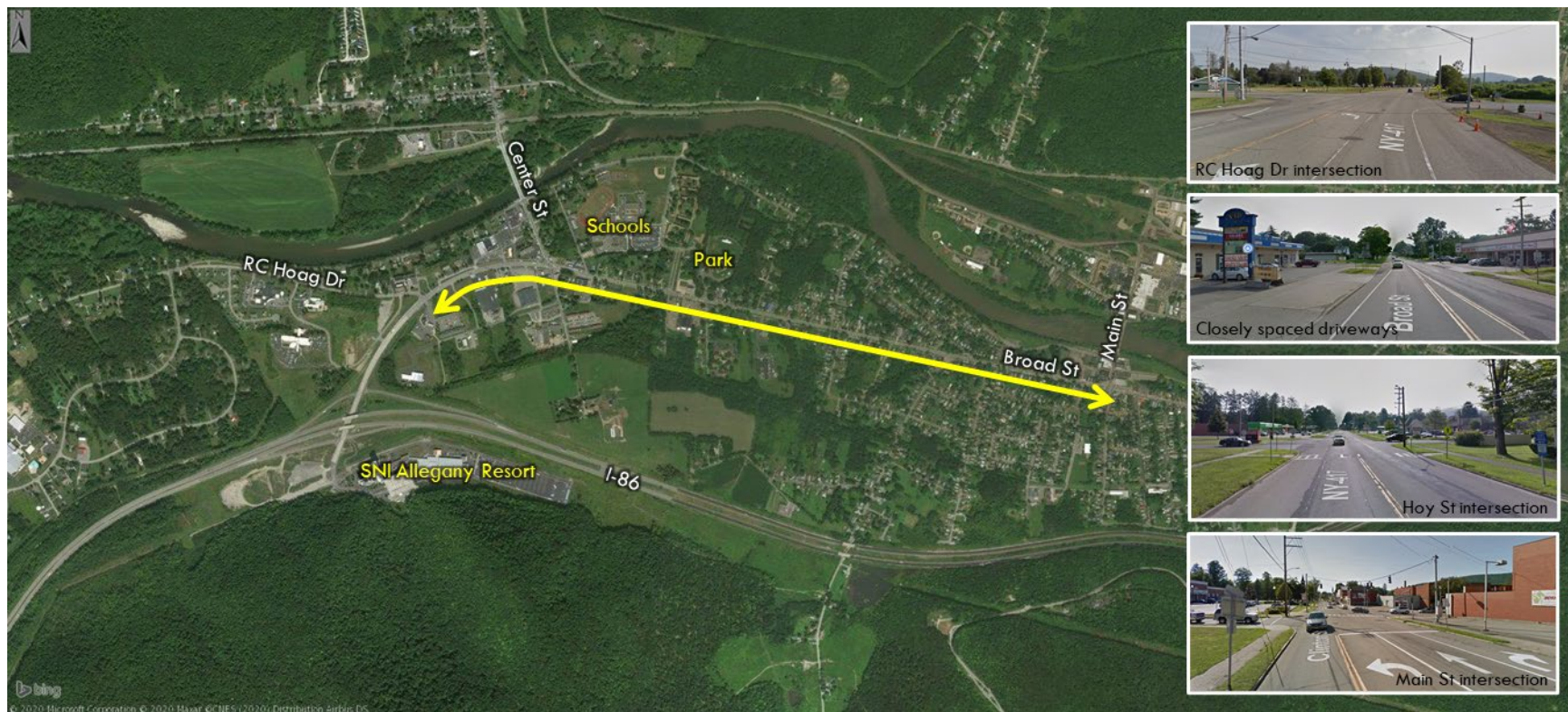
**Figure 29: Route 438 Safety Corridor**



☑ **Route 417/Broad Street Corridor Safety Improvements, Allegany Territory.** The section of Broad Street through Salamanca—from Main Street to RC Hoag Drive, about 1.7 miles in length—contained 89 crashes during 2014-2018, including 15% injury collisions. Poor pavement condition/striping and numerous driveways are cited as contributing factors. The corridor is highlighted in **Figure 30**. Within this section, two intersections are proposed for reconstruction as a roundabout

(discussed below). NYSDOT has a repaving project tentatively scheduled for 2021.

The proposed \$12.6 million reconstruction provides three 12-foot lanes, curb/gutter, lighting, 5-foot bike lanes on both sides for a portion of the route, and replacement signals at Center Street. Beyond the NYSDOT project, extension of the multi-use trail from RC Hoag Drive to McDonalds, crosswalk improvements, and driveway consolidation are also recommended.



**Figure 30: Route 417 Safety Corridor, Salamanca**

☑ **Hoy Street Roundabout, Allegany Territory.** Engineering designs are under development to reconstruct the Broad Street, Iroquois Drive, Hoy Street, and Messenger Street intersection as a roundabout. Current challenges contributing to high crash rates include poor pavement condition, wide lanes with poorly delineated striping, closely spaced driveways, and lengthy queues waiting to access the adjacent Tim Hortons restaurant that back into the highway. There were 20 crashes at the intersection during 2014-2018.



