Tulalip Treaty Days
1914

CHAPTER 1: INTRODUCTION

Background

The Tulalip Tribes Comprehensive Plan establishes goals and policies that will guide the stewardship and the orderly, physical development of the land resources within the exterior boundaries of the Tulalip Indian Reservation. The creation of this Comprehensive Plan is enabled by Tulalip Tribes Ordinance #56 (1991) which requires three elements be included in the Comprehensive Plan: Land Use, Circulation, and Conservation. These three elements are captured through the Land Use, Transportation, and Environment chapters, respectively. Additionally, Ordinance #56 lists optional elements for the Comprehensive Plan that are represented through the following chapters: Introduction; Cultural Resources; Housing; Reservation Economy; Utilities; Governmental Facilities and Services; and Open Space, Parks, and Recreation.

The 2009 Comprehensive Plan was preceded by previous planning efforts by the Tulalip Tribes (Tribe) which resulted in two comprehensive plans for the Reservation. The first plan was completed in 1972 titled "Comprehensive Plan: Tulalip Reservation". In 1994, an updated comprehensive plan replaced the earlier plan and was titled "Tulalip Comprehensive Plan". The latest version of the comprehensive plan for the Tulalip Reservation is this 2009 "Tulalip Tribes Comprehensive Land Use Plan".

The Plan serves as a tool to promote the general health, safety, and welfare of the Reservation Community, to seek and maintain a desirable quality of life for present and future generations while balancing the issues of land development and resource management.

The intended results of the Plan include an integrated management of land use resources, facilitation of economic vitality, and the provision of an adequate supply of housing.

Along with the Tribal-specific aims of the Plan, the non-Tribal community on the Reservation is recognized and included within this Plan. This inclusion is a reflection of the diverse Tulalip community and the understanding that the entire Reservation is part of this long-range planning effort. It has been a long-term goal of the Tribe to assert land use jurisdiction over the entire Reservation, and this comprehensive plan is aimed at achieving that goal.

Land Tenure

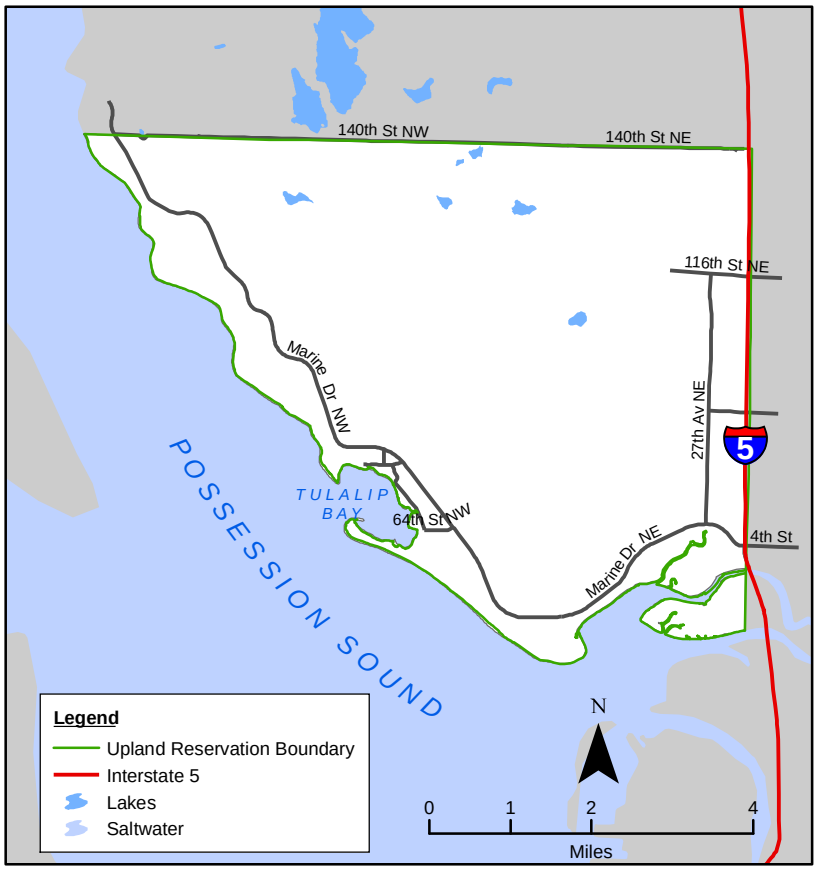
Tulalip is a place - a spectacularly beautiful, sheltered bay on the eastern shore of Washington's Puget Sound. The Salish word for Tulalip means "far to the end", referring to how canoes entering Tulalip Bay had to take a wide berth around a sand spit to avoid running aground.

