

September 2009



# Comprehensive Land Use Plan

Prepared by the  
Tulalip Tribes Community Development Department  
and the  
Tulalip Tribes Planning Commission

*(this page intentionally left blank)*

THE TULALIP TRIBES BOARD OF DIRECTORS

RESOLUTION NO. 2010- 201

**WHEREAS**, the Board of Directors is the governing body of the Tulalip Tribes under the Constitution and Bylaws of the Tribes approved by the United States Commissioner of Indian Affairs and the Secretary of the Interior on January 24, 1936, pursuant to the Act of June 18, 1934 (48 Stat. 984, 25 U.S.C. § 476), and is authorized under Tulalip Const. Art. VI(1)(A) and (L) to take this action; and

**WHEREAS**, on April 3, 2010, the Tulalip Tribes Board of Directors approved "2009 Tulalip Tribes Comprehensive Land Use Plan" by ordinance at its regular Board meeting for April 2010, thereby repealing the 1994 Tulalip Comprehensive Plan and adopting the 2009 Tulalip Tribes Comprehensive Land Use Plan; and

**WHEREAS**, the 2009 Tulalip Tribes Comprehensive Land Use Plan amending Ordinance #78 was not received by the Bureau of Indian Affairs (BIA) within 10 days after the Board's action of April 3, 2010; and

**NOW THEREFORE BE IT RESOLVED**, the Tulalip Tribes Board of Directors hereby ratifies its prior enactment of the "2009 Tulalip Tribes Comprehensive Land Use Plan", adopted by ordinance of the Tulalip Board of Directors on April 3, 2010, thereby amending prior Ordinance #78.


ADOPTED by the Board of Directors of the Tulalip Tribes of Washington at a regular meeting assembled on the 3 of June, 2010, with a quorum present, by a vote of 4 FOR and 0 OPPOSED

SIGNED:



Melvin Sheldon Jr., Chairman

ATTEST:



Marie Zackuse, Secretary

Approved pursuant to 09 DM 8,  
230 dm 1, 3 IAM 4, 4a



Superintendent

Date

*(this page intentionally left blank)*



*“If we fail to embrace the protection and preservation of our land, the Tulalip Reservation will only be a memory...”*

*Bill Shelton, Tulalip Planning Commission Chairman  
February 2009*

*(this page intentionally left blank)*

## ACKNOWLEDGMENTS

Thank you to all those involved with the creation of the Tulalip Tribes Comprehensive Land Use Plan. Thanks to all the Tribal departments involved with the making of this plan and all the past contributors including Planning commissioners, Board members, and Community Development staff. Special thanks to the following:

### **Board of Directors:**

Melvin R. Sheldon, Jr. Chairman  
Marie Zackuse, Vice Chairwoman  
Chuck James, Treasurer  
Marlin Fryberg, Jr. "sxwilus", Secretary  
Stanley G. Jones, Sr. "Scho hallem", Board Member  
Glen Gobin "ti čətṣ", Board Member  
Tony Hatch "guucqidəb", Board Member

### **Planning Commission:**

Bill Shelton, Chairman  
Lou Ann Carter "I-Use-Bah", Vice-Chairwoman  
Cyrus Hatch IV, Secretary  
Harry Ron Tom  
Aaron Losik  
Connie Barndt  
Gail Larson

### **Community Development Department:**

Gus Taylor, Public Works Executive Director  
Leonard D. Dixon "Wylano", Manager  
Krongthip Sangkapreecha, Ph. D., Senior Planner  
Mark Hamilton, A.I.C.P., Associate Planner II  
Michael Cardwell "Snqhepi'wes", A.I.C.P.,  
Associate Planner I

### **Contributors:**

Mark Beardslee, Land Use Planner  
Corey Fryberg, Former Planning Commissioner  
Patti Gobin "sq<sup>w</sup>talk<sup>w</sup>", Former Planning  
Commissioner

*(this page intentionally left blank)*

## TABLE OF CONTENTS

LIST OF FIGURES .....	VIII
LIST OF TABLES .....	VIII
LIST OF MAPS .....	VIII
LIST OF APPENDICES .....	X
ACRONYMNS AND ABBREVIATIONS .....	XI
GLOSSARY .....	XIII
<b>CHAPTER 1: INTRODUCTION.....</b>	<b>1</b>
BACKGROUND.....	1
LAND TENURE .....	2
OVERVIEW, APPROACH, AND PARTICIPATION .....	3
GUIDANCE FOR FUTURE RESERVATION DEVELOPMENT .....	3
PLANNING FOR THE FUTURE .....	4
INTER-GOVERNMENTAL COOPERATION .....	5
UTILIZATION OF THE TULALIP TRIBES COMPREHENSIVE LAND USE PLAN .....	6
<b>CHAPTER 2: LAND USE.....</b>	<b>7</b>
BACKGROUND.....	7
POPULATION DENSITY .....	8
EXISTING TRIBAL POPULATION AND HOUSING ON THE RESERVATION.....	9
2030 TRIBAL RESIDENTIAL PROJECTIONS .....	10
2030 RESIDENTIAL LAND USE PROJECTIONS .....	12
2030 EMPLOYMENT PROJECTIONS .....	14
2030 EMPLOYMENT LAND USE PROJECTIONS.....	15
LAND SUITABILITY ANALYSIS .....	18
PREVIOUS LAND USE AND ZONING .....	21
FUTURE LAND USE .....	21
LAND USE GOALS AND POLICIES .....	25
<b>CHAPTER 3: CULTURAL RESOURCES.....</b>	<b>27</b>
BACKGROUND.....	27
PRESERVATION OF CULTURAL PRACTICES .....	27
HIBULB CULTURAL CENTER AND HISTORIC PRESERVE .....	29
CULTURAL RESOURCES GOALS AND POLICIES.....	30
<b>CHAPTER 4: ENVIRONMENT.....</b>	<b>33</b>
BACKGROUND.....	33
GEOLOGY AND SOILS .....	34
CLIMATE.....	35
RIVERS, STREAM COURSES, AND LAKES.....	35
WATER RESOURCES .....	35
WATER QUALITY AND QUANTITY.....	38
NATURAL FISH RESOURCES .....	39
HATCHERY.....	40
SHORELINES AND TIDELANDS .....	41

FOREST RESOURCES.....	41
WILDLIFE & PLANT COMMUNITIES.....	42
MINERAL RESOURCES.....	45
ENVIRONMENTALLY SENSITIVE AREAS .....	45
NATURAL HAZARDS AND HAZARDOUS AREAS .....	46
SEPTIC SYSTEMS .....	47
AIR QUALITY .....	47
ENVIRONMENT GOALS AND POLICIES .....	50
<b>CHAPTER 5: HOUSING.....</b>	<b>53</b>
BACKGROUND.....	53
HOUSING CHALLENGES.....	54
TRIBAL HOUSING DEMOGRAPHICS.....	54
RESERVATION HOUSING CONDITIONS.....	55
HOUSING OPPORTUNITIES.....	56
LOCATION OF FUTURE TRIBAL RESIDENTIAL AREAS .....	57
HOUSING AFFORDABILITY .....	58
TULALIP TRIBAL HOUSING PROGRAMS.....	58
HOUSING GOALS AND POLICIES .....	59
<b>CHAPTER 6: RESERVATION ECONOMY .....</b>	<b>61</b>
BACKGROUND.....	61
PREVIOUS PLANS AND ECONOMIC CLIMATE .....	62
CURRENT RESERVATION ECONOMY.....	62
BASIC AND NON-BASIC SECTORS .....	63
WORKFORCE DEVELOPMENT .....	64
EMPLOYMENT OPPORTUNITIES ON THE RESERVATION.....	65
RESERVATION ECONOMY GOALS AND POLICIES .....	67
<b>CHAPTER 7: TRANSPORTATION.....</b>	<b>69</b>
BACKGROUND.....	69
REFERENCED PLANS .....	70
INTERRELATIONSHIP BETWEEN THE RESERVATION AND THE REGIONAL TRANSPORTATION SYSTEM.....	71
TRANSPORTATION NETWORK AND IMPROVEMENTS.....	72
LINKING TRANSPORTATION INFRASTRUCTURE AND SERVICES WITH GROWTH.....	76
INDIAN RESERVATION ROADS PROGRAM.....	77
INTERGOVERNMENTAL COORDINATION.....	78
IMPLEMENTATION .....	80
TRANSPORTATION GOALS AND POLICIES .....	81
<b>CHAPTER 8: UTILITIES .....</b>	<b>85</b>
BACKGROUND.....	85
WATER SUPPLY AND DISTRIBUTION .....	87
WATER SUPPLY IMPROVEMENT PLAN.....	89
WATER QUALITY .....	90
WATER PRESSURE AND FIRE FLOW.....	91

SEWER SYSTEM.....	91
ON-SITE COLLECTION .....	92
STORMWATER .....	92
ELECTRICITY .....	93
TELECOMMUNICATIONS .....	93
SOLID WASTE AND RECYCLING .....	94
NATURAL GAS .....	94
UTILITIES GOALS AND POLICIES .....	95
<b>CHAPTER 9: GOVERNMENTAL FACILITIES AND SERVICES.....</b>	<b>97</b>
BACKGROUND.....	97
CAPITAL FACILITIES PLAN .....	99
CAPITAL IMPROVEMENT PROGRAM .....	99
GOVERNMENTAL FACILITIES AND SERVICES GOALS AND POLICIES .....	101
<b>CHAPTER 10: OPEN SPACE, PARKS, AND RECREATION .....</b>	<b>103</b>
BACKGROUND.....	103
PARKS, RECREATION, AND OPEN SPACE PLAN .....	105
OPEN SPACE, PARKS, AND RECREATION GOALS AND POLICIES .....	106



## **LIST OF FIGURES**

Figure 1 : Reservation Population in 2000 .....	9
Figure 2 : Tribal Population Projection to 2030 .....	10
Figure 3 : Tulalip Tribal Member On vs. Off-Reservation, 2008.....	10
Figure 4 : Soil Characteristics of the Tulalip Reservation.....	34
Figure 5 : Cross-section of Generalized Stratigraphy and Well Construction.....	37

## **LIST OF TABLES**

Table 1 : Projected Tribal Member Housing Need to 2030.....	11
Table 2 : Example of Expected Acreage Needed Depending on Residential Densities ...	12
Table 3 : Low Density Residential Development Pattern.....	13
Table 4 : Medium Density Residential Development Pattern .....	13
Table 5 : High Density Residential Development Pattern .....	13
Table 6 : 2008-2030 Forecast Employment Estimates .....	15
Table 7 : Employment and Land Use, 2008 .....	16
Table 8 : Land Use Acreage Forecast to 2030.....	17
Table 9 : Development Opportunities and Constraints.....	18
Table 10 : Tulalip Reservation Housing Data in 2000 .....	55

## **LIST OF MAPS**

Map 1-1 : Regional Context of the Tulalip Reservation
Map 1-2 : Generalized Reservation Ownership
Map 2-1 : Residential Ground-disturbed Areas
Map 2-2 : Employment Ground-disturbed Areas
Map 2-3 : Planning Districts
Map 2-4 : Ground-disturbed Areas
Map 2-5 : Land Suitability Opportunities
Map 2-6 : Land Suitability Constraints
Map 2-7 : Total Land Suitability
Map 2-8 : 1994 Tulalip Comprehensive Plan – Land Use Map
Map 2-9 : Future Land Use
Map 3-1 : Culturally Sustainable Areas
Map 4-1 : Streams and Lakes
Map 4-2 : Drainage Basins
Map 4-3 : Bernie Kai-Kai Gobin Hatchery Water Supply and Intake Ponds
Map 4-4 : Bernie Kai-Kai Gobin Hatchery Water Supply and Rearing Ponds
Map 4-5 : Tribal Forest Lands
Map 4-6 : Wildlife Areas of Concern
Map 4-7A : Slopes Greater Than 15 Percent

Map 4-7B : Wetland Classifications  
Map 4-7C : Stream Classifications  
Map 4-7D : Essential Upland Habitat Areas and Shorelines  
Map 4-7E : Landslide Areas and Hydric Soils  
Map 4-8 : Estimated Groundwater Recharge Area for Utility Wells  
Map 4-9 : Landslide Activity Levels  
Map 4-10 : Soil Capability for On-site Septic Systems  
Map 5-1 : Existing and Proposed Housing Sites  
Map 7-1 : Roads Maintenance Responsibility  
Map 7-2 : Roadway Functional Classification  
Map 7-3 : Existing Community Transit Routes and Stops  
Map 7-4 : Existing and Proposed Bikeways  
Map 8-1 : Existing Water System  
Map 8-2 : Water Supply Improvement Plan  
Map 8-3 : Existing Sewer System  
Map 8-4 : Stormwater Utilities Catch Basins  
Map 8-5 : Stormwater Utilities Drain Points  
Map 8-6 : Stormwater Utilities Ditch Points  
Map 9-1 : Fire Districts

## **LIST OF APPENDICES**

Appendix A: The Treaty of Point Elliot, 1855; Tulalip Executive Order of 1873; Tulalip Constitution of 1934

Appendix B: Referenced Plans, Reports, and Studies

Appendix C: Land Suitability Analysis

Appendix D: Employment Occupations and Rates

Appendix E: Traffic Count Maps

## **ACRONYMNS AND ABBREVIATIONS**

AASHTO – American Association of State Highway Transportation Officials  
BIA – The United States Bureau of Indian Affairs  
BMPs – Best Management Practices  
Board of Directors – The Tulalip Tribes Board of Directors  
CC&Rs – Covenants, Conditions, and Restrictions  
Census – The United States Census  
CFP – Capital Facilities Plan  
CIP – Capital Improvement Program  
Comprehensive Plan, Plan – The Tulalip Tribes Comprehensive Land Use Plan  
Elders – Enrolled Tribal members that are 62 or older  
EPA – The U.S. Environmental Protection Agency  
FIRES – Finance, Insurance, Real Estate, and Services employment category  
Fish Hatchery – Bernie Kai-Kai Gobin Fish Hatchery  
GDP – Gross Domestic Product  
GIS – Geographic Information Systems  
GMA – Washington State Growth Management Act  
GNP – Gross National Product  
GOV/ED – Government and Education employment category  
gpd – Gallons of water per day  
gpm – Gallons of water per minute  
HUD – U.S. Department of Housing and Urban Development  
I-5 – U.S. Interstate Highway #5  
IHS – Indian Health Service  
IRR – Indian Reservation Roads  
LIDAR – Light Detection and Ranging  
LOS – Level-of-Service  
MANU – Manufacturing employment category  
Master Plan – The Tulalip Reservation Master Plan  
mgd – Millions of gallons of water per day  
MPO – Metropolitan Planning Organization  
NAAQS – National Ambient Air Quality Standards  
NAHASDA - Native American Housing and Self-Determination Act  
Natural Resources – The Tulalip Tribes Natural Resources Department  
Ordinance #80 – The Tulalip Tribes Zoning Ordinance  
PM – Particulate Matter  
PSRC – Puget Sound Regional Council  
PUD – Pubic Utilities District  
QCV, Village – The Consolidated Borough of Quil Ceda Village  
Qu – A deep aquifer of the Reservation

Qva – A middle aquifer of the Reservation  
Qvr – A shallow upper aquifer of the Reservation  
Reservation, Tulalip – Tulalip Indian Reservation  
RETAIL – Retail Trade employment category  
RTPO – Regional Transportation Planning Organization  
SCCTP – Snohomish County Comprehensive Transportation Plan  
Section 184 – Indian Home Loan Guarantee Program  
State – Washington State  
TDM – Transportation Demand Management  
TIP – Transportation Improvement Program  
TOTEMP – Total number of jobs  
Tribal members – Enrolled members of the Tulalip Tribes  
Tribe – The Tulalip Tribes  
TTHAP – Tulalip Tribes Housing Assistance Program  
TTPO – Tribal Transportation Planning Organization  
UAs – Urban Areas  
Utility – The Tulalip Tribes Utility Department  
Vision Plan – The Tulalip Bay Vision Plan  
WSESD – Washington State Employment Security Department  
WSSHSP – Washington State’s Strategic Highway Safety Plan: Target Zero  
WTCU – Wholesale Trade, Transportation Services, Communication, and Utilities  
employment category

## **GLOSSARY**

<b>Accessory Dwelling Unit</b>	A secondary residence on a single lot, where a primary residence already exists. An accessory dwelling unit is attached or detached from the primary residence and provides the basic requirements of shelter, heating, cooking, and sanitation.
<b>Amtrak Cascades</b>	Amtrak Cascades (originally named Cascadia) is a passenger train route operated by Amtrak in partnership with the states of Washington and Oregon in the Pacific Northwest of the United States and Canada. It is named after the Cascade mountain range that the route parallels.
<b>Apartment</b>	A room or combination of rooms designed for use as a dwelling, and located in a building with other such units. ‘Apartment house’ is any building or portion thereof which contains three or more dwelling units.
<b>Aquifer</b>	A geologic formation that is water bearing. A geological formation or structure that stores and/or transmits water, such as to wells and springs. Use of the term is usually restricted to those water bearing formations capable of yielding water in sufficient quantity to constitute a usable supply for human uses.
<b>Aquifer Recharge Area</b>	The land surface area that transmits surface and rain water through absorption into aquifers. Aquifer recharge areas allow precipitation to reach an aquifer by infiltration. Recharge areas are often much smaller than the total aquifer area and are therefore very important to the aquifer. Artificially increasing runoff in a recharge area through paving or clearing can devastate an aquifer.
<b>Baseflow</b>	Water flow in streams that is sustained primarily by ground-water discharge. It is not attributable to direct runoff from precipitation or melting snow.
<b>Best Management Practices (BMPs)</b>	A structural or nonstructural management-based practice used singularly or in combination to reduce nonpoint source inputs to receiving waters in order to achieve water quality protection goals. Best management practices are techniques and measures employed during and after construction to treat surface runoff and protect receiving water quality.
<b>Buffer</b>	An area that surrounds a sensitive area (e.g. streams and wetlands) that protects the sensitive area from inadvertent and/or

secondary negative impacts. Buffers extend out from the edge of a sensitive area and serve to protect them and improve overall wildlife and fish habitats and provide erosion control, nutrient filtration, or other functions, values, and benefits that are associated with sensitive areas.