BROAD ST/HOY ST INTERSECTION

☑ **Route 438/Versailles Plank Road Intersection Reconstruction, Cattaraugus Territory.** This two-way stop-controlled intersection saw 19 crashes during 2014-2018, with 63% representing angle collisions and 47% representing injuries. The 45 mph speed limit on Route 438, adjacent bollards to

protect private property, vegetation limiting sight distance, and human factors are noted as contributing to crash trends. A mini-roundabout and four-way stop-controlled intersection were evaluated but limited traffic data is available. The proposed project incorporates left turn lanes, “stop ahead” pavement markings, and increased lighting, totaling approximately \$700,000.

☑ **US 219 at Kill Buck, Allegany Territory.** During 2014-2018, nine crashes were reported concentrated in an 850-foot section of US 219 through the Kill Buck community, near the driveway to Mikey's Emporium. Future housing will increase traffic demand on this stretch of highway. The proposed project adds a 1,000-foot long center turn lane south of the US 219/Depot Street/Hardscrabble Road intersection alongside improved lighting and drainage. Costs are estimated at \$700,000.



MIKEY'S EMPORIUM ALONG US 219



☑ **RC Hoag Drive Roundabout, Allegany Territory.** The intersection of Route 417 and RC Hoag Drive is proposed to be reconstructed as a roundabout with improved lighting, curb/gutter, and pedestrian facilities—estimated at \$1.5 million. The adjacent section of Route 417 to the west was recently reconstructed.

☑ **Improved Lighting.** A programmatic lighting improvement plan is needed for both main territories. At present, improved street and pedestrian lighting needs are considered as other transportation or utility projects advance.

#### 5.4. Other Highway Needs

Additional highway needs identified through various other documents and conversations with SN leadership are noted in this section. Location-specific project needs are listed first, arranged by territory, followed by Nation-wide policy-level initiatives.

##### Location-Specific Needs: Allegany Territory

☑ **Community Center Parking Lot.** With the creation of the new baseball field behind the DPW building, traffic demands and parking needs have changed. Designs to rework the existing parking lot for the nearby Community Center are under development, including a proposed road to connect to the DPW access road to the north/west.

☑ **Main Street Intersection with Route 417.** The signalized intersection of Clinton/Broad Street and Main Street/South Main

Street in Salamanca has several challenging elements for motorists:

- Narrow driving lanes
- Tight turn radii for trucks
- On-street parking (north side of west approach)
- Offset north-south approach
- Driveway access to parking lots immediately adjacent to the intersection.

Future reconstruction of the intersection is needed to address safety and mobility issues at this location. To date, no project development work has occurred.



ROUTE 417/MAIN ST, SALAMANCA

☑ **Depot Road Intersection with Route 417.** Additional housing is proposed for construction along Depot Road, which today provides two 9.5-foot wide lanes with earth shoulders. The IRR notes the most recent surface condition as 40 with improvements needed for the roadbed and occasional drainage problems. Beyond routine maintenance, capacity improvements may be warranted (e.g., defined turn lanes at the Route 417 intersection) as the development progresses.

☑ **Seneca Museum Entrance.** The Onohsagwe:de' Cultural Center and Seneca-Iroquois National Museum complex opened at its new Hetzel Street location in August 2018. Its primary access is at a closely spaced intersection off Route 417 Broad Street, with limited queue storage space. While the current geometry is adequate for current traffic volumes, additional development in the vicinity will necessitate improvements to the intersection, potentially reconstructing the site as a roundabout.

☑ **Route 219 Expansion.** Long term, NYSDOT has a project under development to extend US 219 from Springville to Salamanca, connecting to STE. The corridor is part of a larger “Continental 1” freeway between Miami and Canada.