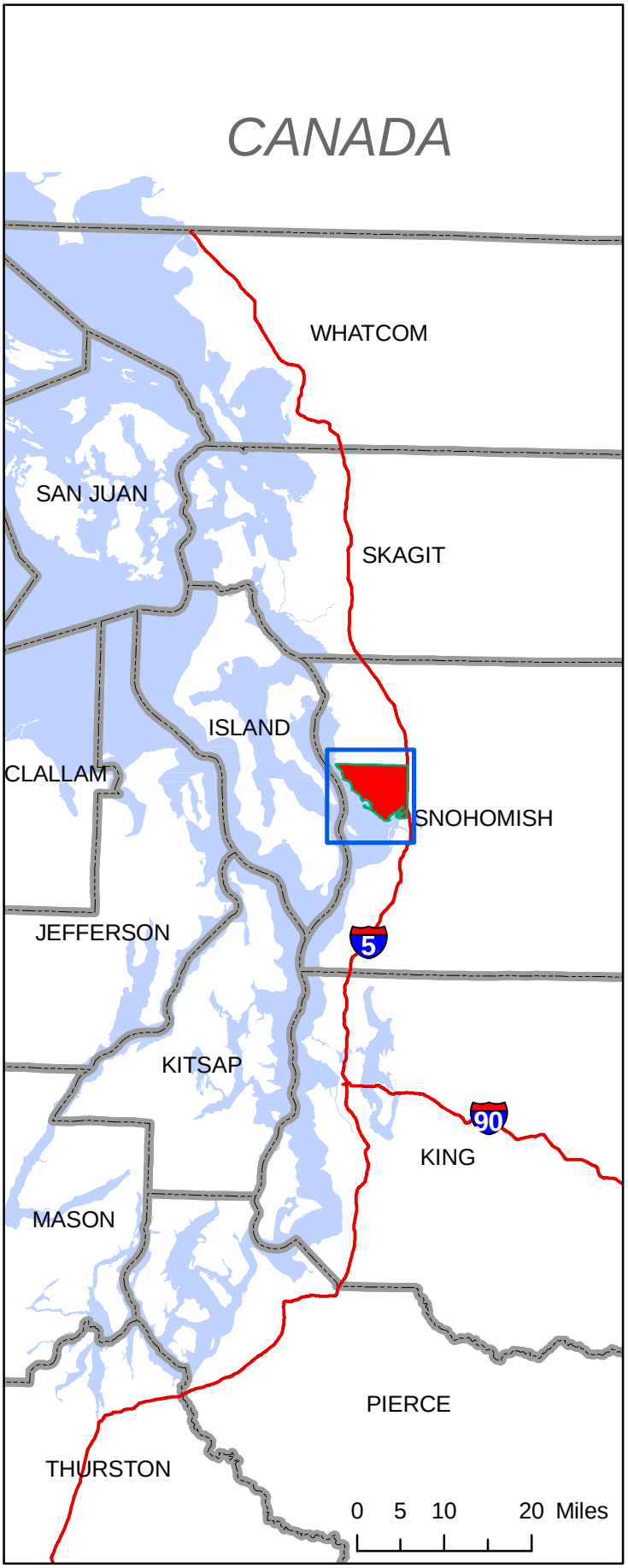
History books credit Captain Vancouver with discovering Tulalip Bay where, according to one source, his own ship Discovery accidentally ran aground. In truth, however, for centuries Native Americans have sustained a flourishing economy in this area, rooted in fish harvests, shellfish harvests, hunting, gathering, and trading of resources within the Salish Sea Eco Region (see **Map 1-1**).