**Built Green**

An environmentally-friendly, non-profit building program for residential development. Resource-efficient site design and development practices help reduce the environmental impacts and improve the energy performance of new housing. For instance, site design principles such as saving trees, constructing onsite stormwater retention/infiltration features, and orienting houses to maximize passive solar heating and cooling are basic principles in construction of Built Green homes.

**Capital Facility**

A structure, street or utility system improvement, or other long-lasting major asset, including land. Capital facilities are provided for public purposes including, but not limited to, the following: streets, roads, highways, sidewalks, street and road lighting systems, traffic signals, domestic water systems, storm and sanitary sewer systems, parks and recreation facilities, schools, and police and fire protection facilities. These capital facilities include necessary ancillary and support facilities.

**Capital Improvement Program**

A short-range program, usually five or six years long with annual updates, for capital expenditures. It includes a listing of capital projects, priorities, estimated costs, identification of methods of financing, and a time schedule for completion. Capital improvements can include public land, facilities and buildings such as sanitary and storm sewer facilities, water systems, roads and highways, sidewalks, and parks and open space. A capital improvement program is one of the major tools for implementing comprehensive plans through infrastructure enhancement

**Clustered/Village Housing**

A development design technique that concentrates buildings in specific areas on a site to allow the remaining land to be used for recreation, common open space, preservation of environmentally sensitive areas or in a relatively undisturbed state.

**Comprehensive Plan**

A long-range plan, adopted by a governmental entity, as the policy guide for decisions about its future growth and development. This type of plan consists of a vision for the community, background data, goals, policy statements, standards and programs for guiding the physical, social, and economic development of a community. A comprehensive plan usually



includes a variety of elements or chapters that focus on different subject areas within the plan.

<b>Community Well</b>	A public water system that serves at least 25 residents throughout the year; comprised of one or multiple wells or reservoirs.
<b>Culturally Sustainable Areas</b>	Those areas on the Reservation that have historically been culturally significant including longhouses, fishing camps, burial sites, spiritual areas, prayer sites, fresh water locations, gathering areas with medicinal plants, and other cultural uses; are currently used for cultural practices; and that need to be protected for future cultural practices. These culturally sustainable areas are typically nearby to freshwater or saltwater areas and have been used by area tribes since time immemorial.
<b>Density</b>	<p>The number of families, persons or dwelling units per unit of land, usually expressed as "dwelling units per acre." There are several different ways of measuring density, including:</p> <ul style="list-style-type: none"><li>• <u>Net density</u> – Dwelling units per site area after removing areas for dedication, covenants, open space, or otherwise unbuildable area.</li><li>• <u>Gross density</u> – Dwelling units per site area before removing areas for dedication, covenants, open space, or otherwise unbuildable area.</li></ul>
<b>Developable Land</b>	Land that is suitable for development after subtracting areas that are protected from development by regulation.
<b>Domestic Well</b>	A water-well used to supply water for the domestic needs of an individual residence or systems of four or fewer service connections.
<b>Drainage Basin</b>	The largest single watershed management unit that combines the drainage of a series of sub drainage basins.
<b>Dwelling Unit</b>	One or more rooms located within a structure, designed, arranged, occupied or intended to be occupied by not more than one family and/or permitted tenants as living accommodations independent from any other family. A dwelling unit must contain suitable provisions for eating, sleeping, cooking, and sanitation.
<b>Environmentally Sensitive Areas</b>	Those areas, designated, mapped and regulated by environmentally sensitive area regulations. These areas have existing site conditions that require development standards to minimize specific on-site and off-site adverse environmental

impacts including stream siltation, hill-slides, and reduction of wildlife habitat. Environmentally sensitive areas include wetlands, riparian corridors, steep slopes, slide-prone areas, areas subject to liquefaction during seismic events, hazardous waste sites, floodplains, and wildlife habitat areas.

<b>Fee Simple</b>	An interest in land, being the broadest property interest allowed by law.
<b>Fire Flow</b>	The amount and pressure of water necessary to extinguish the largest probable fire in an area.
<b>Future Land Use Map</b>	An officially-adopted map, that geographically and specifically locates future land uses that have been established in the land use element. These land use designations act as categories describing the future general character of these areas on the Future Land Use Map and not all the permitted, conditional, and accessory uses that may be found in these areas.
<b>Glacial Outwash</b>	Stratified material, chiefly sand and gravel deposited by melt-water streams in front of the margin of a glacier.
<b>Glacial Till</b>	The mixture of rocks, boulders, and soil picked up by a moving glacier and carried along the path of the ice advance. The glacier deposits this till along its path — on the sides of the ice sheet, at the toe of the glacier when it recedes, and across valley floors when the ice sheet melts.
<b>Green Industries</b>	The business sector that produces goods or services, which compared to other, generally more commonly used goods and services, are less harmful to the environment.
<b>Ground-disturbed Areas</b>	Areas that have been significantly altered by humans and that are distinguishable from undisturbed habitat via available orthophotos (aerial photography).
<b>Home Occupation</b>	A business use conducted as a customary, incidental and accessory use in the resident's dwelling unit, attached garage or detached building. Regulations of home occupations usually restrict the percentage of the unit that can be used for the occupation, exterior evidence of the business, the amount of parking needed, and traffic generated.
<b>Human Capital</b>	The knowledge, skills, and experience developed in people that make them economically productive.

<b>Hydric Soils</b>	Soils that are formed under conditions of saturation, flooding or ponding long enough during the growing season to develop anaerobic conditions in the upper part.
<b>Immemorial</b>	Extending beyond the reach of memory, record, or tradition.
<b>Infrastructure</b>	Facilities and services needed to support and sustain industry, housing, commerce, and all other land use activities. It includes facilities and services for transportation, water and sewer, energy, telecommunications, recycling and solid waste disposal, parks and other public spaces, schools, police and fire protection.
<b>Section 184 (Indian Home Loan Guarantee Program)</b>	A mortgage program specifically for American Indian and Alaska Native families, tribes, Alaska Villages or tribally-designated housing entities.
<b>Level-of-Service</b>	A standard used by government agencies to measure the quality or effectiveness of a municipal service, such as police, fire, or library, or the performance of a facility, such as a street or highway.
<b>Light Detection and Ranging (LIDAR)</b>	An optical remote sensing system that uses a laser pulse to measure the distance to a target
<b>Low Impact Development</b>	Development practices that reduce negative impacts of the development on the natural environment. Examples of low impact development include, minimizing soil disturbance, topsoil removal, and vegetation clearing, limiting impervious surface area; minimizing loss of natural topographical depressions that help to store and treat stormwater to the maximum extent possible; as well as utilizing a minimum of 4" of organic materials in all landscaped areas.
<b>Lushootseed</b>	One meaning is "saltwater" and the other meaning "language". Language, common used by the tribes of Salish Sea region, is a member of the Salish language family, whose approximately twenty surviving languages are spoken from southern Washington to central British Columbia, and from the Pacific coast eastward into Montana and along the British Columbia-Alberta border. The Lushootseed-speaking region extends along the shores of Puget Sound from modern-day Olympia to the Skagit watershed and from Hood canal to the Cascades.

<b>Major Subdivision</b>	The division of a lot, tract, or parcel into five or more lots, or any size subdivision requiring any new street or extension of governmental facilities or the creation of any public improvement.
<b>Manufactured Homes</b>	Factory-built or prefabricated housing, including mobile homes.
<b>Membrane Biological Reactor (MBR)</b>	A suspended-growth bioreactor combined with a membrane liquid/solids separation unit. Membrane biological reactors use an advanced membrane technology that treats biological wastes to a quality which in many industries is sufficient for reuse or low-cost disposal to sewers.
<b>Minor Subdivision</b>	The division of a lot, tract, or parcel into no more than four lots fronting on an existing street, not requiring the construction of any new street or public improvement, and not adversely affecting the remainder of the parcel or adjoining properties.
<b>Mitigation</b>	Measures taken to eliminate or minimize damages from development activities.
<b>Mixed-use</b>	A project that includes multiple land uses on the same development site.
<b>Mobile Homes</b>	A factory-assembled residence consisting of one or more modules, in which a chassis and wheels are an integral part of the structure, and can be readied for occupancy without removing the chassis and/or wheels.
<b>Mode of Transportation</b>	Distinct types of travel including walking, bicycling, automobile, and public transportation
<b>Non-Tribal</b>	People that are not enrolled members of the Tulalip Tribes, including other Native Americans.
<b>Off-Reservation</b>	Outside of the exterior boundaries of the Tulalip Indian Reservation.
<b>On-Reservation</b>	Inside of the exterior boundaries of the Tulalip Indian Reservation, including uplands and tidelands.
<b>Open Space</b>	Land and water areas retained for use as active or passive recreation areas or for resource protection in an essentially undeveloped state.

<b>Parcel</b>	A portion of land for which distinct property rights exist.
<b>Particulate Matter</b>	A collective name for fine solid or liquid particles added to the atmosphere by processes at the earth's surface. Particulate matter includes dust, ash in the exhaust gas normally observed as dark or black smoke, soot, pollen and soil particles.
<b>Potable Water</b>	Water meeting all applicable safe drinking water requirements. This is also known as culinary water or drinking water.
<b>Recharge</b>	A hydrologic process where surface water infiltrates down into the ground; renewing groundwater resources.
<b>Recharge Area</b>	A land area in which water reaches the zone of saturation from surface infiltration, e.g., where rainwater soaks through the ground to reach an aquifer.
<b>Reserved Treaty Rights</b>	Rights that the Tribes reserved to harvest hunt and gather traditional foods and medicines on open and unclaimed lands, and to harvest fish in all usual and accustomed places. They are rights that the Tribes have had and exercised since time immemorial. In the Treaty, tribal ancestors reserved those rights to ensure that the Tribe's future generations would be able to maintain and exercise Tribal traditions and customs.
<b>Reservation Community</b>	The Tulalip Indian Reservation and the Tribal and non-Tribal members that live and/or work on it.
<b>Runoff</b>	The portion of rainfall, melted snow, or irrigation water that flows across the ground surface - not infiltrating the soil or evaporating.
<b>Salish Sea Eco Region</b>	The historic tribal area of the Coast Salish peoples. The Salish Sea Eco Region includes: The Strait of Georgia, Strait of Juan de Fuca, and Puget Sound extending through what is now know as British Columbia and Washington state. This inland seaway and glacial-fed river drainage is one of the most diverse marine ecosystems in the world.
<b>Sheet Flow</b>	A flow condition during a storm where the depth of stormwater runoff is very shallow in depth and spread uniformly over the land surface. Sheet flow conditions quickly change into concentrated channel flow within several hundred feet.
<b>Single-family House</b>	Houses on individual lots, each intended to be occupied by one family.

<b>Stormwater</b>	Water that runs off surfaces such as rooftops, paved streets, highways, and parking lots. Stormwater can also come from hard grassy surfaces like lawns, play fields, and from graveled roads and parking lots.
<b>Subdivision</b>	The division of a lot, tract, or parcel into two or more lots.
<b>Subdivision Regulations</b>	Regulations adopted by local ordinance which regulate the division of land into building lots, which may include requirements for streets, utilities, site design, procedures for dedicating land for open space or for public purposes, and prescribing procedures for review.
<b>Tidelands</b>	The beds and shores of navigable tidal waters lying between the line of mean high tide and the line of extreme low tide. Generally unvegetated area which is alternately exposed and covered by the falling and rising of the tide.
<b>Townhouse</b>	Generally smaller than a single-family house, this dwelling is part of a row or complex containing multiple townhouses of similar design. Units consist of two or more floors, often with a street-level garage. Each townhouse shares at least one wall with neighbors, but has its own entrance and outdoor area. Owners have title to--and pay property taxes on--their individual unit and lot, as well as joint ownership of common areas and building exteriors.
<b>Trust Land</b>	Indian land, the title to which is held in trust and protected by the Federal government. Indian people and tribes have use of the land, but ultimate trust responsibilities for of the land remains with the Federal government.
<b>Unbuildable</b>	The portions of a development site where structures cannot be located for physical, legal, or environmental reasons. (e.g., easements, open water, steep slopes, floodplains, wetlands and stream buffers).
<b>Uplands</b>	Generally described as the dry land area above and landward of mean high tide.
<b>Watershed</b>	See: Drainage Basin.
<b>Wellhead Protection Area (WHPA)</b>	Areas of land where human activities are regulated to protect the quality of ground water that supplies public drinking water wells.
<b>Wetland</b>	An area inundated or saturated by ground or surface water at a

frequency and duration sufficient to support, and that under normal circumstances do support, a prevalence of vegetation typically adapted for life in saturated soil conditions. Wetlands generally include swamps, marshes, bogs, and similar areas [U.S. Army Corps of Engineers Regulation 33 CFR 328.3 (1988)].

**Category I  
Wetlands**

“Critical Value Wetlands” as described in the Tulalip Tribes Zoning Ordinance (Ordinance #80).

**Category II  
Wetlands**

“High Value Wetlands” as described in the Tulalip Tribes Zoning Ordinance (Ordinance #80).

**Category III  
Wetlands**

“Moderate Value Wetlands” as described in the Tulalip Tribes Zoning Ordinance (Ordinance #80).

**Workforce**

All the people working or available to work, as in a nation, company, industry, or on a project.