MUSEUM ENTRANCE FROM ROUTE 417/HETZEL STREET

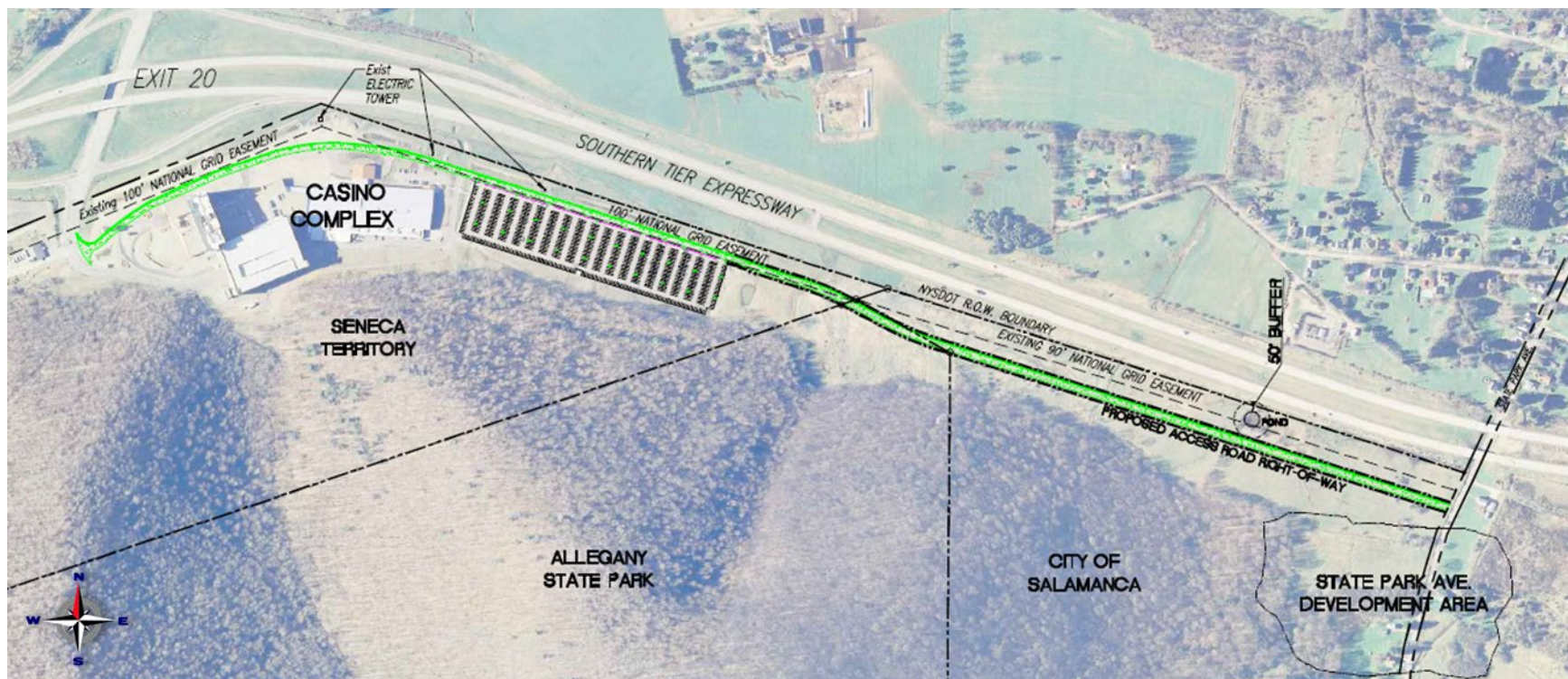
☑ **State Park Avenue Reconstruction/Seneca Allegany Boulevard Extension.** In the early 2000s, the City of Salamanca purchased 200 acres of farmland south of the STE and east of the SN casino, accessed via State Park Avenue. Two transportation needs were identified to improve access to facilitate its development

State Park Avenue connects Broad Street in Salamanca to Allegany State Park to the south. The highway today provides a single travel lane per direction with curb/gutter and sidewalk connections in residential areas. Conceptual plans to reconstruct the road to provide a 12-foot wide travel lane per direction from the city limits to the intersection with Broad Street, adding a short turn bay at Broad Street.



In 2011, the city completed a feasibility study to extend the casino frontage road eastward to meet State Park Avenue. The connection is complicated by high volume traffic needs of the adjacent casino resort, steep terrain to the south, a large National Grid utility easement parallel to the interstate, and the state park. Earlier efforts to create a new STE interchange were not successful.

The least expensive configuration studied (**Figure 31**) would reconstruct the Seneca Allegany Boulevard with two 14-foot lanes, an 8-foot sidewalk, and 7-foot offset; other options considered use of the STE right-of-way and/or relocation of the National Grid Easement. In 2006 dollars, estimated costs ranged from \$4.6 to \$13.1 million.



**Figure 31: Option 1 for Seneca Allegany Boulevard Extension from 2008 Study**

### Location-Specific Needs: Cattaraugus Territory

#### **☑ Old Lakeshore Road/Lucky Layne Intersection with Route 5.**

Today, Route 5 (Erie Road) provides a three-lane connection along Lake Erie; Old Lakeshore Road and Lucky Lane form a wide offset intersection in a horizontal curve. Providing access to a class II gaming facility, sports arena, and SN convenience store, each approach serves relatively high traffic volumes. Further, a potential STS transit hub in an adjacent field would increase traffic demands using this high-crash location. Reconstruction of the intersection is recommended.



ROUTE 5/LUCKY LAYNE/OLD LAKESHORE ROAD, NEAR IRVING

**☑ Cayuga Road Rehabilitation.** Cayuga Road, connecting Versailles Plank Road and Brant Reservation Road, is load posted due to its condition. Route 307 in the IRR, it is 2.3 miles in length with two 11-foot asphalt lanes and narrow paved shoulders. Five plastic culverts under the roadway help with drainage, along with a few drain inlets and many driveway culverts serving individual residences. The pavement condition is deteriorating, in need of maintenance to preserve its functionality and load rating.

**☑ Woodchuck Road & Hare Road Reconstruction.** The northern half of Woodchuck Road is in a significant state of disrepair. In the IRR inventory, the route is broken into three sections:

- Route 301 Section 10 between Route 438 and Hare Road has narrow shoulders, a 39 surface condition index (SCI) on a 100-point scale, limited maintenance, occasional drainage problems, and unexpected sharp curves.
- Section 15 stretches 0.69 miles north of Hare Road and has narrow shoulders, a 39 SCI, limited maintenance, severe drainage problems, and unexpected sharp curves.
- Section 20 covers the northernmost 0.43 miles, with no shoulders, a 24 SCI, occasional maintenance, and severe drainage problems.