A half century after Vancouver's landing, non-Indian settlers began to enter the region in significant numbers. In 1853 the first non-Indian settlement occurred in Snohomish County - a saw mill, located on the northern shore of Tulalip Bay. With development pressures mounting, leaders of various Indian nations gathered in 1855 at Mukilteo to negotiate with representatives of the United States over what was to become the Treaty of Point Elliott (1855). Under the Treaty, signatory tribes ceded millions of acres of land in western Washington, reserving certain fundamental rights and four areas of land in exchange for promises of governmental protection, goods and services. Tribal leaders who attended the Mukilteo gathering asked the government to locate one of these four reservations on over 22,000 acres of land near the Snohomish River, to include Tulalip Bay, where freshwater streams converged, and where the fish were so plentiful that, as Vancouver's journal records it, "...the Siene was haul'd with pretty good success..." The text from the Point Elliot Treaty, the Executive Order of 1873, and the Tulalip Constitution are in **Appendix A**.

The Native Americans who identify themselves today as the Tulalip Tribes are the successors in interest to the Snohomish, Snoqualmie, and Skykomish tribes and other tribes and bands signatory to the Treaty of Point Elliott.

After treaty times much of the original land base left Tribal ownership as the consequence of federal legislation that allowed the Reservation lands to be divided among families and sold free of federal "trust" restrictions. Today however much of that land has been reacquired, with the result that over 60% of the Reservation is once again owned either by Tribal members or by the Tribal government (see **Map 1-2**).





Map 1-1 Regional Context of the Tulalip Reservation

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Oct 17, 2008

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Data Sources:
Tulalip Bay Vision Plan by Salmon Nation,
Fish, and Our Common Home,
Wolf & Zuckerman, Original Map, Dorie Roth
Tulalip Data Services GIS

Map Path: M:\GISData\Maps\Tulalip\Projects\CompPlan\2008\10-17-08\1-1_RegionalContext_10-17-08.mxd

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Time and acculturation have affected the ability to continue a way of life handed down from past generations. However, Indian people are survivalist and akin to adaptation. The impacts upon traditional resources whether by pollution or encroachment has required finding modern ways of maintaining the Reservation economy for a sustainable future. As the Tulalip Tribes look to the future and steadily make economic gains for the good of the Reservation Community, there is also a need to retain a world view, interrelationships, and culture that uniquely define Indian people.

This is the balance reflected in the Comprehensive Plan, which conveys an understanding of ancestral customs and values while balancing the immediate and projected needs of the community and the sustainable management of natural and environmental resources.

Overview, Approach, and Participation

The Tulalip Indian Reservation is the homeland of the Tulalip Tribes. This Plan will guide future land use plans and decisions that include protection of natural and cultural resources important to the sustainability of the Reservation, while providing economic support and living space for Reservation residents.

In preparing this Plan, the Tulalip Tribes Planning Commission held a series of workshops to provide opportunities for community members to participate and discuss the customs, attitudes, and practices that make the Reservation Community unique. During the planning workshops, community members were asked to express their ideas on the future growth of the Reservation.

Based on these discussions, the Planning Commission, in concert with the Community Development staff developed the following framework for the goals, objectives and policies of this Plan to guide future development of the Reservation.