*(this page intentionally left blank)*

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**

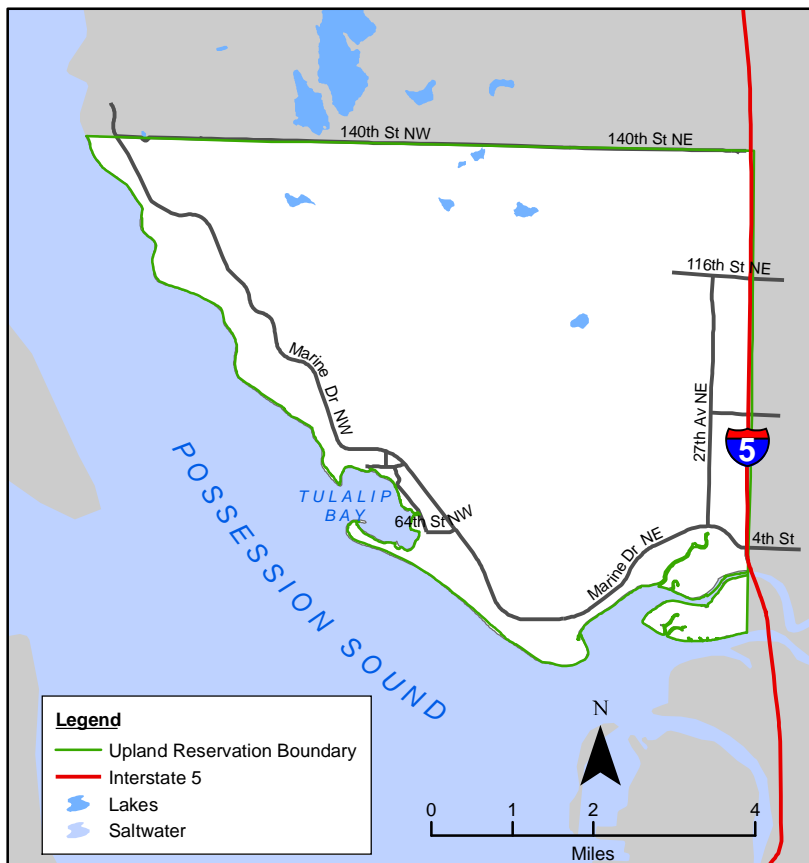
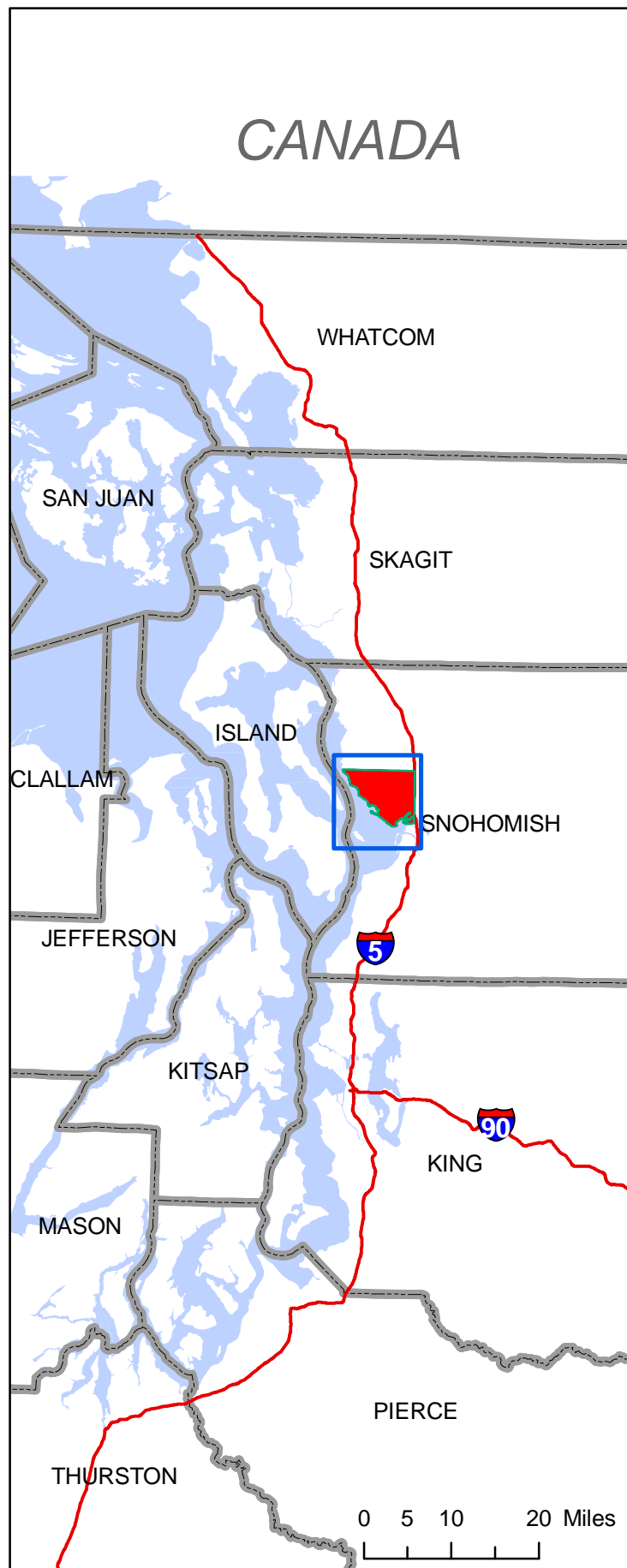
Tulalip is a place - a spectacularly beautiful, sheltered bay on the eastern shore of Washington's Puget Sound. The Salish word for Tulalip means "far to the end", referring to how canoes entering Tulalip Bay had to take a wide berth around a sand spit to avoid running aground.

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**



Tulalip Data Services  
(360) 716-5157  
gis@tulaliptribes-nsn.gov

Oct 17, 2008

**Disclaimer:**  
Tulalip Data Services (TDS) provides this data "as is."  
TDS does not make any guarantees or warranties concerning  
the accuracy of the information contained in the geographic data.  
TDS assumes no liability or responsibility for errors or inaccuracies.

**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

*(this page intentionally left blank)*

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.

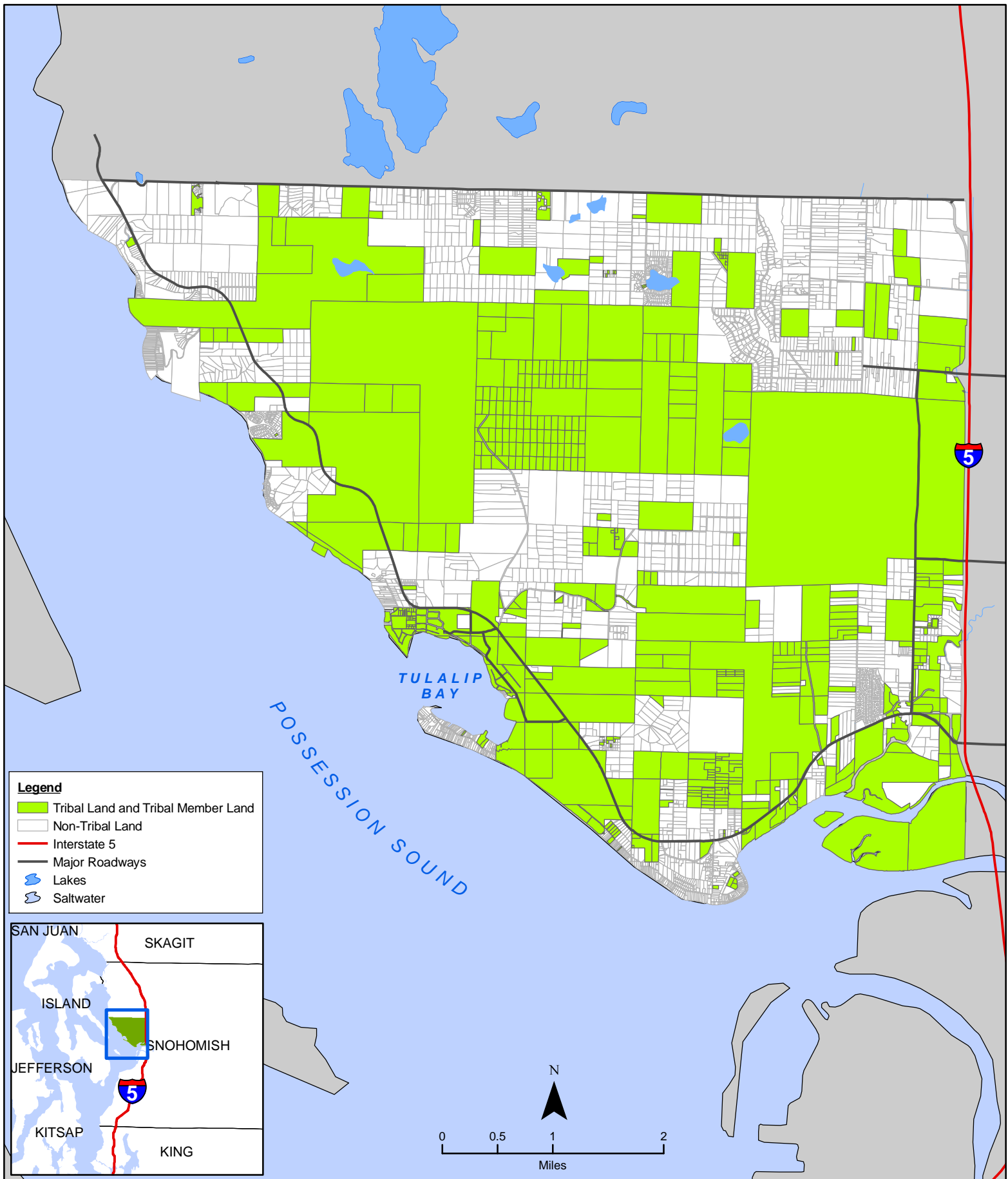
In preparing this Plan, the Tulalip Tribes Planning Commission held a series of workshops to provide opportunities for community members to participate and discuss the customs, attitudes, and practices that make the Reservation Community unique. During the planning workshops, community members were asked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



Tulalip Data Services  
(360) 716-5157  
gis@tulaliptribes-nsn.gov  
May 11, 2009

Disclaimer:  
Tulalip Data Services (TDS) provides this data "as is."  
TDS does not make any guarantees or warranties concerning  
the accuracy of the information contained in the geographic data.  
TDS assumes no liability or responsibility for errors or inaccuracies.

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

Map Path: M:\GISData\Maps\Projects\CompPlan\2008\10-17-08\1-2\_Generalized\_Reservation\_Ownership\_10-17-08.mxd

*(this page intentionally left blank)*



- 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.



Aerial Photo of the Tulalip  
Reservation, 2006

## **CHAPTER 2: LAND USE**

### **Background**

As the exclusive homeland for the Tulalip Tribes, the Tulalip Reservation consists of approximately 22,500 upland acres and Tribal tidelands. This represents a limited land base as the Reservation is limited to the exterior boundaries as they now exist. This is in stark contrast with cities in Washington state, required to plan under the Growth Management Act. These cities can expand Urban Growth Areas when there is not enough land available to accommodate forecast population and employment growth.

Being finite in its land base, the Reservation does not have the same opportunity to grow as do surrounding cities. For this reason, proactive planning for growth on the Reservation is a necessity. Accommodating more people and jobs within these approximately 22,500 acres requires that the Reservation land base be used wisely as development pressures persist.

To anticipate what future land uses will be needed on the Reservation by 2030 (the planning horizon for this Plan) employment and population forecasts were used. Also figured into

future land uses are existing locations of development, plans for housing, infrastructure improvements, and opportunities for development as well as cultural and environmental constraints that limit where development should occur. Considered together, all of these factors lead to the determination of what is the best pattern for preservation and development on the Reservation.

The Tulalip Tribes seek to maintain a balance between competing land uses within the Reservation boundaries to guide growth where it is most appropriate. The Land Use Chapter includes an analysis of land development needs and trends in relation to the goals and objectives of the Tribe. The result of this analysis is the Future Land Use Map (**Map 2-9**) which anticipates residential, commercial, mixed-use, recreational, industrial, institutional, agricultural, resource areas, and protected conservation areas. This map is essentially a projected “snapshot” of the Reservation 20-years in the future and acts as a guide for future development and conservation areas.

As an additional analysis tool, Planning Districts are created that delineate Reservation lands into five areas and inventories the land uses within each district. Within each Planning District, acreages are calculated to show amount of ground-disturbed areas, sensitive areas, drainage basins, and forestry areas. Together, these and other factors are examined to evaluate the appropriateness of development and conservation within each Planning District.

## **Population Density**

Population density within the various Reservation land use designations is determined by the intended and desirable land use in addition to soil suitability for septic systems and infrastructure availability. Higher densities are allowable when access as well as adequate utilities are available. Higher densities are more cost effective for the extension of water, sewer, electrical services, and transportation corridors. Higher density allowances within the Reservation serve to further preserve the limited land base for future generations and growth.

As of 2009, over 13,000 (~60%) of the approximately 22,500 Reservation acres are owned by the Tribe or individual Tribal members. The remaining acreage is owned by non-Tribal members.

The non-Tribal demand for housing on the Reservation is currently growing at a slower rate due to density restricted development on Fee Simple land. Previous zoning designations allowed smaller lots and higher residential density on Fee Simple lands than is allowed currently, especially on properties near Possession Sound. Non-Tribal supply of housing is also being reduced as Tribal leases with non-Tribal members are not being renewed.

As the population grows in the future, large lot residential development has the potential to consume the Reservation’s developable land base at an increased rate; thus exacerbating development pressure upon less suitable and environmentally sensitive sites.

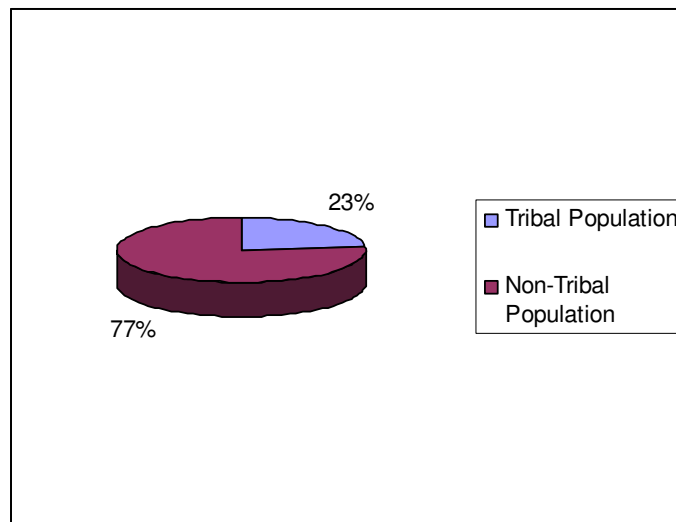
There are challenges in maintaining quality-of-life while developing higher densities on the Reservation. While traditional Tribal housing was multi-generational and included extended

families, more recent housing patterns have created a large proportion of single-family houses. Even though single-family houses are the preferred form of housing for many, a diversification of housing types should be introduced to meet future demands. These housing types include: single-family houses, apartments, townhouses, manufactured homes, clustered/village housing, and accessory dwelling units. Higher-density housing should include parks, open space, and other amenities to make these areas attractive and inviting places to live. By providing housing options in type, location, and size the Reservation will better meet future needs of an expanding population.

## **Existing Tribal Population and Housing on the Reservation**

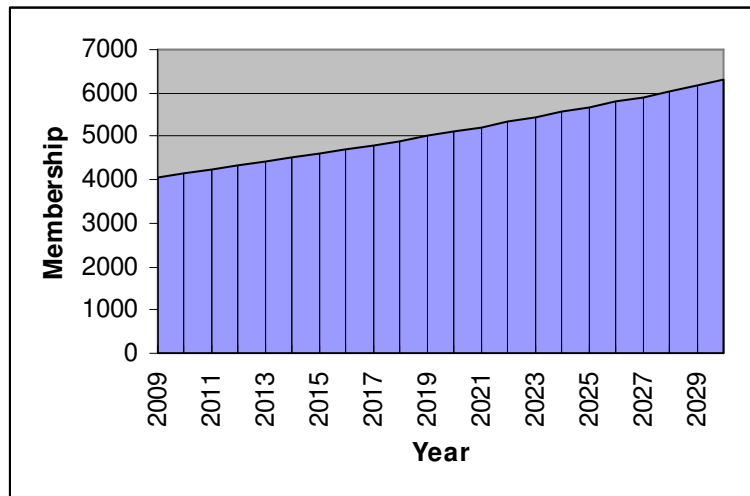
Demographic data provided by the Tulalip Tribes Enrollment Department states that in the year 2000, 23% of the population on the Reservation was Tribal and 77% was non-Tribal (**Figure 1**). The Reservation experienced a 3% annual growth rate of Tribal members and non-Tribal members between 1990 and 2000.

**Figure 1 : Reservation Population in 2000**

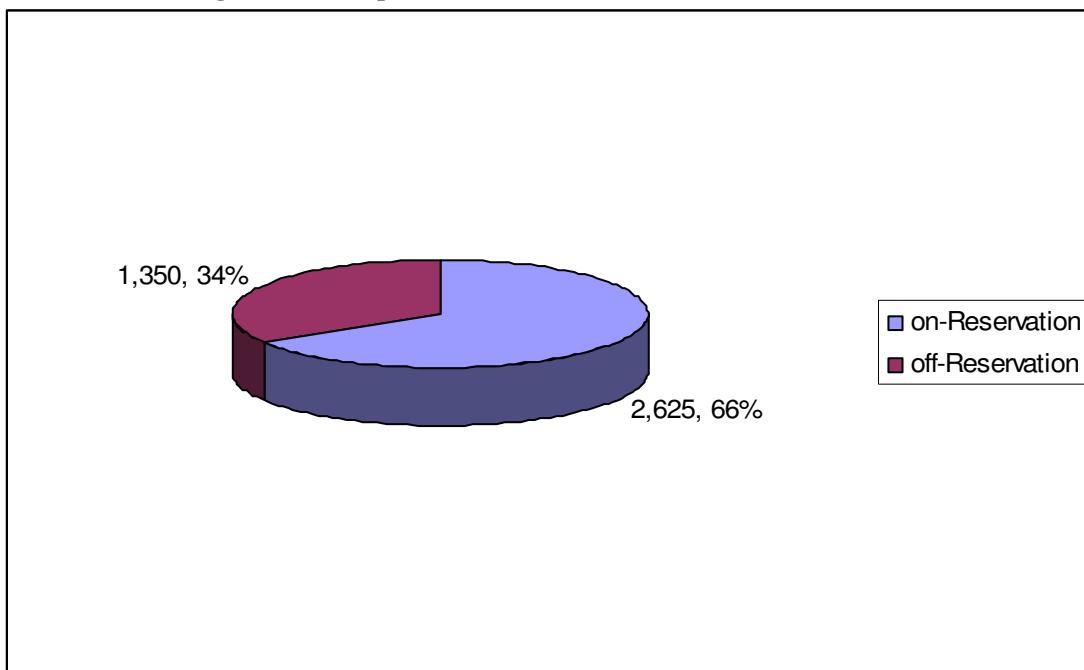


Source: 2000 U.S. Census

Based on the 2008 Enrollment Statistics Report from the Tulalip Tribes Enrollment Department (**Figure 2**), Tribal member population is expected to increase by over 2000 people from 4,063 in 2009 to 6,287 by the Year 2030. The off-Reservation Tribal member population constitutes approximately 34% of the population while on-Reservation Tribal members represent 66% of the Tribal population (**Figure 3**). Assuming current on-Reservation versus off-Reservation living status remains constant; it can be expected that 4,149 Tribal members will live on-Reservation by 2030 with 2,138 living off-Reservation. Whether or not the Tribal member population increase occurs exactly as forecast, the population is expected to increase, thus placing residential and commercial development pressure upon limited Reservation resources.