While a tribal road, maintenance is provided by the NYSDOT per a 1976 agreement between the Nation and State. The southern half of the road needs basic repair and upkeep while

the northern half needs to be entirely reconstructed to be considered functional. Importance of this improvement is elevated as the SN Housing Authority is planning a 40-unit residential development which will require improved access via Woodchuck Road and/or Milestrip Road.

Accessed off Woodchuck Road, Hare Road lies along a ridge with the southern edge abutting a steep slope. After years of basic maintenance from erosion, the road should be shifted away from the slope and a new guiderail installed for increased traffic safety, particularly during inclement weather.

**☑ Buffalo Road Widening.** On the west side of the Cattaraugus Territory, Buffalo Road (SN Route 404) is a two-lane highway with 10-foot lanes and narrow shoulders. The NTTFI notes occasional drainage concerns, a roadbed condition needing some improvements, and a 40 SCI. A new One Stop convenience center, a possible transit hub, and other commercial developments are proposed along the route, accessible from the NYS Thruway, requiring additional capacity once constructed.

#### Programmatic and Policy-Level Highway Needs

**☑ Dual Language Signage.** To protect SN language and culture, the 2019 CEDS identifies dual-language signage as a priority to immerse residents and visitors alike and create a culture-based atmosphere that encourages learning about Seneca



BILINGUAL SIGNS

heritage. Some instances have been installed along recent highway/trail projects.

**☑ Roundabouts.** At a programmatic level, roundabouts should be considered at dangerous intersections as an alternative to improve safety and reduce delays.

**☑ Community Safety Education and Awareness Programs.** Discussed above, the 2019 Safety Plan identified several community safety initiatives (see Table 5): distracted driving awareness, wildlife collisions, impaired driving, motorcycle/ATV/snowmobile awareness, etc.

**☑ Clear Zones.** Also part of the 2019 Safety Plan, improved clear zones should be incorporated alongside ongoing transportation projects and maintenance activities to cut back vegetation to improve clear zones, a contributing factor in many wildlife vehicle collisions.

**☑ Tolling** There is interest in exploring the option to toll the NYS Thruway to generate additional revenues.

#### Bridges

**☑ NYSDOT Bridge/Culvert Replacements.** In late 2016, NYSDOT identified a project to replace one bridge and four substandard culverts, intended to eliminate structural and hydraulic deficiencies and extend the service life of each 20+ years. One (South Nine Mile Road) has since been completed as an emergency repair.

- Bridge 6600180, carrying Route 280 over Wolf Run



- Culvert 540135, carrying Indian Hill Road over a tributary of Cattaraugus Creek, will be replaced with a new bridge
- Culvert 510207 along Old Route 17 over Breed Run—discussed below
- Culvert 510225, carrying Route 417 Broad Street over Titus Run

The state's 2019 STIP shows \$5.2 million for construction in fiscal year 2022.

**☑ Old Route 17/Redhouse Road Bridge, Allegany Territory.**

The bridge is structurally deficient; the culvert was washed out 2014 and the highway was closed to traffic. NYSDOT project #575879 is currently planned to replace the structure and reconstruct 5.7 miles of old Route 17 from Breed Run Road to Bunker Hill Road. The \$14.5 million project is being designed and constructed by NYSDOT with construction estimated to occur in 2022-2023.



REDHOUSE BRIDGE

**☑ Cotton Rd/Vandalia Bridge, Allegany Territory.** NYSDOT has an ongoing project (#575436) under development to replace the Allegany River crossing along Cotton Road in the Vandalia community near the eastern limit of the Allegany Territory. The \$4.9 million project is anticipated for construction during 2022-2023.

**☑ Bucktown Bridge Replacement, Cattaraugus Territory.**

Carrying Route 438 over Clear Creek near the administrative complex, the Bucktown Bridge is structurally sufficient but has become functionally obsolete due to the era in which it was constructed. SNDOT proposes to have the aging, narrow bridge replaced with a wider, more modern structure to improve traffic flow

**☑ Main Street Bridge Replacement, Allegany Territory.** The Main Street bridge in Salamanca provides two travel lanes with sidewalk connections on both sides. The bridge carries roughly 5,300 vpd across the Allegheny River. NYSDOT rated it in poor condition as of its August 2019 inspection. While NYSDOT repair work is scheduled for construction letting in spring 2021, the bridge is still outdated and will require eventual replacement. The Nation would like to incorporate cultural design elements at that time.

### 5.5. Transit Needs

As the STS continues to grow in popularity, technology tools are available that could be incorporated into the system to increase ridership and improve efficiency including Intelligent



Transportation Systems (ITS). ITS represent a cloud-based system that provides for revenue collection, passenger tracking, data collection, reporting, security, messaging, automated vehicle location, and computer-assisted dispatch.

Future plans also include establishment of a **Transit Center in the Irving area** of the Cattaraugus Territory, with computer-assisted dispatch to streamline center operations. Creation of a transit center would allow for coordination between regional transit providers (STS, CARTS, Access Allegany, NFTA, and other southern-tier based transit systems), providing additional routes and connections to better link SN territories and the southern tier of the state to the Buffalo-Niagara urban area.

A potential **bus garage** Buffalo Road has been suggested to handle increased transit needs, discussed below.