Guidance for Future Reservation Development

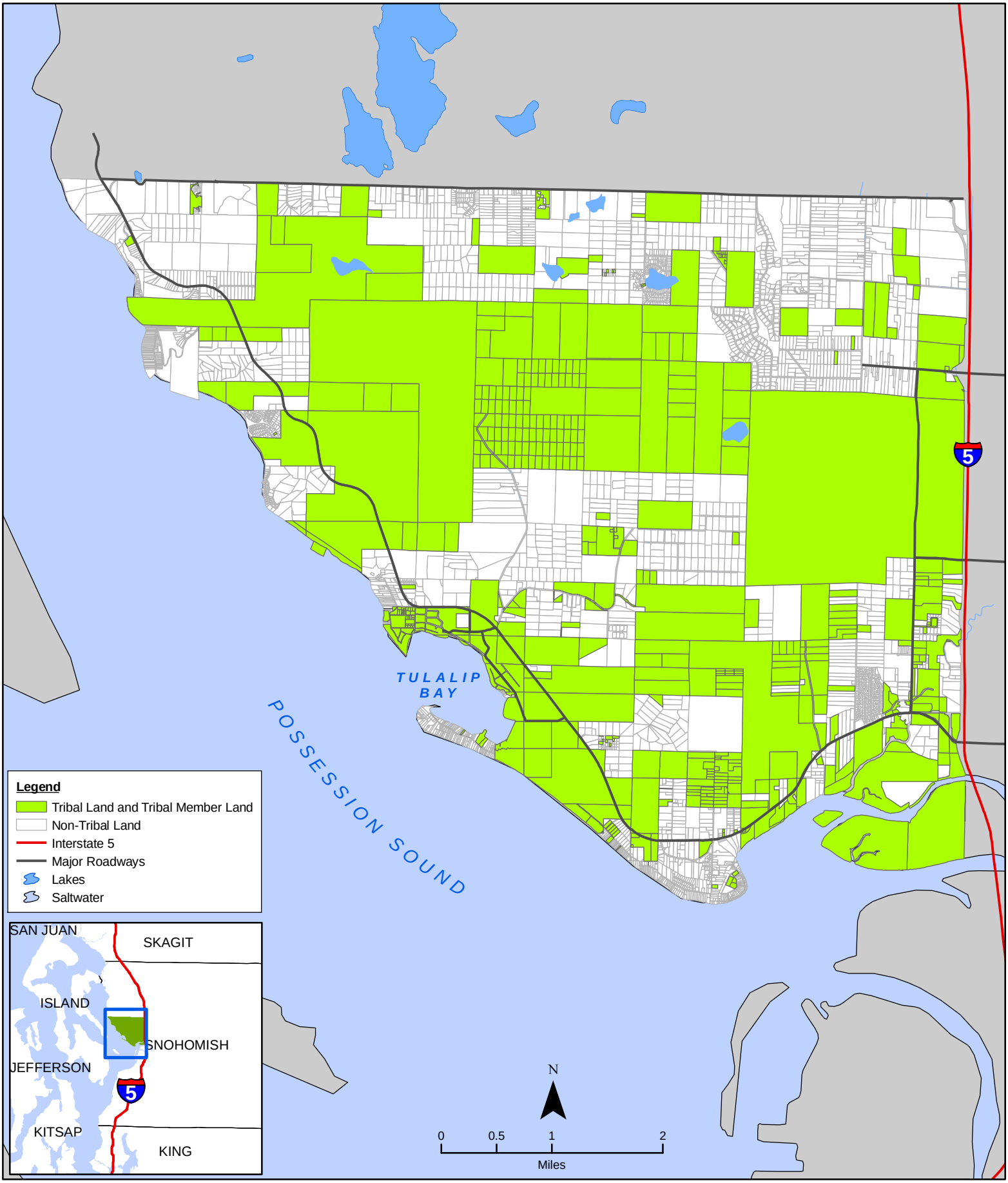
The following principles guided the creation of this Comprehensive Plan:

- Recognize that the Reservation is not a commodity but rather a finite resource that provides a basis for cultural identity and a permanent homeland for the Tulalip Tribes.

- Work to continually improve the health of watersheds, forests, and habitat while working to protect cultural sites and be good stewards of Reservation lands.

- Utilize Reservation resources wisely for the common good.

- Develop settlement patterns on the Reservation that are culturally appropriate.



Map 1-2 Generalized Reservation Ownership

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Data Source:
Bureau of Indian Affairs,
Tulalip Tribes Government Affairs Office ,
Tulalip Tribes Community Development,
Snohomish County Assessor Office,
Tulalip Data Services GIS

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- Provide adequate resources for Tribal members and non-Tribal residents to live on the Reservation.
- Provide space to develop commerce and industry so economic opportunities are expanded on the Reservation.
- Construct and maintain adequate and safe public systems for water, sewer, roads, and walkways for Reservation residents and visitors.
- Identify the Tulalip Bay area as the focus of Tribal life; to be owned and enjoyed by the Tulalip people, where Tulalip's heritage can be shared and passed on to future generations.
- Maintain a healthy Tulalip Bay and provide beach access for Tribal members.
- Continue Tribal reacquisition of Reservation lands.
- Discourage transfer of Reservation land out of Tribal ownership.
- Work with adjacent jurisdictions to coordinate plans and advance the vision for the future of the Reservation.

Although this Plan makes forecasts of population growth and anticipates probable Reservation infrastructure needs to 2030, the Plan itself is not tied to a specific timeline. The goals and policies provide guidance for the long-term development and growth of the Reservation. Revisions to the Plan should occur after a review of the goals, policies, and objectives identified in this Plan every 5-7 years.

Planning for the Future

As in most communities—needs are many and resources are few. This Plan delineates the needs, goals, and objectives of the Reservation Community which will assist the Tribal leadership in prioritizing projects, addressing timelines, and coordinating limited Reservation resources.