**Figure 2 : Tribal Population Projection to 2030**

Source: Tulalip Tribes Enrollment Department, May 2009

**Figure 3 : Tulalip Tribal Member On vs. Off-Reservation, 2008**

Source: Tulalip Tribes Enrollment Department, April 2009

## **2030 Tribal Residential Projections**

As of October 2007, there were approximately 300 households on waiting lists for Tribal housing. Based on the 2001 Tribal housing survey, it is estimated there are another 200 households living in overcrowded conditions.

Expanding population on the Reservation means there will be a need to provide housing opportunities for future residents of the Reservation. To do so, a variety of housing types will be required. Housing needs correspond directly with population projections, and the accommodation of housing will depend greatly upon the policies of the Tribe to meet future housing needs of Tribal members. Meeting these needs will ensure that every Tribal member wanting to live on the Reservation is provided an opportunity to do so.

**Map 2-1** shows the 3,358 acres of land in residential use on the Reservation. Residential development is primarily located around the perimeter of the Reservation and accounts for approximately 15% of the Reservation's ground-disturbed areas. Generally, lot sizes are smaller towards the perimeter and larger toward the interior.

The Puget Sound Regional Council (PSRC) projects population for the Reservation, including persons per household out to the Comprehensive Plan horizon of 2030. While these projections are not ethnicity-specific, the projection of total persons per household can be applied – along with projected Tribal population growth on-Reservation – to determine how many dwelling units will be necessary to accommodate the future Tribal population wishing to reside on the Reservation.

While 2000 Census data indicated 2.80 persons per household on the Reservation, PSRC projects that household sizes will decrease to 2.53. The 2.53 figure is derived from dividing the total households projected in 2030 (5,724) by the total household population (14,501).

**Table 1** shows the projected dwelling units necessary for Tribal members on the Reservation in the year 2030.

**Table 1 : Projected Tribal Member Housing Need to 2030**

Tribal on-Reservation Population Projection	4,149
Total persons per household projected	2.53
Total Dwelling Units Needed (Tribal Population Projection/Persons per Household Projection)	1,640

Source: Community Development Department, May 2009

The total dwelling units needed for Tribal members in 2030 includes not only new construction, but replacement of housing, as some residences will be demolished. To provide for future housing needs, land will need to be provided to accommodate for Tribal dwelling units on the Reservation.

For purpose of illustration, **Table 2** identifies the total land base needed to provide for 1,640 Tribal dwelling units. The table ranges from 5-acre lots to 10 dwelling units/acre.

At the far extreme low-density scenario of all Tribal residences being built on 5-acre lots (.20 dwelling units/acre), over 1/3 of the total Reservation upland land base would be used for housing (8,200 Acres/22,550 Acres). At the other extreme scenario of creating a dense residential environment with 10 dwelling units/acre, less than 1% of the total Reservation upland land base would be used for Tribal housing.



**Table 2 : Example of Expected Acreage Needed Depending on Residential Densities**

<b>Dwelling Unit Densities</b>						
	.20/Acre*	.5/Acre**	1/Acre	2/Acre	4/Acre	10/Acre
Acres Necessary	8,200	3,280	1,640	820	410	164

Source: Community Development Department, May 2009

\*1 dwelling unit per 5 acres.

\*\*1 dwelling unit per 2 acres.

The average housing density of Tribal residences will fall within the extremes of 5-acre and .10-acre lots. Different housing types will occupy varying amounts of land, with single-family houses generally consuming more land than multi-family housing units. Given this difference, there are still opportunities to cluster single-family houses to retain open space and limit the sprawl of housing developments.

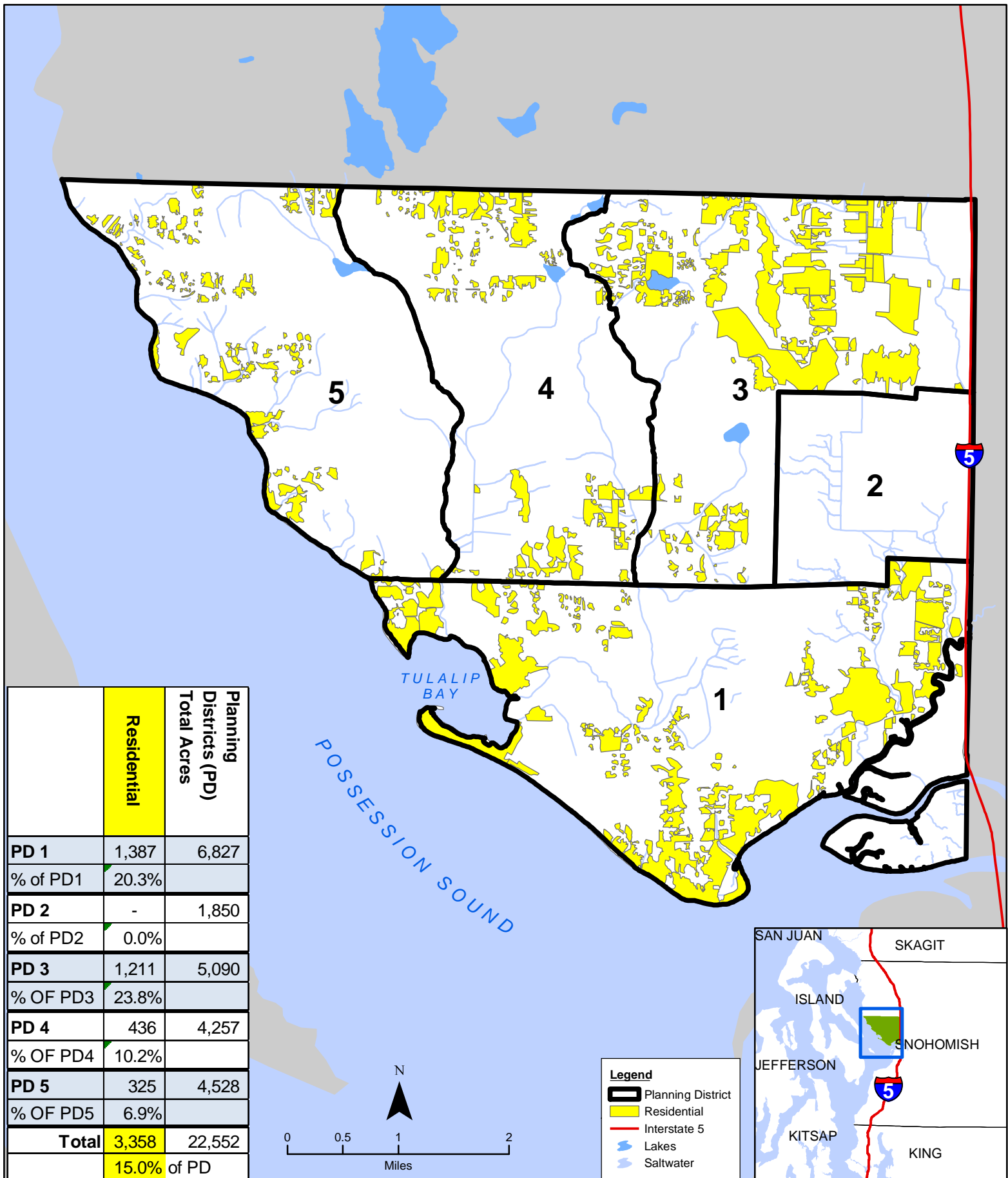
Another factor that will affect the total amount of housing on the Reservation is the growth in non-Tribal housing. PSRC forecasts there will be a total of 5,724 total households in 2030 (total residences minus vacancies). This is a significant increase from the 3,313 total households identified on the Reservation in the Year 2000.

## **2030 Residential Land Use Projections**

Residential densities for the Reservation vary depending on the land use designation. The following designations are used for residential land uses:

- Low Density Residential
- Medium Density Residential
- High Density Residential

As is evident by the names of the residential land use categories, the level of density of residences is expected to vary in different parts of the Reservation. **Table 3** through **Table 5** show densities evaluated and chosen to represent each of these categories. The PSRC forecasts a total of 5,724 households by 2030 (total housing units minus vacancies). It is anticipated that in 2030 the greatest number of housing units will exist in Medium Density Residential areas (4,117), with fewer housing units occurring in High Density Residential areas (1,010), and the least number of housing units appearing in Low Density Residential areas (597). Densities are calculated using gross acres, which do not include the subtraction of critical areas and buffers, roadways, and stormwater detention which all limit developable land for housing. Examples of one dwelling units include: one single-family house, one apartment, or one condominium.



## Map 2-1 Residential Ground-disturbed Areas



*(this page intentionally left blank)*

**Table 3 : Low Density Residential Development Pattern**

	<b>Lower Density</b> —————→ <b>Higher Density</b>		
<b>Residential Category</b>	1 Unit/10 Acres	1 Unit/5 Acres	1 Unit/2.5 Acres
<b>Low Density -</b> 597 Units	8,430 Acres*	2,985 Acres*	2,108 Acres*

Source: Community Development Department, May 2009

\*Acreages were rounded to the nearest whole number.

**Table 4 : Medium Density Residential Development Pattern**

	<b>Lower Density</b> —————→ <b>Higher Density</b>		
<b>Residential Category</b>	2 Unit/Acre	4 Unit/Acre	6 Units/Acre
<b>Medium Density -</b> 4,117 Units	1,866 Acres*	1,029 Acres*	562 Acres*

Source: Community Development Department, May 2009

\*Acreages were rounded to the nearest whole number.

**Table 5 : High Density Residential Development Pattern**

	<b>Lower Density</b> —————→ <b>Higher Density</b>		
<b>Residential Category</b>	8 Units/Acre	10 Units/Acre	12 Units/Acre
<b>High Density -</b> 1,010 Units	189 Acres*	101 Acres*	126 Acres*

Source: Community Development Department, May 2009

\*Acreages were rounded to the nearest whole number.

After evaluating the range of densities for housing, medium range densities were selected as preferred densities, and are highlighted in yellow in **Table 3** through **Table 5**. These medium density targets represent a balance between using Reservation land resources and infrastructure wisely while providing acceptable densities and types of housing opportunities to meet projected housing needs to 2030.

The preferred residential densities are as follows:

- 2,985 acres of Low Density (597 Housing Units at 1 Unit/5 Acres)
- 1,029 acres of Medium Density (4,117 Housing Units at 4 Units/Acre)
- 101 acres of High Density (1,010 Housing Units at 10 Units/Acre)

These residential densities are the average densities for these land use designations. While the development regulations will dictate the maximum allowable densities within each zone, the residential forecast within the Comprehensive Plan seeks only to anticipate how many residences will exist on appropriate lands of the Reservation.

**Map 2-9**, the Future Land Use Map, depicts areas for future low, medium, and high density residential development on the Reservation. Housing forecasts can be accommodated through Reservation lands designated for housing.

## **2030 Employment Projections**

**Table 2-6** shows population and employment estimates for the base year 2008 and forecasts employment growth to 2030.

The Puget Sound Regional Council does not base projections on Tribal or non-Tribal status, instead calculating for the population as a whole. For this reason, Tribal members are included within the total projections. The following is an explanation of each PSRC employment category:

- RETAIL – Retail Trade
- FIRES – Finance, Insurance, Real Estate, and Services
- MANU – Manufacturing
- WTCU – Wholesale Trade, Transportation Services, Communication, and Utilities
- GOV/ED – Government and Education
- TOTEMP – Total Number of Jobs

**Table 6** shows PSRC's employment forecast for 2008 and a forecast for future employment on the Reservation in 2030.

**Table 6 : 2008-2030 Forecast Employment Estimates**

Year	RETAIL/FIRES/Gaming	MANU/WTCU	GOV/ED*	TOTEMP**
2008	4,772	797	1,318	6,887
2030	9,584	1,667	2,639	13,890

Source: Puget Sound Regional Council, Community Development Department, 2009

\*PSRC places gaming-related jobs into the Government and Education sector but these jobs have been moved into commercially-oriented employment types (Retail/FIRE/Services) which is more representative of their land use function.

\*\*Total employment numbers do not reflect most agricultural, resource, and construction jobs. The reason for this is that these jobs are highly mobile – are not confined to one geographic area. Examples of this are home remodeling businesses doing work at houses around the region, and fishermen based out of Seattle that actually work in Everett. While the jobs generate revenue that is brought into the area, the employment is not necessarily taking place in the area.

The employment forecast shows more than a doubling in growth from 6,887 to 13,890. This represents 7,003 new jobs on the Reservation by 2030. While seemingly significant, this employment growth is consistent with recent years and is the result of robust economic activities on the Reservation.

## **2030 Employment Land Use Projections**

All land uses contribute to employment in some way. The intensity of employment corresponds directly with the land use type. For example, forestry lands have a low-intensity of employment: forests are cleared, replanted, and then maintained prior to re-harvesting decades later. Other land uses have an intense level of employment – such as the retail commercial land in Quil Ceda Village.

The numbers of employees per acre can be calculated for existing conditions based upon existing number of employees in each employment category and land use types associated with that employment. **Map 2-2** shows the primary employment-related land use types on the Reservation. By analyzing these land use and employment categories, we can determine how many jobs per acre exist within employment areas.