#### 2020 Transit Needs Assessment

In January 2020, SN published an assessment of mobility needs and demands as part of its Transit Development Project, completed in partnership with the Community Transportation Association of America. The analysis examined multiple forecasts to estimate transit demand for an improved system. As most of the forecasts are higher than STS actual ridership, the analysis suggests that there is still unmet transit demand among transit members.

Numerical analyses were accompanied by community workshops and surveys of current STS transit riders. For the Allegany and Cattaraugus territories, operational improvements suggested for

further consideration include more efficient routing within Irving, Salamanca, and the Cattaraugus complex; eliminating the portion of the route south of Salamanca; and eliminating fares. A similar assessment specific to the City of Salamanca found potential unmet transit demand within the city.

#### 2020 FTA Grant

In 2020, SN received a federal grant to implement a selection of transit improvements:

- A series of new **STS local/regional circulator routes** have been identified—Steamburg to Salamanca or Olean, the Cattaraugus complex to Irving, and the Cattaraugus complex to Gowanda. Potential routing and stops are shown in maps in **Appendix D**.
- Creation of a parks maintenance and **bus storage facility** at Highbanks campground.
- **ITS deployments** to incorporate real-time tracking information in new STS vehicles
- Install eight **bus shelters** within the Cattaraugus and Allegany Territories.

#### 5.6. Pedestrian & Trail Needs

Several recent studies highlight potential pedestrian and trail facilities throughout SN territories.

The **Trails Master Plan** will identify the potential for SN to become “a sovereign nation to use trails as a predominant development feature, or *Tribal Trail Town*.” The foothills of the

Allegheny's are abundant in natural beauty and rugged terrain. Popular trails such as the Pat McGee Trail, Finger Lakes/North Country Trail, and a slew of trails throughout the Allegheny State Park surround the Allegheny Territory; extending these trails through the Seneca Nation could greatly benefit tourism and the economy. In most cases, these trails could easily connect to local businesses and hotel accommodations including the Allegheny Casino. With the completion of the Pennsy Trail, it could provide a key connection to the entire town and even serve as a trail head with the planned addition of long-term parking. **Figure 32** and **Figure 33** illustrate proposed trail connections in the central and western portions of the Allegheny Territory.

The 2018 [Walkable Jimersontown study](#) completed by GObike Buffalo identified the need for pedestrian improvements and traffic calming measures within the Jimersontown community, west of Salamanca. The plan highlights the following project concepts:

- Create a signature gateway at the Center Road/Old Route 17 intersection, with a traffic circle to slow traffic and display public art.
- Delineate 8-foot pedestrian paths along Center Road, East Loop, and West Loop, separated from traffic by delineator curbs.
- Install rubber form speed cushions to reduce travel speeds.