Long-range land use plans facilitate utility planning and master planning efforts. The decisions regarding land use will dictate where the need for utility infrastructure lies. Potable water availability and waste water treatment capacity are currently limited due to insufficient development of needed infrastructure. Utilities and infrastructure planning rely on development forecasts, enabling for accurate size and placement, ensuring the system is adequate for future growth.

This Plan broadens the understanding of issues facing the Tulalip Tribes by examining: 1) demographic trends; 2) land use policies or need for additional policies, plans, and regulations; and 3) development patterns. Planning Districts have been created to segment the Reservation into smaller sub-areas for evaluation purposes. These Districts will assist in

conducting land use analyses that will determine the best and most efficient locations for future infrastructure development. Determining these locations can improve capital budget planning, funding strategies, and investment opportunities to meet the infrastructure needs of the Reservation Community. Detailed descriptions of each of the five Planning Districts are in the Land Use Chapter.

The Comprehensive Plan establishes goals and policies which the community expressed as important for the Tribe to work toward. These goals generally address protection of the Reservation environment, resources and Tribal culture while providing opportunities for public well-being. These form the basis on which major policy decisions regarding the Tribe's expenditures of funds and utilization of its land base and resources can be made. Since there are limitations to funding, not all goals can be acted on at once, but plans can be made.

There will also be difficult decisions to make when land use regulations are adopted and then must be enforced to be effective. This Plan forms the policy basis for enacting regulations and the reasons for their importance to the future of the Tribe and the Reservation.

Inter-governmental Cooperation

The Reservation is a community of Tribal and non-Tribal residents. The land uses and environment on the Reservation are affected by development regulations imposed by the Tribe, state agencies, and Snohomish County on Fee Simple lands within the Reservation's exterior boundaries. Transportation improvements are made through funding and decisions made by the Federal government, particularly the Bureau of Indian Affairs (BIA), the State of Washington, Snohomish County, and City of Marysville. Water is supplied from the Tribe's own well system, and the cities of Everett and Marysville. The Federal government has a separate set of rules and regulations that apply to the Reservation and land use.

To effectively achieve the goals contained in this Plan the Tribe must coordinate its efforts with all these groups. Many planning issues, such as transportation improvements, development, stormwater management, water quality management, and public services could be better managed through a coordinated approach.

Jurisdictional decisions affect the environmental health of the Reservation. Therefore development regulations need to be coordinated to ensure the greatest level of protection for the Reservation environment. Intergovernmental coordination can lead to wise and rational use of Tribal resources and efficient provision of public services by minimizing conflicts and duplications. In addition to intergovernmental coordination, it is imperative that the Tribe work with non-Tribal residents and landowners to maintain the integrity of the Reservation's environment and build a sense of community among everyone living on the Reservation.

The Comprehensive Plan goals and policies provide a fundamental framework to be used in discussions with other governmental agencies as they draft policies and regulations and as they take actions that could potentially affect the Reservation. This Plan should also be the

basis for agreements between the Tribe and other agencies and jurisdictions that take actions and approve developments that can affect the Reservation's future.

Other agencies have plans, studies, and reports that relate to the Reservation. Many of these documents, as well as those prepared by the Tulalip Tribes, are listed in **Appendix B**.

Utilization of the Tulalip Tribes Comprehensive Land Use Plan

This Plan along with associated land-use controls and capital investments will guide the type, location, and intensity of development within the exterior boundaries of the Reservation. This Plan works in conjunction with other plans and policies adopted by the Tulalip Tribes Board of Directors to assist leadership in making informed decisions. This Plan also ensures that land use plans, conservation plans, and economic development plans for Reservation resources are coordinated to provide adequate protection and sustainable growth.

The ten chapters of this Plan in sequence are:

1. Introduction
2. Land Use
3. Cultural Resources
4. Environment
5. Housing
6. Reservation Economy
7. Transportation
8. Utilities
9. Governmental Facilities and Services
10. Open Space, Parks, and Recreation

These chapters establish the framework to guide Reservation development consistent with the Tulalip Tribes Ordinance #56 and the resource management goals of the Tribes. This Plan balances competitive land uses based upon the values and goals of the Reservation Community that protect the environmental and cultural features of the Reservation while providing sufficient areas for housing and economic development activities.