**Table 7** shows the existing number of employees and acres of land that are devoted to non-Natural Resource and Constructed-based employment types:

**Table 7 : Employment and Land Use, 2008**

Measures	Employment Categories			
	RETAIL/FIRES/Gaming	MANU/WTCU	GOV/ED*	TOTAL**
2008 Jobs	4,772	797	1,318	6,887
2008 Acres***	397 of General Sales and Services	89 of Manufacturing and Wholesale Trade	217 of Education, Public Administration, Health Care, and Other Institutions	703 of all non-Natural Resource and Construction-based employment land uses
<b>TOTAL</b>	<b>12.0 Jobs/Acre</b>	<b>9.0 Jobs/Acre</b>	<b>6.1 Jobs/Acre</b>	<b>9.8 Jobs/Acre</b>

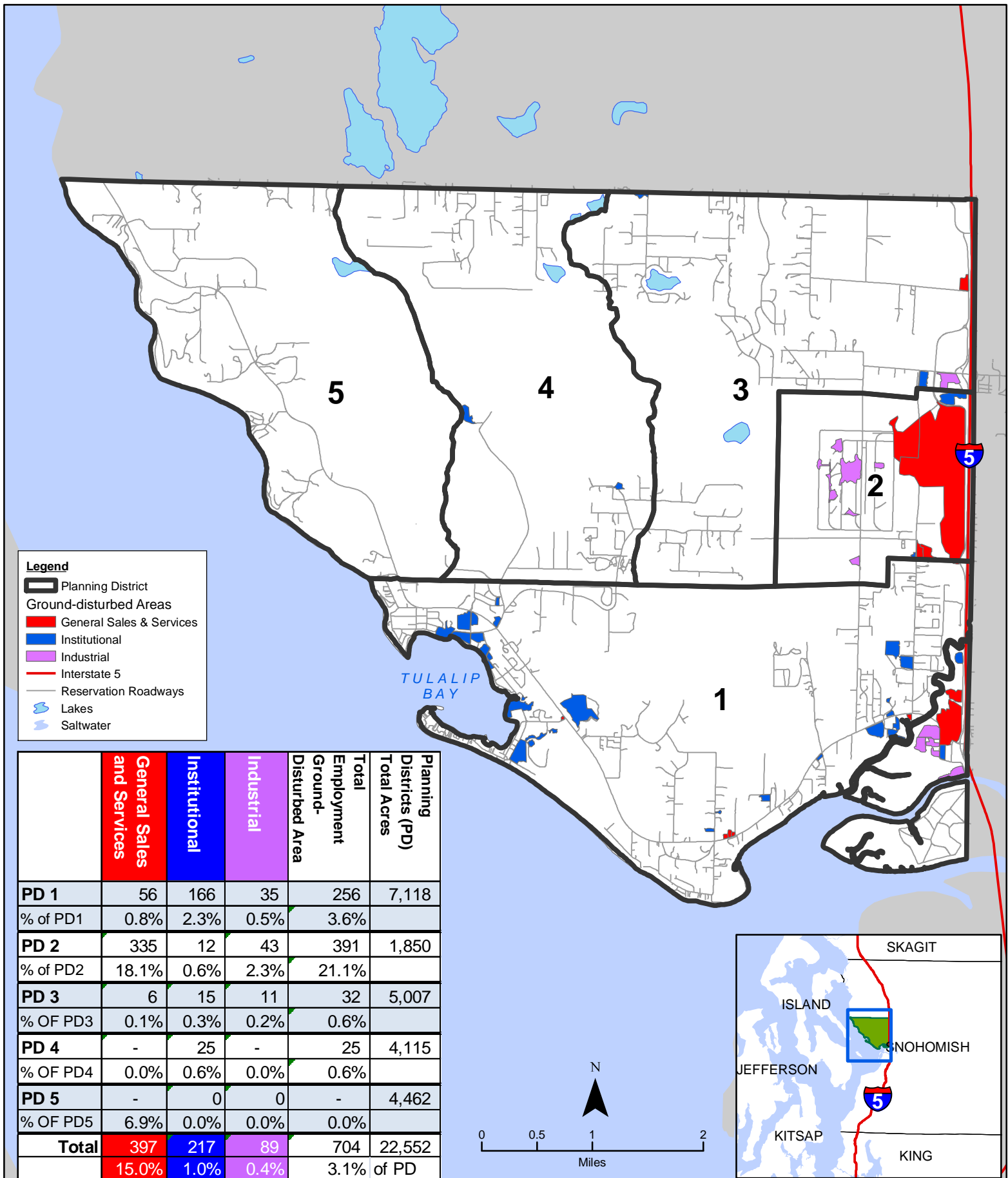
Sources: Community Development Department, Puget Sound Regional Council, Snohomish County, 2009

\* PSRC places gaming-related jobs into the Government and Education sector but for the Comprehensive Plan these jobs have been moved into commercially-oriented employment types (Retail/FIRE/Services) which have similar land use characteristics.

\*\*Total employment numbers do not reflect most agricultural, resource, and construction jobs. The reason for this is that these jobs are highly mobile – are not confined to one geographic area. Examples of this are home remodeling businesses doing work at houses around the region, and fishermen based out of Seattle that actually work in Everett. While the jobs generate revenue that is brought into the area, the employment is not necessarily taking place in the area.

\*\*\*Only acreage supportive of these employment types are identified. Categories for acreage are based upon Land-Based Classification Standards from the American Planning Association. Land use data for acreage was provided by Tulalip Data Services in October 2008.

Using these jobs/acre figures allows for projecting how much land will be necessary for these employment types to 2030. **Table 8** projects how much land will be necessary for future jobs on the Reservation:



**Map 2-2 Employment Ground-disturbed Areas**





*(this page intentionally left blank)*

**Table 8 : Land Use Acreage Forecast to 2030**

	<b>Employment Categories</b>			
	<b>RETAIL/FIRES/Gaming</b>	<b>MANU/WTCU</b>	<b>GOV/ED*</b>	<b>TOTAL**</b>
2030 Jobs	9,584	1,667	2,639	13,890
2030 Acres ***	799 of General Sales and Services	185 of Manufacturing and Wholesale Trade	433 of Education, Public Administration, Health Care, and Other Institutions	1,417 of all non-Natural Resource and Construction-based employment land uses
<b>Totals</b>	<b>12.0 Jobs/Acre</b>	<b>9.0 Jobs/Acre</b>	<b>6.1 Jobs/Acre</b>	<b>9.8 Jobs/Acre</b>

Sources: Community Development Department, Puget Sound Regional Council, Snohomish County, 2009

\* PSRC places gaming-related jobs into the Government and Education sector but these jobs have been moved into commercially-oriented employment types (Retail/FIRE/Services) which is more representative of their land use function.\*\*Total employment numbers do not reflect agricultural, natural resource, and construction jobs. The reason for this is that these jobs are highly mobile – are not confined to one geographic area. Examples of this are home remodeling businesses doing work at houses around the region, and fishermen based out of Seattle that actually work in Everett. While the jobs generate revenue that is brought into the area, the employment is not necessarily taking place in the area.

\*\*\*Only acreage supportive of these employment types are identified. Categories for acreage are based upon Land-Based Classification Standards from the American Planning Association. Land use data for acreage was provided by Snohomish County parcel shapefile in August 2007.

To meet the 2030 employment forecast, there is a need for 799 acres of commercial land (general sales and service), 185 acres of industrial land (manufacturing and wholesale trade), and 433 acres of institutional land (education, public administration, health care, and other institutions). This forecast is based upon identifying how many employees per acre exist currently on the Reservation – per appropriate LBCS category – and using that 2008 figure as an acreage multiplier for the jobs projected in 2030.

Recent developments completed in 2008 and 2009, such as the Tulalip Resort Casino and Tribal government administration building, have led to concentrations of employment at Tulalip. If these trends continue to 2030, employment consolidations and higher-density employment areas will likely lead to a higher jobs/acre number thus requiring less acreage in the future for commercial and institutional land uses than what has been forecast to 2030.

The identified need for future employment land use informed **Map 2-9**, the Future Land Use Map of the Reservation.

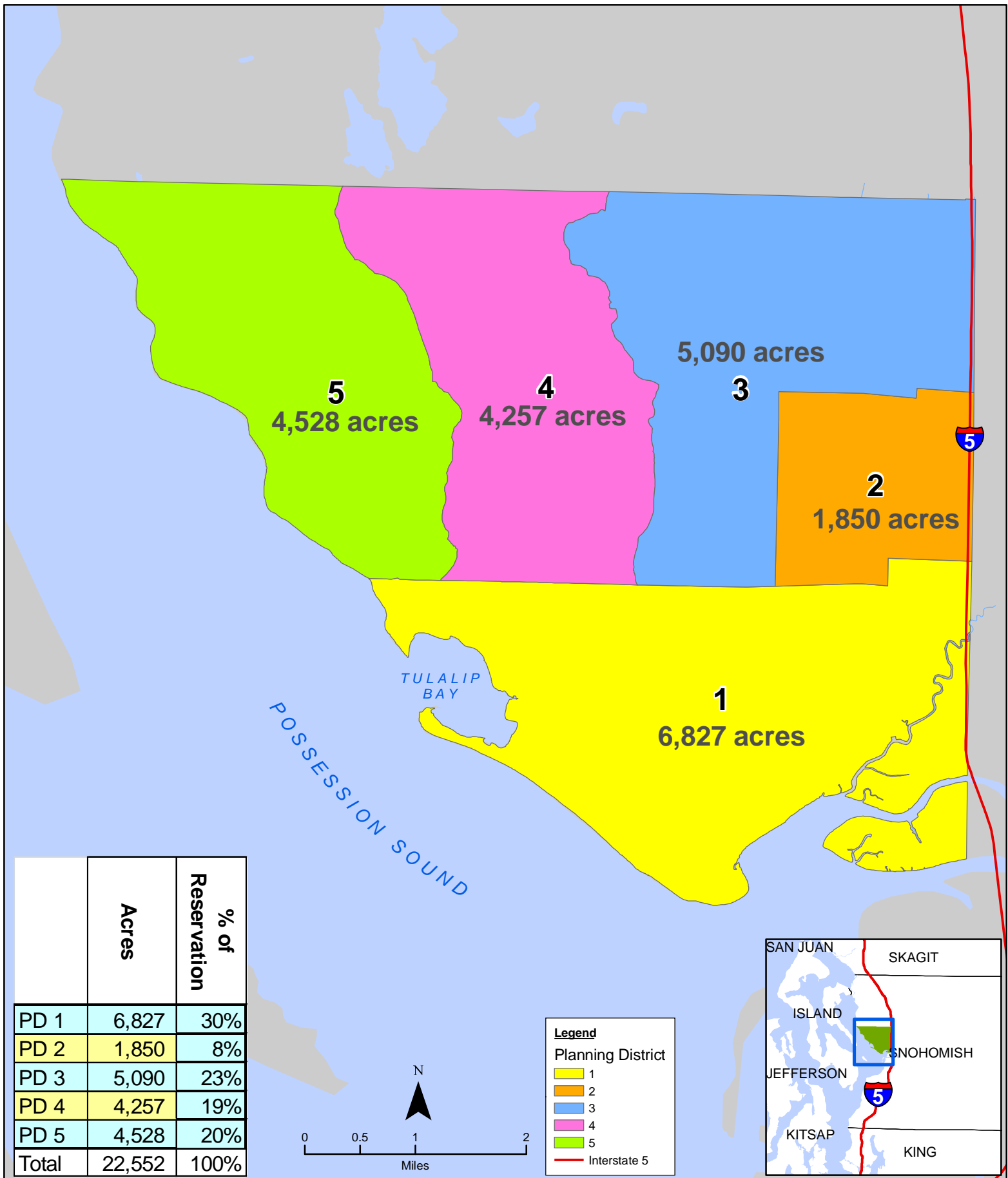
## **Land Suitability Analysis**

In order to determine what land on the Reservation is best suited for development, a land suitability analysis was completed. This analysis combines all the constraints and opportunities for development identified in the Comprehensive Plan to determine where future development should occur. To facilitate the creation of the Future Land Use Map, Planning Districts have been created to segment the Reservation into smaller sub-areas for evaluation purposes. **Map 2-3** shows the districts with the total calculations of land use within each district. **Map 2-4** shows all of the ground-disturbed areas by land use type within each district. These land uses are not identified on a parcel-by-parcel basis, but are based on the amount of ground-disturbed area they inhabit.

**Table 9** shows all of the constraints and opportunities considered for analysis. This analysis was done using Geographic Information Systems (GIS).

**Table 9 : Development Opportunities and Constraints**

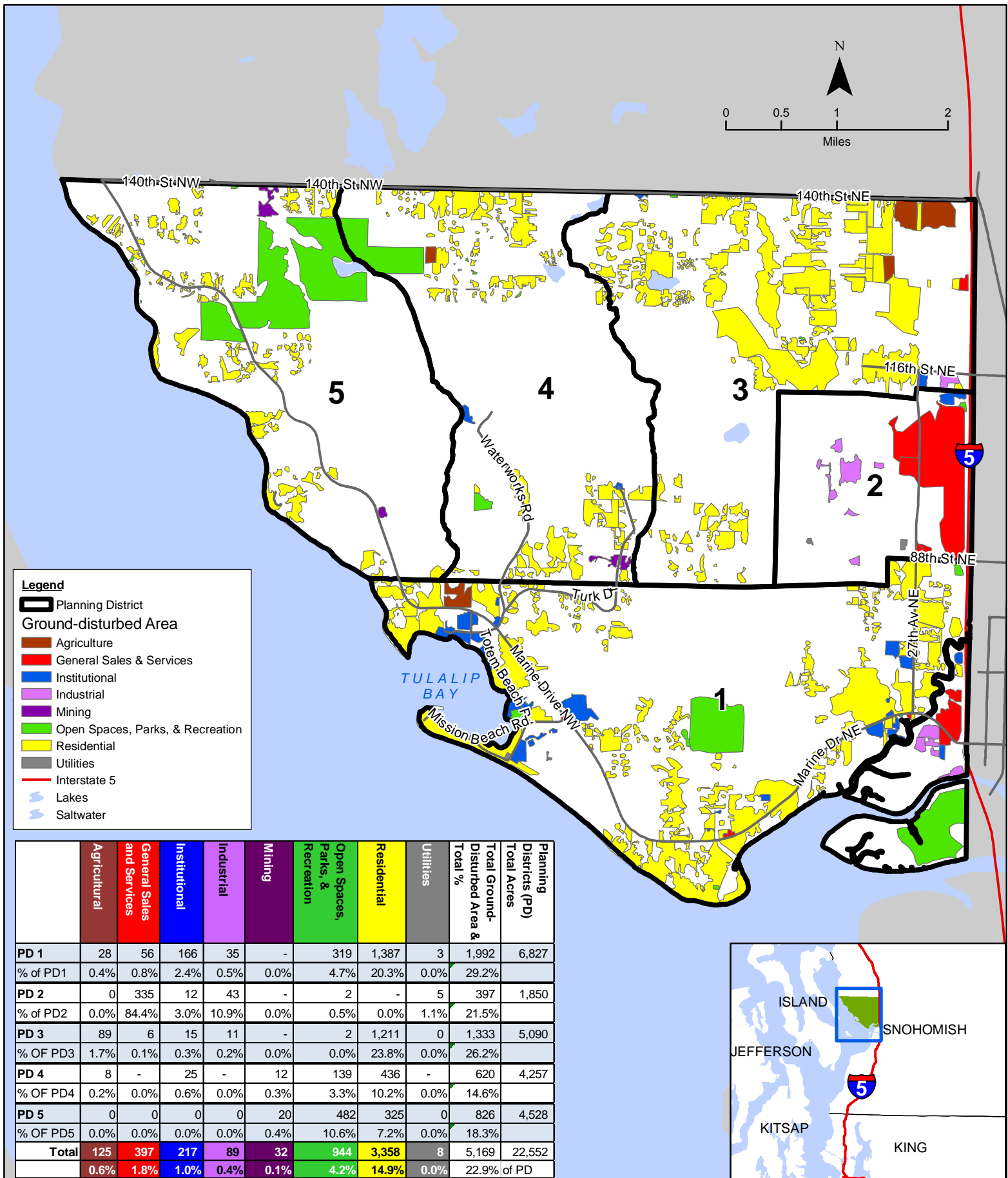
<b>Opportunities</b>	<b>Constraints</b>
Access to Water Lines	Unsuitable Soils for Septic Systems
Access to Sewer Lines	Within Stream Buffers (Classification I, and II)
Access to the Roadway Network	Within Wetland Buffers (Category I, II, and III)
Near Existing Development	Near the Wastewater Treatment Plant
	Within the Critical Aquifer Recharge Area
	Within a Tribal Forestry Area
	Within a Wildlife, Hunting, and Wildlife Corridor Areas
	Within a Culturally Sustainable Area
	Within a Landslide Area
	Within Steep Slope Areas
	Within a Marine Shoreline Area



**Map 2-3 Planning Districts**



*(this page intentionally left blank)*



**Map 2-4 Ground-disturbed Areas**



*(this page intentionally left blank)*

Source: Community Development Department, 2009

All of these opportunities and constraints were analyzed together to determine appropriate areas for development. Many of the opportunities are based on proximity. For example, property adjacent to a water line has a higher development potential than a property one mile from the same water line. Also, properties in close proximity to roadways and sewer systems have a higher development potential and are considered more developable.

Conversely, many of the constraints are considered on an “inside/outside” basis whereby property is evaluated based on whether or not it is inside a constraint area. For example, a property that is located within a Tribally-designated Forestry Area does not have as high a development potential as a property outside of this area. The same goes for every constraint, if the property lies within the outside boundary of the constraint, its development potential is incrementally lowered.

**Map 2-5 to Map 2-7** show each opportunity and constraint separately as well as combined to see the cumulative effects of all these factors. Property on the Reservation was assigned point values based on if they fall inside or outside various areas. For instance, if a property is on a steep slope (slope greater than 15 degrees) it would receive no score, but if the property was not on a steep slope it would receive a higher score. In this way, scores were calculated and added together to determine what property is best suited for development. On **Map 2-5** through **Map 2-7**, the darker shades of red show greater levels of constraints and darker shades of green show greater levels of opportunities on Reservation acreage. Lighter shades of red or green mean fewer constraints or opportunities in the area, respectively.

In addition to measurements of inside/outside of various opportunities and constraints, proximity was measured where appropriate. An example of this proximity measure is access to water lines: properties within ¼ mile of water lines receive the highest possible score and properties greater than ¼ mile from water lines receive a lower score.

Further explanation of the land suitability analysis including scores and weights is in **Appendix C**.