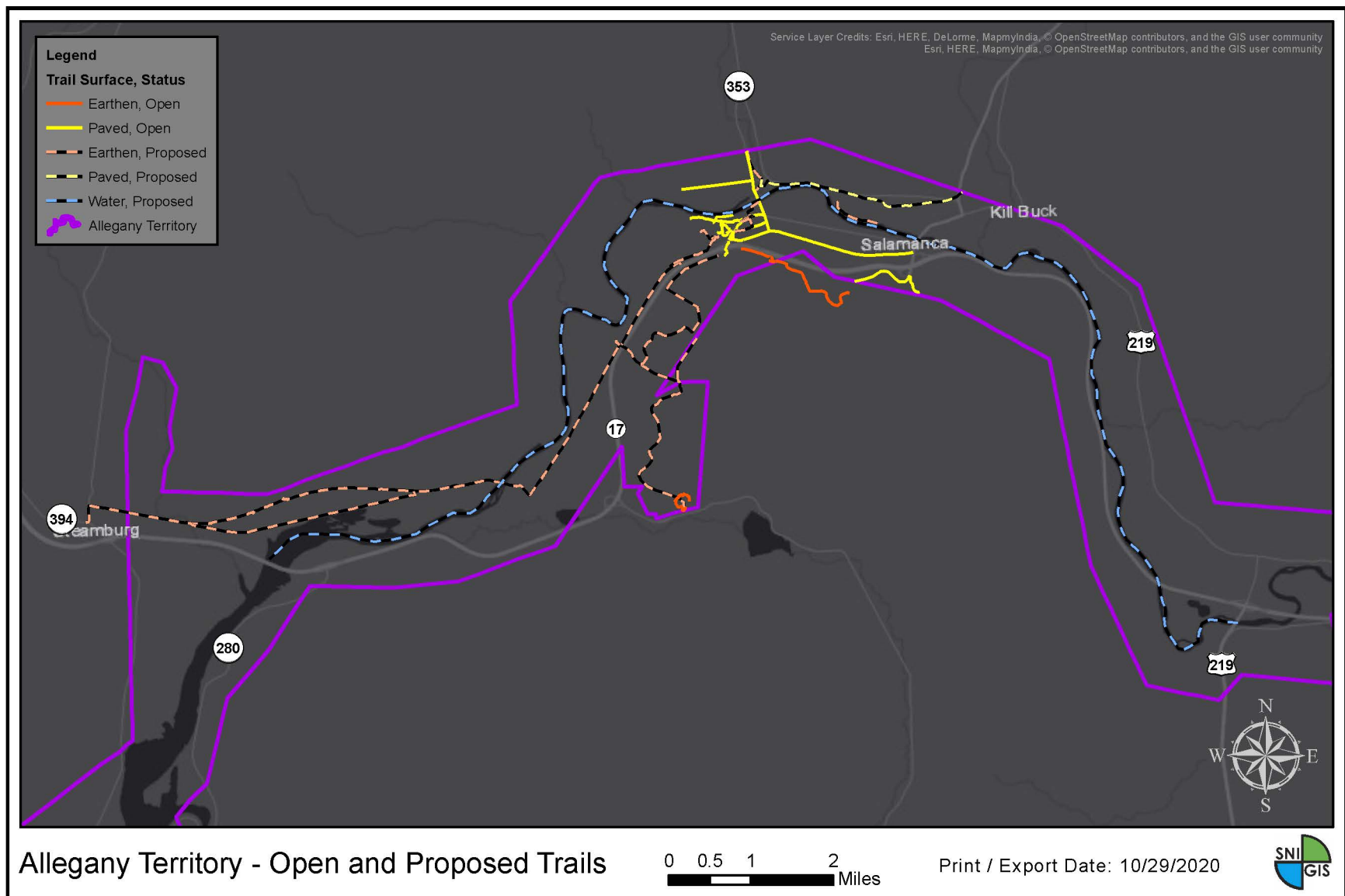


PROPOSED PED PATH WITH SPEED CUSHIONS

SN's [2019 CEDS](#) emphasizes the need to make key trail connections to business and community areas to improve walkability: to make connections to regional trails, to connect located pedestrian ways, and to expand recreational opportunities. The CEDS identifies specific trail priorities:

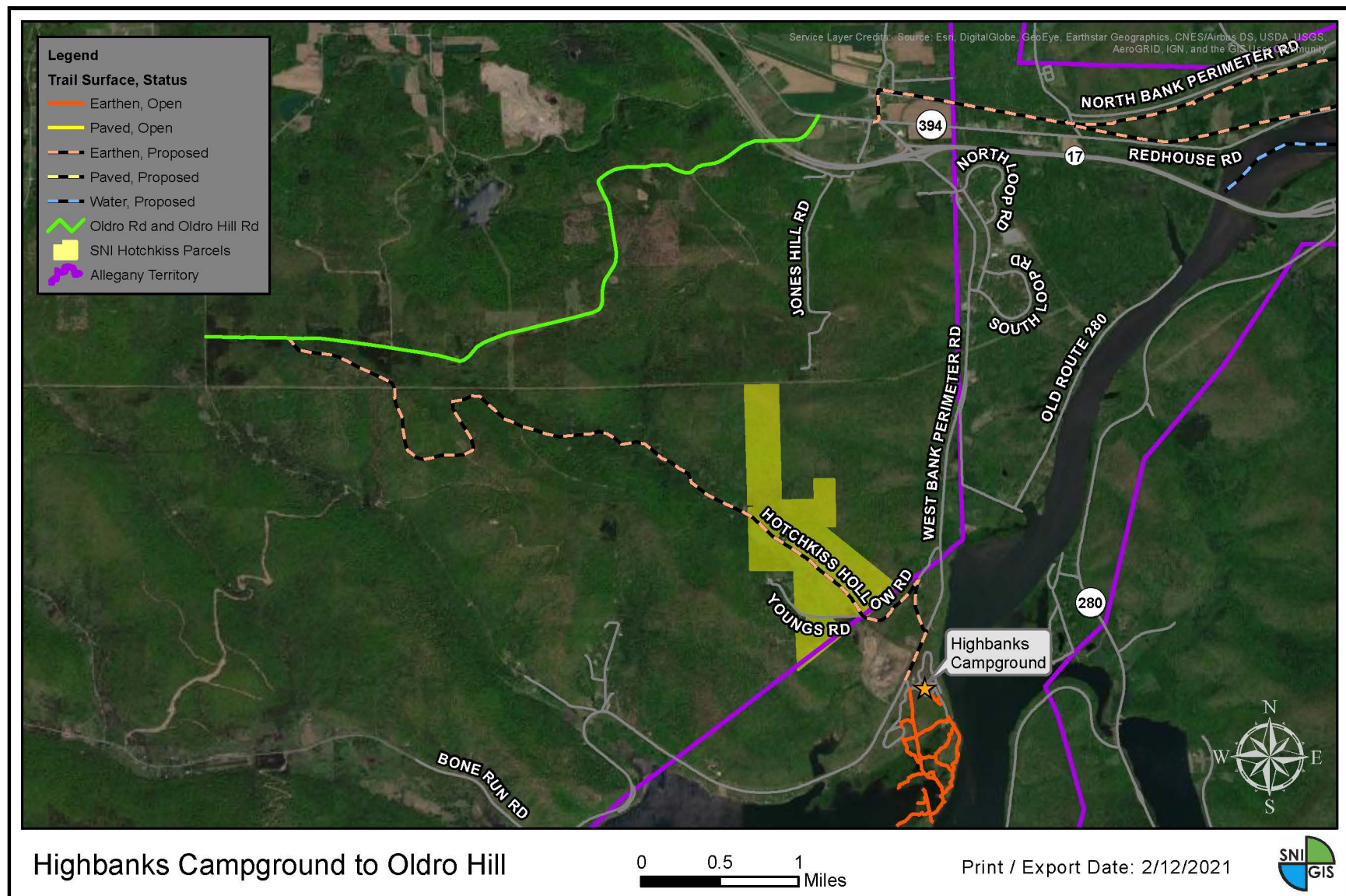
- A Rails-to-Trails route along the abandoned rail line north of the Allegheny River
- Connections to regional snowmobile trails
- Recreational amenities at the Highbanks campground, including a mountain biking trail and improved connections for snowmobile access

Regionally, [GObike Buffalo](#) is studying the feasibility of creating a Southern Tier Trail multi-use path (**Figure 34**, page 68) from Buffalo to Hinsdale, covering 80 miles with connections to 20 towns, the 750-mile Empire State Trail, 580-mile Finger Lakes Trail, and the 90-mile Genesee Valley Greenway. The inset orange box (right) shows the proposed trail location through the SN Allegheny Territory.



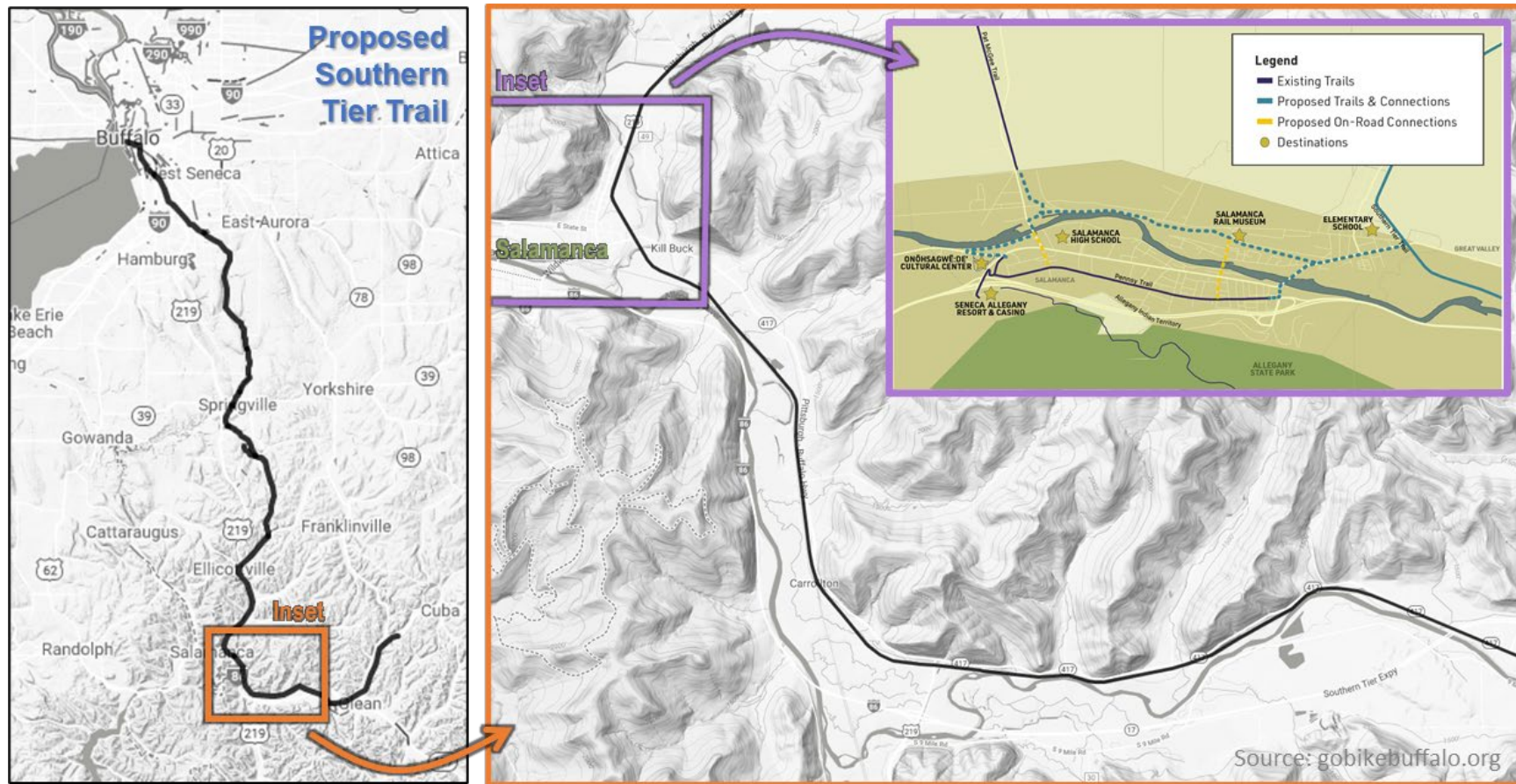
**Figure 32: Open and Proposed Trails, central Allegany Territory**





**Figure 33: Open and Proposed Trails, western Allegany Territory**





**Figure 34: Southern Tier Trail Concept with Allegany Territory (orange) and Salamanca (purple) Insets**

GObike was also invited to tour the recently completed Pennsy Trail through Salamanca, making recommendations to bolster Salamanca as a “Trail Town” destination within the region. Recommendations include additional connections (inset purple box in **Figure 34**), street crossing enhancements, trail

improvements (i.e., vegetation and amenities), wayfinding signage, and maintenance/operational strategies.