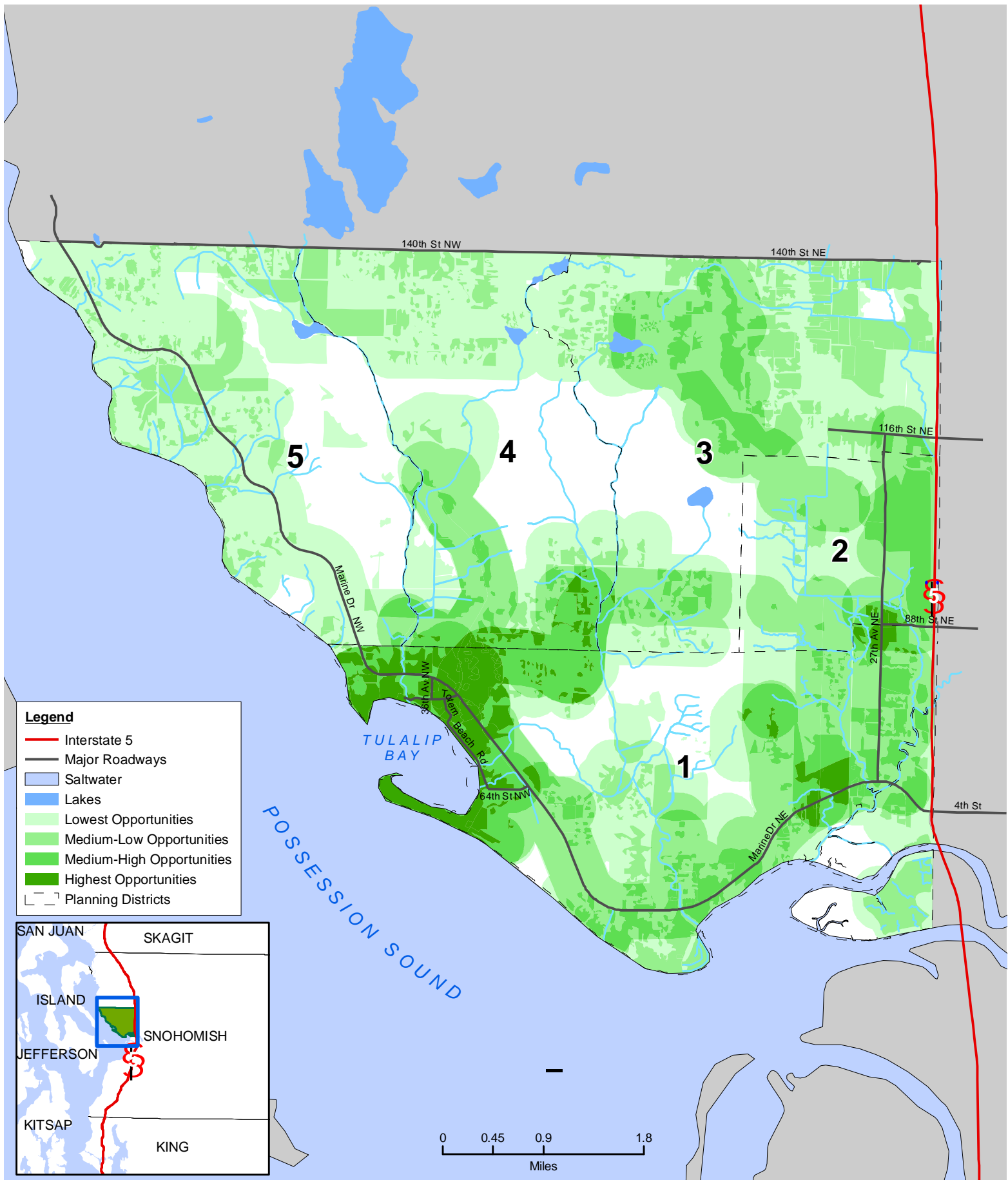
Planning Districts were created as a further evaluation tool and are based on a number of criteria including: political boundaries; an aquifer recharge area; soil conditions; topography; and ground-disturbed areas. The following is a description of the opportunities and constraints within each Planning District:

- **Planning District #1:** this 6,827 acre area has some of the greatest development potential on the Reservation. Much of this potential is due to existing infrastructure and the expansion of new water and sewer lines through this district. The Tulalip Bay area has many opportunities for development (including access to roads, water supply, and sewer system) but has some constraints as well. While much of the Bay area is already developed, the long-term plan for the Bay area includes siting a future Tribal village and significant redevelopment opportunities. Through the central part of District #1, opportunities for development include existing development in the area and access to local roads. Primary constraints for this area include Tribal forest lands, wildlife areas,



and wetlands. The eastern portion of District #1 has some areas of significant development potential including National Pollution Discharge Elimination System areas (a Federal program that controls water pollution), existing roadway infrastructure, existing development, and proposed water lines into this area. The most significant constraints in this area include culturally sensitive areas located around waterways, a wildlife corridor, and soil unsuitability for septic systems.

- **Planning District #2:** this 1,850 acre area is in the Consolidated Borough of Quil Ceda Village (QCV). The eastern part of this district has significant potential for development, and much of it is already developed. The available infrastructure in this area is some of the newest on the Reservation. The western portion of this district has many constraints primarily hunting areas, steep slopes, and a wildlife corridor in the southwestern corner of this district. Other constraints include Tribal forestry lands throughout the western part of this district as well as soil unsuitable for septic systems and wetlands present through the central area. A master plan for QCV guides development within Planning District #2.
- **Planning District #3:** this 5,090 acre area has some of the greatest development potential on the Reservation. Along with District #1, this district has the greatest amount of opportunities for development including an established road network and already developed property – especially through the northern portion of the District. However, there are also significant constraints in the District such as continuing concern around John Sam Lake and other parts of this District due to limited drinking water. These water limitations make this area a candidate for lower-density development. The southernmost portion of this district also has opportunities for development such as existing development, access to road network, and extension of a proposed water line through the area. There is a hunting area through the south-central portion of this District.
- **Planning District #4:** this 4,257 acre area is largely constrained by factors that limit development. Much of the northern portion of the District is a critical aquifer recharge area, and many of these same areas do not have access to piped water. Even though it is in a critical aquifer recharge area, the northern part of this District has development potential with an existing road system and existing development in the area. The central portion of this District has constraints including limited road access, hunting areas, and Tribal forest lands. The Bernie Kai-Kai Gobin Fish Hatchery is also located in this central portion and relies on the underlying aquifer for its operation. Any well water withdrawals in the northern and central portions of this District compete with the Hatchery for the limited supply of water in the aquifer. There are few constraints within the southeastern corner of this district and some opportunities for development including existing development, existing roadways, and a proposed water line going through this area.
- **Planning District #5:** this 4,528 acre area has potential for development through the northern and western portion. There are some constraints including steep slopes and culturally sensitive areas in the west and a critical aquifer recharge area in the north.



## Map 2-5 Land Suitability Opportunities

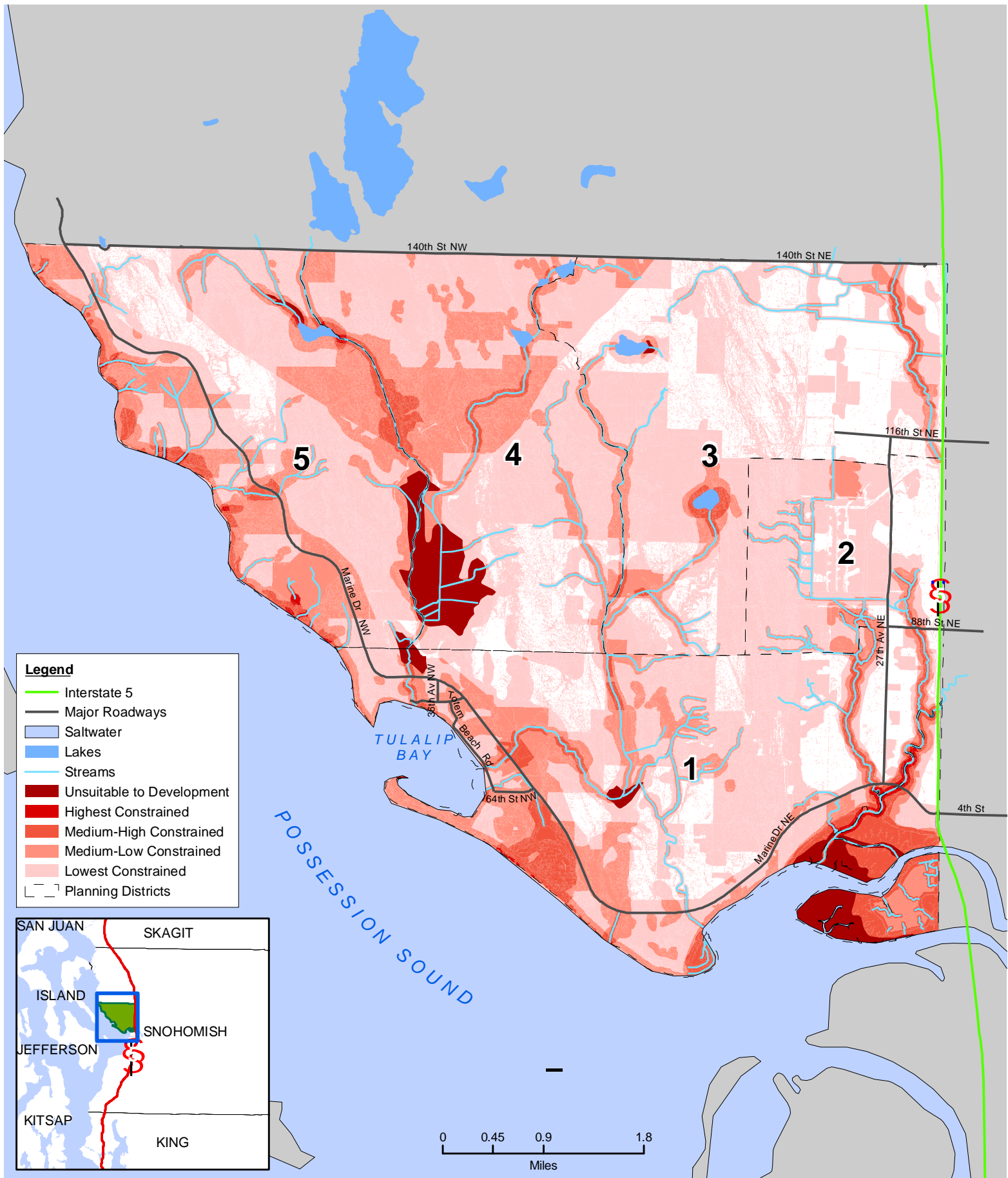


Tulalip Data Services  
(360)716-5157  
gis@tulaliptribes-nsn.gov  
August 13, 2009

Disclaimer:  
Tulalip Data Services (TDS) provides this data "as is."  
TDS does not make any guarantees or warranties concerning  
the accuracy of the information contained in the geographic data.  
TDS assumes no liability or responsibility for errors or inaccuracies.

Data Source:  
Tulalip Tribes Community Development,  
Tulalip Data Services GIS  
Map Path: R:\Community\_Development\Comprehensive Plan\Tulalip Tribes Comprehensive Land Use Plan\Maps\ArcMap2-5

*(this page intentionally left blank)*



## Map 2-6 Land Suitability Constraints



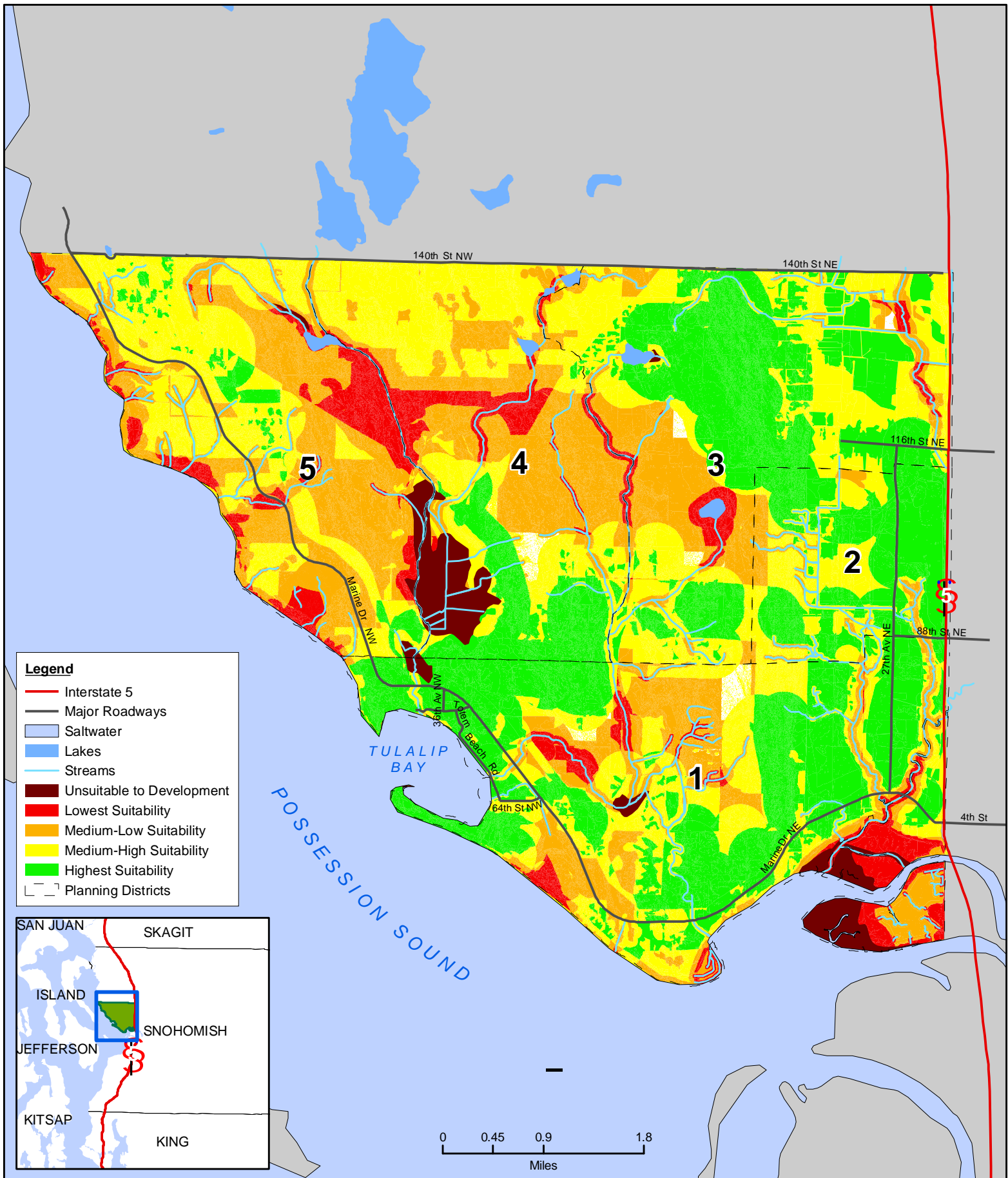
Tulalip Data Services  
(360)716-5157  
gis@tulaliptribes-nsn.gov  
August 20, 2009

**Disclaimer:**  
Tulalip Data Services (TDS) provides this data "as is."  
TDS does not make any guarantees or warranties concerning  
the accuracy of the information contained in the geographic data.  
TDS assumes no liability or responsibility for errors or inaccuracies.

**Data Source:**  
Tulalip Tribes Community Development,  
Tulalip Data Services GIS  
  
Map Path: R:\Community\_Development\Comprehensive Plan\Tulalip Tribes Comprehensive Land Use Plan\Maps\ArcMap2-6

*(this page intentionally left blank)*





**Map 2-7 Total Land Suitability**



Tulalip Data Services  
(360)716-5157  
gis@tulaliptribes-nsn.gov  
August 20, 2009

Disclaimer:  
Tulalip Data Services (TDS) provides this data "as is."  
TDS does not make any guarantees or warranties concerning  
the accuracy of the information contained in the geographic data.  
TDS assumes no liability or responsibility for errors or inaccuracies.

Data Source:  
Tulalip Tribes Community Development,  
Tulalip Data Services GIS

Map Path: R:\Community\_Development\Comprehensive Plan\Tulalip Tribes Comprehensive Land Use Plan  
Maps\Arc\Map2-7

*(this page intentionally left blank)*

Opportunities in the northern and western portions include access to primary roadways and some existing development in close proximity to these major roads. The western portion has some wildlife corridors that connect hunting areas to Puget Sound, which limits development potential in these areas. The eastern and southern portions of this District have little potential for development and are constrained by hunting areas and Tribal forests.