Proposed Salamanca connections (purple inset above) include two links between Pennsy Trail to Pat McGee Trail—one along Center Street and another along Front Avenue and RC Hoag

Drive to access local destinations, an east-west connection roughly following State Street between Pat McGee Trail and the proposed Southern Tier Trail, a connection from the eastern limit of Pennsy Trail to the proposed Southern Tier Trail, and a north-south connection along Main Street between the Pennsy Trail and Rail Museum.

Other trail priorities include...

- Connecting the Broad Street trail to the existing sidewalk network, which currently ends near McDonalds and the Allegany Bingo Hall.
- Improving crosswalks and pedestrian connections near the Cattaraugus Elders Center, including similar amenities and treatments as the recently completed Pennsy Trail.
- Adding primitive trail connections from Steamburg to Jimersontown, generally following Old Route 17 and/or Sunfish Road.
- Designating the old rail bed as a shared use path
- Improving primitive trail connection from Jimersontown to the eastern Allegany State Park entrance near Red House Lake.

### Blueway Trails

There is interest in creating a blueway trail along portions of the Allegany River to boost economic development, tourism, and recreation potential within a context of environmental sustainability. Details will be included in the *Trails Master Plan*.

The Nation is also partnering with the city and local school to increase access to the river with an improved kayak launch, estimated to cost \$35,000.

## 5.7. Rail Services and Facilities

In 2018, the Salamanca Rail Museum approved a strategic plan to develop an **excursion train** to expand their visitor experience and promote regional economic development. Three phases are envisioned:

- Launch a 1.3-mile connection from the depot downtown to the East Salamanca railyard, running alongside a proposed bike/pedestrian trail, estimated to cost \$2 million to reestablish the tracks.
- Create switch to tie to Norfolk-Southern's former Erie Railroad line, enabling a future connection.
- In partnership with the Western NY Passenger Train Advocacy Group, establish a Buffalo-to-Salamanca weekend excursion train service with a possible future link to Ontario's Toronto-to-Niagara Falls train.

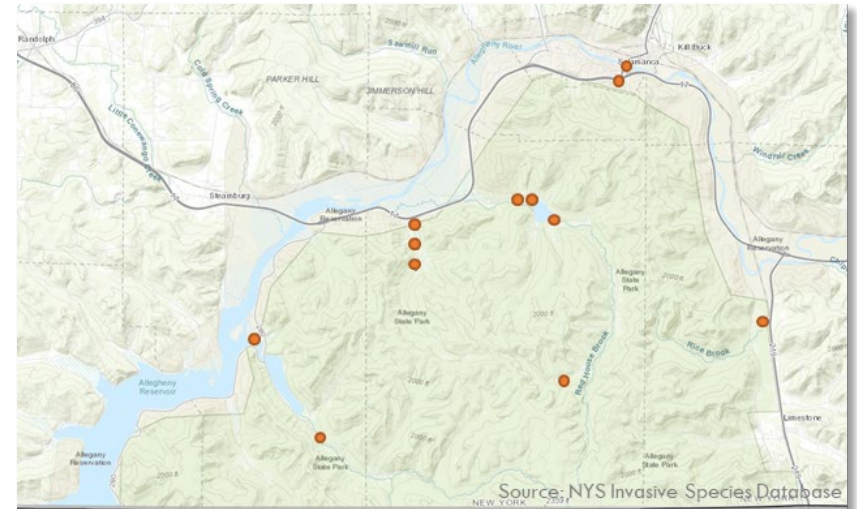
Per the 2019 CEDS, "in addition to serving as a tourist attraction, the train could serve as a sustainable alternate form of public transportation. Utilizing existing routes to link to as many local destinations as possible, trains could run continuously to serve Salamanca locally to Olean, Jamestown, Bradford, and Gowanda, as well as regionally to Buffalo, Pittsburg, Cleveland, Erie, Rochester, and Toronto."

### 5.8. Maintenance Needs

In addition to the capital projects identified above, routine maintenance for SN routes should be considered a priority: ongoing highway improvements like ditching, clearing to maintain clear zones, mowing, replacing signing, application of herbicides, guiderail repairs, etc. As maintenance needs tend to be more reactive, an itemized list of likely investments is not included.

One of the recurring issues facing maintenance crews is the spread of Japanese Knotweed. This invasive plant species resembles bamboo, thrives in disturbed areas like highway rights-of-way, and can be spread through normal mowing practices. A multi-year treatment of herbicides is recommended to combat the spread.

Today, SN DPW handles maintenance needs along highway facilities on its territories. However, maintenance responsibilities will be shifting to SNDOT jurisdiction moving forward—requiring additional staff and funding for the department’s expanding role. Additionally, SNDOT would benefit from having a dedicated storage facility to house its vehicles and equipment. A potential facility along Rochester Street in Salamanca is being considered though improvements are warranted.



SPREAD OF JAPANESE KNOTWEED