The analyses of these Planning Districts were used to inform the creation of **Map 2-9**, the Future Land Use Map.

## **Previous Land Use and Zoning**

As part of the 1994 Comprehensive Plan, the Comprehensive Plan Land Use Map (**Map 2-8**) was created showing existing and anticipated land uses throughout the Reservation. These land uses were as follows:

- Conservation (460 Acres)
- Forestry (6,656 Acres)
- Recreation (1,375 Acres)
- Rural Agriculture (1,266 Acres)
- Residential (9,476 Acres)
- Residential/Commercial (251 Acres)
- Industrial (1,920 Acres)
- Commercial (831 Acres)

Zones for the Reservation are created through the Tulalip Tribes Zoning Ordinance (Ordinance #80) which includes the Tulalip Official Zoning Controls Map. These zones define the height, bulk, and dimensional standards that apply to properties within the exterior boundaries of the Reservation. Use restrictions within the zones dictate what land uses are permitted, conditionally permitted, or not allowed within each zone. The Comprehensive Plan is implemented through Ordinance #80.

## **Future Land Use**

Much has changed since the 1994 Comprehensive Plan, including economic expansion, population growth, and continued development on the Reservation. These changes have brought about unique challenges and opportunities to the Reservation therefore new land use categories have been created to better meet the needs of the Reservation Community.



More land use categories were created to differentiate the areas of low, medium, and high density residential development. The previous “Residential” land use designation is now “Low Density Residential”, “Medium Density Residential”, or “High Density Residential”.

Additionally, the “Institutional” land use category was created to direct future expansion of public administration, educational, health care, and other institutions within the Reservation. The “Conservation” land use designation is also a new addition, intended to preserve and protect unique lands from development pressures. These land use categories did not exist in the 1993 Comprehensive Plan – Land Use Map or the 1994 Tulalip Comprehensive Plan.

The Future Land Use Map (FLUM) is the physical expression of the policies and land use demand contained in this Plan. The FLUM (**Map 2-9**) combines the Land Suitability Analysis, Tribal plans for future housing and other identified housing needs, identified employment needs, natural and cultural resource preservation, master planning processes from the Tribe, the QCV master plan, and other plans related to future development on the Reservation. With land use planning for development and resource preservation, the location and amount of the future demand for land can be estimated.

Needs accommodated in the Future Land Use Map include:

- Retention of natural, cultural, and spiritual places
- Designation of land for future housing to provide for population growth
- Designation of land for economic development to help create jobs and strengthen the Reservation economy
- Designation of land for the expansion of governmental services

The following are descriptions and total acreages of the land use designations identified on the Future Land Use Map:

- **Low Density Residential Lands** – a supply of 5,728 acres are designated for low density residential use. The average expected residential density for this land use designation is one dwelling unit/five acres. These are areas not intended to be served by water and sewer systems in the near future and are mostly already developed as large-lot residential. The local roads in these areas should be constructed at rural road standards with a lower level of maintenance than more heavily used roadways. This land use designation covers approximately 27% of the Reservation.
- **Medium Density Residential Lands** – a supply of 2,700 acres are designated for medium density residential use. The average expected residential density for this land use designation is four dwelling units/acre. These areas are designated for medium density development with community water and sewer services provided. This medium

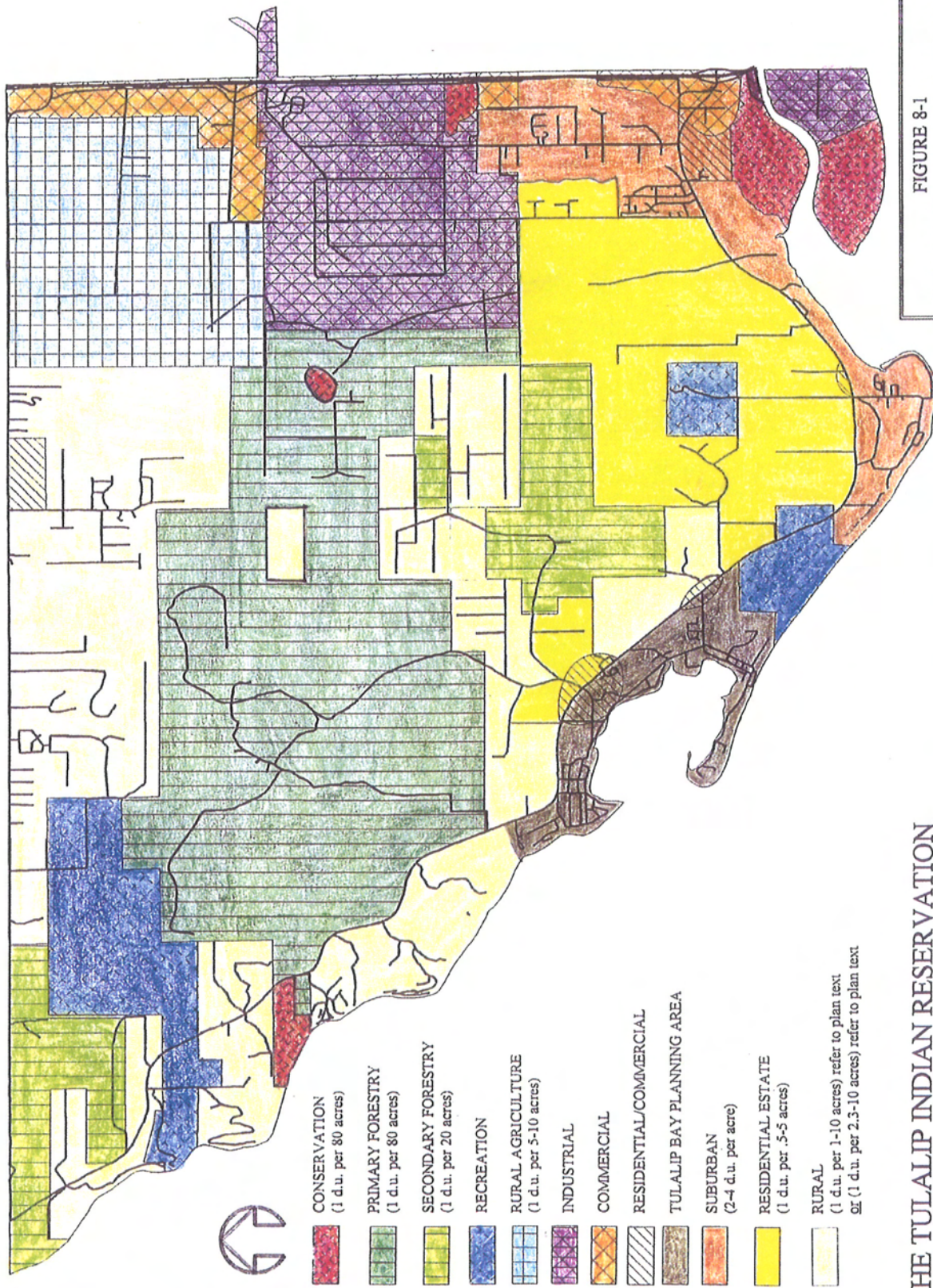
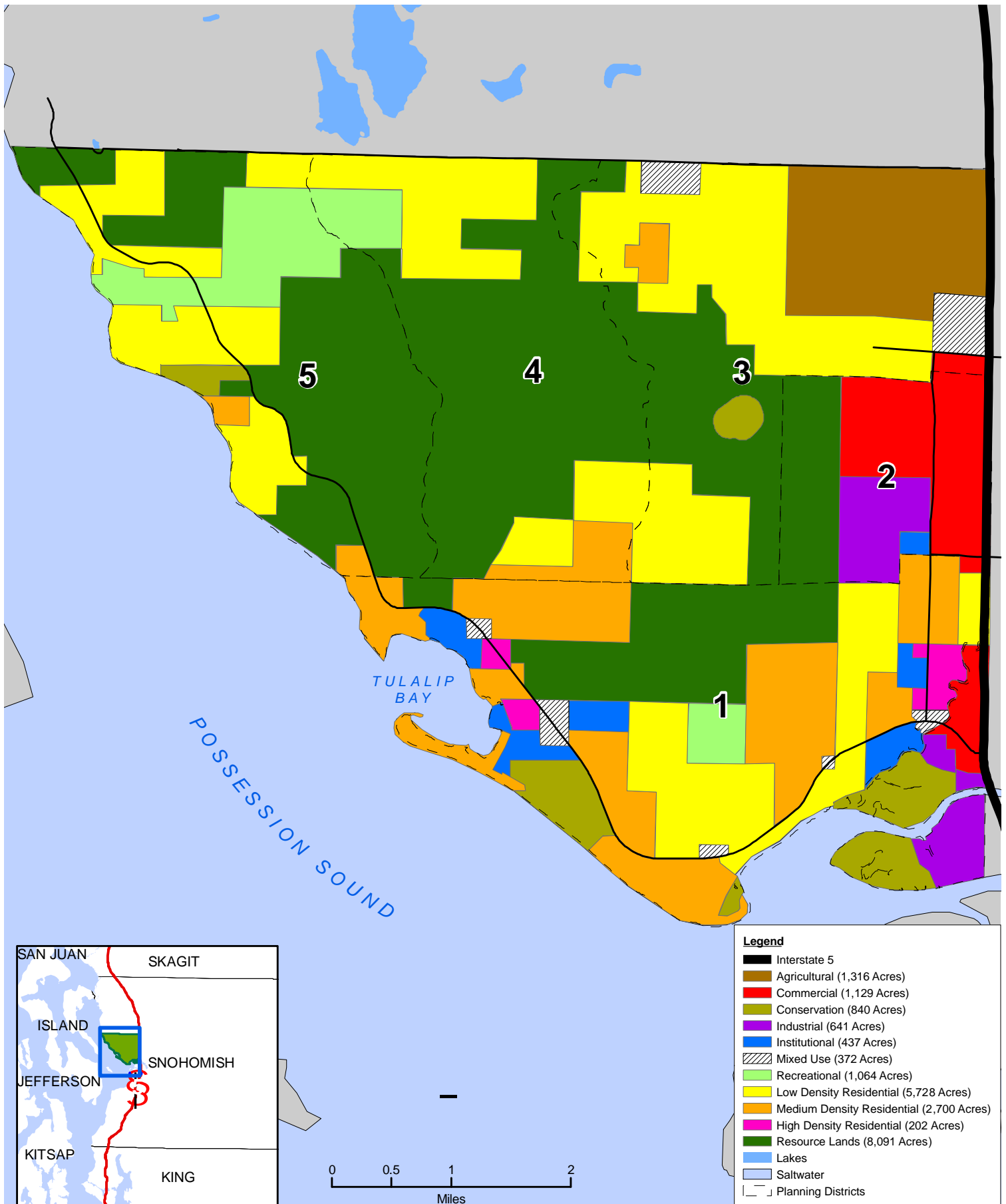


FIGURE 8-1  
COMPREHENSIVE PLAN LAND USE

Map 2-8 1994 Tulalip Comprehensive Plan - Land Use Map

*(this page intentionally left blank)*



Tulalip Data Services  
 (360)716-5157  
 gis@tulaliptribes-nsn.gov  
 April 28, 2009

**Disclaimer:**  
 Tulalip Data Services (TDS) provides this data "as is."  
 TDS does not make any guarantees or warranties concerning  
 the accuracy of the information contained in the geographic data.  
 TDS assumes no liability or responsibility for errors or inaccuracies.

**Data Source:**  
 Tulalip Tribes Community Development,  
 Tulalip Data Services GIS

Map Path: R:\Community\_Development\Comprehensive Plan\Final Draft\Maps\Arc\Map2-9.mxd

*(this page intentionally left blank)*

density housing will make the cost for provision of water, sewer, and roads more efficient. This land use designation covers approximately 11% of the Reservation.

- **High Density Residential Lands** – a supply of 202 acres are designated for high density residential use. All of this high density land is located within two areas – along Tulalip Bay and 27<sup>th</sup> Avenue Northeast – and will be serviced with the infrastructure necessary to support higher population density. The average expected residential density for this land use designation is ten dwelling units/acre. This land use designation covers approximately 1% of the Reservation.
- **Mixed Residential/Commercial/Institutional Lands** – a supply of 372 acres are designated for a mixture of high density residential, retail- and service-oriented commercial, and institutional uses. This land use designation covers approximately 2% of the Reservation.
- **Agricultural Lands** – a supply of 1,316 acres are designated for agricultural purposes in the only area where significant agricultural activity takes place on the Reservation. This land use designation covers approximately 6% of the Reservation.
- **Commercial Lands** – a supply of 1,129 acres are designated for commercial uses on the Reservation. These areas are intended for general office, retail- and service-oriented commercial development. Much of this land has already been commercially-developed. This land use designation covers approximately 5% of the Reservation.
- **Conservation Lands** – a supply of 840 acres are designated as Conservation Lands on the Reservation. Designation of these areas is intended to preserve and protect areas of unique value including Spee-Bi-Dah, Ross Lake, White Rock, Priest Point, and Big Flats. This land use designation covers approximately 4% of the Reservation.
- **Institutional Lands** – a supply of 437 acres are designated for institutional uses on the Reservation. Land uses in this category include public administration, educational, health care, and other institutional uses. This land use designation covers approximately 2% of the Reservation.
- **Industrial Lands** – a supply of 641 acres are designated for industrial development. Land uses in this category include manufacturing, warehousing, light industrial, and retail storage. This land use designation represents approximately 3% of the Reservation.
- **Recreational Lands** – a supply of 1,064 acres of land are designated for recreational use on the Reservation. These areas include the Port Susan Camping Club, whose lease is set to expire in 2052, and Battle Creek Golf Course. This land use designation covers approximately 5% of the Reservation.
- **Resource Lands** – a supply of 8,091 acres are designated for resource-related uses to protect these areas from excessive development and to provide areas for natural and



cultural resources on the Reservation. This land use designation covers approximately 36% of the Reservation.

To varying degrees, development will be restricted within all land use designation areas based on site-specific constraints. These constraints include – but are not limited to – the availability of water, access to the transportation system, steep slopes, unsuitable soils for development, and the presence of wetlands.

To implement these land use designations, the zoning code will be evaluated to describe the new zones in terms of use, development density allowed, and infrastructure requirements. Through an update of Tribal Ordinance #80 the Tulalip Official Zoning Controls Map for the Tulalip Reservation would be revised to guide the anticipated land uses present in the Future Land Use Map. It is anticipated that land use changes will occur gradually over time, and changes to zoning will preclude and guide changes in land use identified on the FLUM.

## **Land Use Goals and Policies**

**Goal LU 1:**            **Ensure there is sufficient land and densities to accommodate population and employment growth on the Reservation.**

Policy LU 1-1:        Provide a range of land uses in order to meet the needs of Reservation residents and visitors including Agricultural, Commercial, Conservation, Resource Lands, Industrial, Institutional, Mixed Use, Recreational, and Residential (Low Density, Medium Density, High Density).

Policy LU 1-2:        Ensure that land use quantities, as indicated on the Future Land Use Map, are satisfactory to meet population and employment projections to 2030.

Policy LU 1-3:        Differentiate between areas intended for conservation and resource-related uses and areas intended for development by designating appropriate land uses on the Future Land Use Map.

**Goal LU 2:**            **Preserve cultural, spiritual, recreational and natural areas to provide for the long-term sustainability of the Tribe and to preserve the culture of the Tulalip peoples.**

Policy LU 2-1:        Preserve areas with special natural, spiritual, and cultural values to the Tulalip Tribes and its membership.

Policy LU 2-2:        Limit development in Resource Lands to protect natural resource-based industries, protect watersheds, preserve fish and wildlife habitat, and to encourage continued use of these areas for cultural activities.

Policy LU 2-3:        Discourage land uses that would likely have a significant adverse affect on lands used primarily for Resource Lands or conservation.

Policy LU 2-4:        Design siting standards to make allowed uses compatible with cultural and spiritual practices, conserve economic value, promote sustainable Resource Lands management, and to minimize wildfire hazard in Resource Lands.

Policy LU 2-5:        Continue to promote and manage harvesting activities, such as hunting and gathering, in Resource Lands and conservation areas.

Policy LU 2-6:        Preserve areas of large-parcel recreational development as future recreational areas.

**Goal LU 3:**            **Provide areas for housing on the Reservation that efficiently-uses land and promotes quality-of-life.**



- Policy LU 3-1: Promote a variety of residential densities and housing types to accommodate identified present and future housing needs.
- Policy LU 3-2: Protect areas of existing homes to continue to be used as housing, except in areas where housing exists but natural hazards provide immediate danger to public safety of Reservation residents.
- Policy LU 3-3: Encourage housing construction where adequate community water and sewer services, road access, fire protection, and law enforcement are available.

**Goal LU 4: Sustain and enhance economic vitality and diversified employment.**

- Policy LU 4-1: Provide areas for commercial development, with nearby access to Interstate 5, which take advantage of these locations as prime commercial areas.
- Policy LU 4-2: Designate areas for industrial development in places of existing industrial use, nearby to regional transportation corridors, and away from residential areas.
- Policy LU 4-3: Designate areas for governmental functions, such as education and public administration, for the Tulalip Tribes including the Consolidated Borough of Quil Ceda Village.
- Policy LU 4-4: Reduce the loss of farmland by ensuring that agricultural lands in the northeastern corner of the Reservation are protected for future agricultural use.

**Goal LU 5: Ensure that future growth will have the infrastructure, public facilities, and governmental services necessary to concurrently support the growth in a timely and efficient manner.**

- Policy LU 5-1: Prepare water, sewer, surface water, stormwater, and transportation plans that support the land uses and densities located on the Future Land Use Map.
- Policy LU 5-2: Encourage coordinated, consistent land use planning and capital facilities planning.



Tulalip Treaty Days 1914 -  
Tribal Long House

## **CHAPTER 3: CULTURAL RESOURCES**

### **Background**

Culture has several definitions depending upon the social fabric for which it is applied and the level of knowledge held by those who participate in its application. For the intent and purposes of the Comprehensive Plan, culture is defined as the relationship exercised between members of the Tulalip Tribes with the natural environment; although there are spiritual aspects that have a profound and significant impact upon the worldview held by the Tulalip Tribes. Tribal ancestors held a deep respect for the land, plants, and animals with an emphasis on the sacredness of the water. These values are still held by the Tulalip people and are incorporated into this Plan. There are two primary sections within this Chapter: 1) Preservation of Cultural Practices, and 2) Protection of Cultural Resources.

### **Preservation of Cultural Practices**

It is important to revive, protect, interpret, and enhance the traditional cultural values and spiritual beliefs of the Tulalip Tribes for future generations. By keeping cultural practices alive and well, cultural connections between the past, present, and future can be strengthened.

The social, economic, and cultural fabric of the Tulalip Indian Reservation is derived from the subsistence-based way of life carried out for thousands of years prior to contact with non-Indians. Cultural knowledge has been handed-down among generations of Tribal members including the use of medicinal plants, language, clothing, diet, shelter, transportation, spiritual beliefs, and burial practices. Each of these cultural components is evidenced within the Reservation in some form, fashion, or practice. As such, certain areas of the Reservation served as the location for food preparation/gathering, lodging, and burials.

The ancestral language is the glue that binds culture to the natural environment. The language is a dialect of the Coast Salish Language referred to as Lushootseed. Lushootseed comes from two words: one meaning “saltwater” the other meaning “language”. Lushootseed is the language common to the tribes of this region. Federal policies aided by missionaries aggressively attacked the use of the Lushootseed language in an attempt to assimilate and acculturate past generations of Tulalip schoolchildren.

Despite governmental policies to eradicate Tribal beliefs, language, and traditions, Tribal people were able to keep alive a substantial part of Tribal language and cultural practices. Today, Tribal cultural practices and traditions are cherished, and traditional ways continue to be taught to Tribal children.

### **Protection of Cultural Resources**

When ancestral leadership signed the Treaty of Point Elliot, they reserved an area of land presently occupied by the Tulalip people – the Tulalip Indian Reservation. The culture of the Tulalip people and the health of the environment are closely intertwined. Many of the most important cultural activities are tied to specific plants, trees, animals, and places. There are many culturally sustainable plants including Western Red Cedar, Licorice Fern, and Salal - which need to be persevered as valued cultural resources.

One of the goals of this Plan is to preserve cultural sites for future generations of the Tulalip Tribes in an effort to ensure the survivability and sustainability of traditional and cultural practices. Protecting cultural sites ensures that there are opportunities to practice cultural traditions. Cultural practices are closely tied to the Reservation environment and one of the most effective ways to protect culturally sensitive areas is to protect natural resources. The Reservation contains many significant cultural sites.

Cultural practices are manifested from inherent rights to hunt, fish, and gather within usual and accustomed areas. These inherent rights appear in the Point Elliot Treaty as Reserved Treaty Rights. The ability to exercise these inherent rights is directly tied to the health of the natural environment. The needs and goals of the Reservation Community for economic strength and sustainability are increasingly placing developmental pressure upon already strained natural resources.

### **Culturally Sustainable Areas**

Some sites are important to the entire membership; others have special importance to specific families. The best way these sites can be protected is to preserve the environment and protect the natural areas on the Reservation in a manner that does not identify the specific location of

cultural sites. In many ways, environmental and cultural protection are one and the same. The interdependence between the two should be acknowledged as each relies upon the other.

The Cultural Resources Department and Natural Resources Department assisted with the creation of **Map 3-1** which shows areas most likely to be culturally sustainable sites. These sites require further investigation or monitoring prior to or during development activities. Culturally sustainable areas are located in close proximity to freshwater or saltwater, which directly relates to the importance of water to the Coast Salish tribes.

Though many individual sites are known, there are more that have not been documented. It is critical that archeological surveys and cultural assessments are conducted in these areas prior to harvest or development activities.

### **Historical Sites**

Sensitive and significant sites important to the history of the Tulalip Tribes will be protected through addition to the Tribal Historical Register and/or the State Historical Register. Such sites include Saint Anne's Catholic Church, the Shaker Church, the original BIA administration building, and the Tulalip Longhouse.

### **Off-Reservation Cultural Areas**

There were many tribes that were brought together to form the present day Tulalip Tribes. Tribal people came from various areas throughout the Salish Sea Eco Region and were subsequently relocated to the Tulalip Indian Reservation. Therefore there are several sites of cultural significance located within and beyond the exterior Reservation boundaries. The Tribe actively asserts its interest in these off-Reservation cultural areas.

### **Hibulb Cultural Center and Historic Preserve**

One of the major efforts to preserve cultural heritage is the construction of the Tulalip Hibulb Cultural Center and Historic Preserve. The Cultural Center will be a place where culture and history can be shared with future generations and will also serve as a repository of artifacts and cultural items.

The Cultural Center will symbolically represent a "land based, water borne" people and is divided accordingly into two parts: one symbolizing the water and the other symbolizing the land. This new facility will enable the Tulalip Tribes to express unique history, art, and culture from their perspective; revitalize Tribal cultural values, skills and beliefs; instill pride in Tribal members and strengthen Tribal identity; honor the community; serve as a reminder of the Tribe's historic connections to the land; and provide visitors with a uniquely-valuable educational experience.

## **Cultural Resources Goals and Policies**

**Goal CR 1:**            **Protect cultural resources and support enduring Tribal traditions on and off the Reservation.**

Policy CR 1-1:           Guide future development to avoid, minimize, or mitigate adverse impacts to culturally sustainable areas.

Policy CR 1-2:           Focus residential growth in existing development areas or corridors to reduce sprawl while preserving and protecting culturally sustainable areas.

Policy CR 1-3:           Maintain inventory of the Reservation's culturally sustainable areas and sites, the Cultural Areas Protection Plan, and Cultural Resources Ordinance for adoption.

Policy CR 1-4:           Require cultural review for all development proposals on sites that have not been developed previously.

Policy CR 1-5:           Require a permit for the following activities: harvest, gravel extraction, gathering, and uses that have impacts on the tidelands and uplands within the Reservation.

Policy CR 1- 6:           Work with State and local governments to protect culturally sustainable areas on and off the Reservation.

**Goal CR 2:**            **Protect and restore the unique wildlife and plant communities on the Reservation that are important to Tribal traditions and cultural practices.**

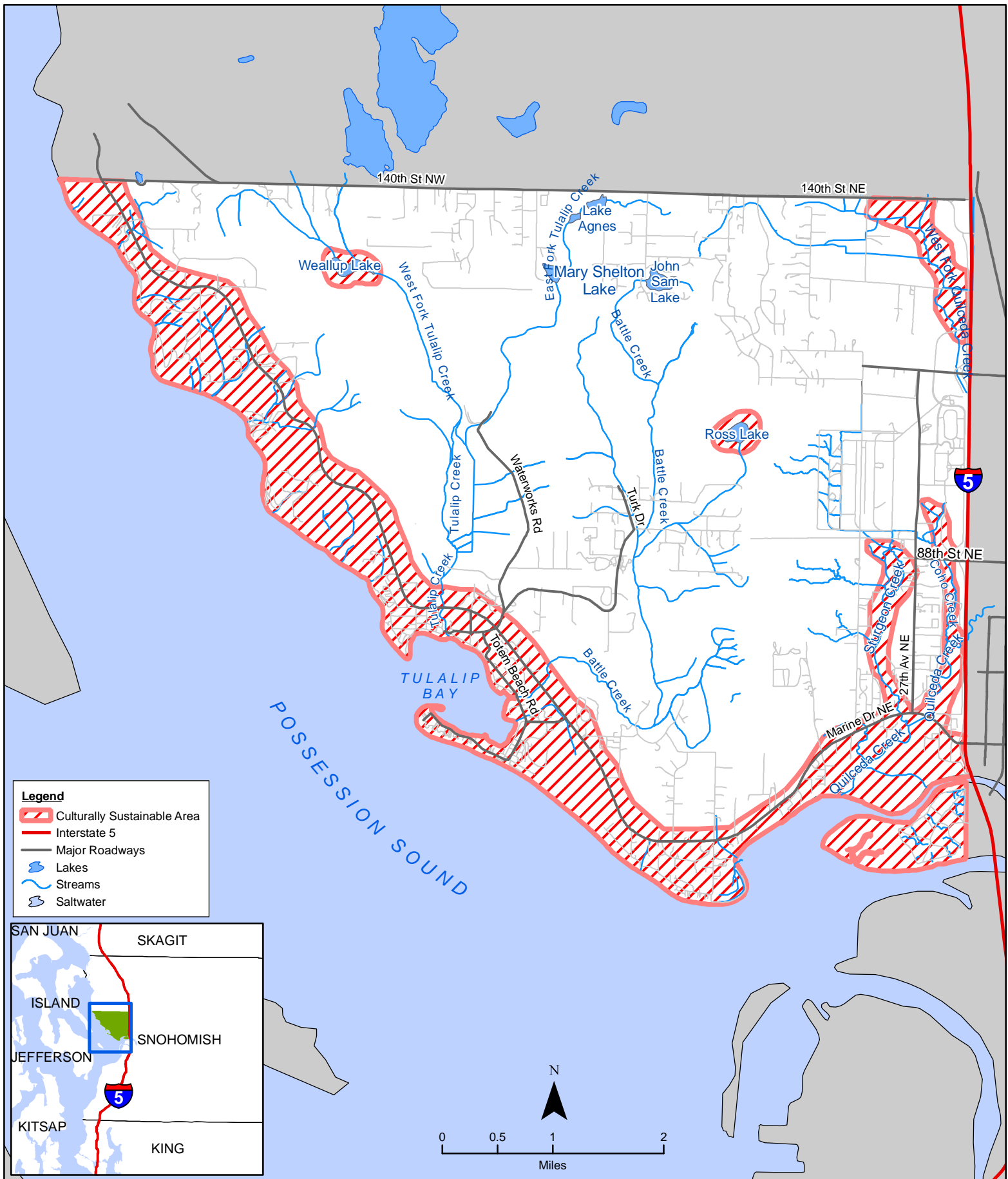
Policy CR 2-1:           Require Tulalip departments and agencies to consider impacts to cultural resources and sites when planning for Reservation developments.

Policy CR 2-2:           Develop a native vegetation plan to protect unique indigenous plant communities within the exterior Reservation boundaries.

Policy CR 2-3:           Maintain, protect, and restore natural salmon habitat as a cultural priority.

**Goal CR 3:**            **Protect and restore access to culturally identified areas for Tribal cultural and traditional practices.**

Policy CR 3-1:           Discourage new structures and land uses that adversely impact or limit Tribal member access to areas of cultural sustainability.



## Map 3-1 Culturally Sustainable Areas



Tulalip Data Services  
(360) 716-5157  
gis@tulaliptribes-nsn.gov  
Oct 17, 2008

**Disclaimer:**  
Tulalip Data Services (TDS) provides this data "as is."  
TDS does not make any guarantees or warranties concerning  
the accuracy of the information contained in the geographic data.  
TDS assumes no liability or responsibility for errors or inaccuracies.

**Data Source:**  
Tulalip Tribes Community Development,  
Snohomish County GIS Department,  
Tulalip Data Services GIS

Map Path: M:\GISData\Maps\Tulalip\Projects\CompPlan\2008\10-17-08\3-1\_Culturally sustainable Areas\_Overlay\_10-17-08.mxd

*(this page intentionally left blank)*

Policy CR 3-2: Promote the development of access agreements to properties for Tribal members' cultural practices.

Policy CR 3-3: Support Tribal member access and utilization of Reservation tidelands, shorelines, and waterways for traditional and cultural practices.

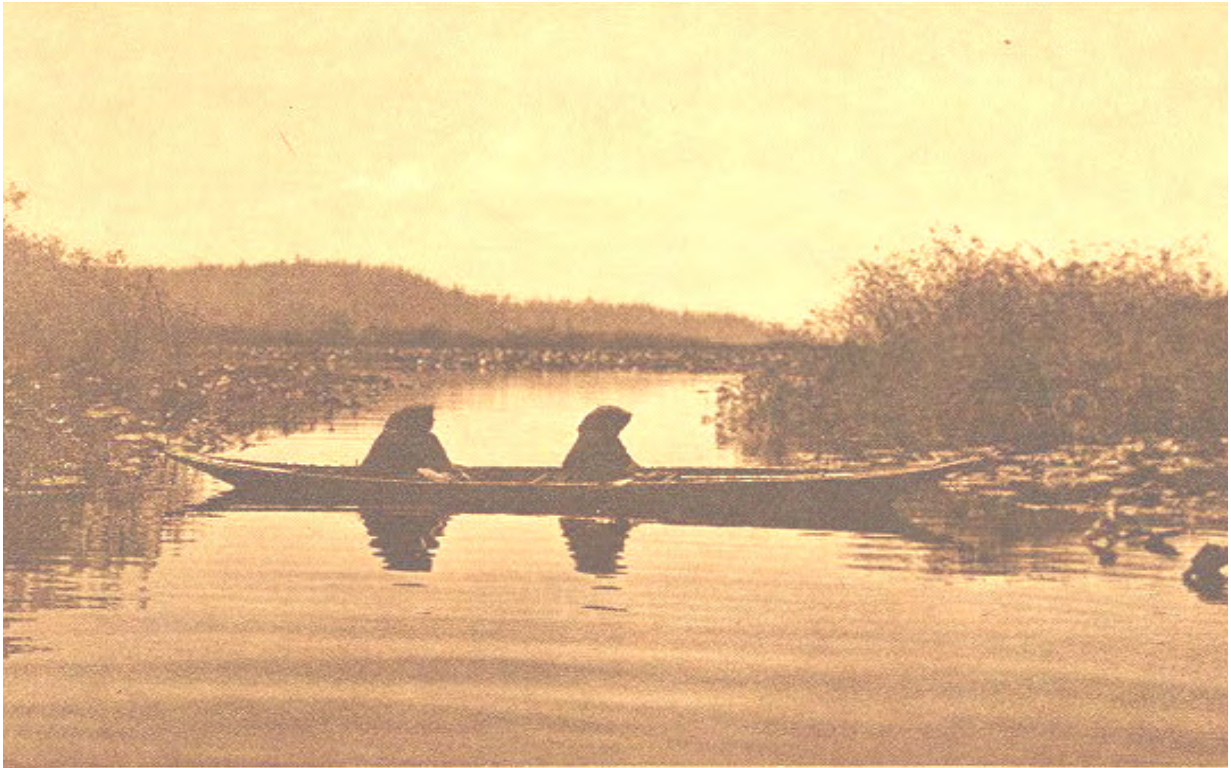
**Goal CR 4: Preserve historical Reservation buildings and sites.**

Policy CR 4-1: Create a Tribal historic preservation program to identify, preserve, and restore historic buildings relevant to the cultural importance of the Tulalip Tribes, including buildings of cultural, historical, and spiritual significance.

Policy CR 4-2: Implement a Tribal historic preservation program on the Reservation.



*(this page intentionally left blank)*



Historical Photograph of  
Tribal Members in a Canoe

## **CHAPTER 4: ENVIRONMENT**

### **Background**

Tribal ancestors knew that their survivability was directly tied to the health of the environment. The land, water, and the Creator provided them everything necessary to survive. Tribal Elders taught that “when the tide was out, the table was set” and to only take what was needed. It has always been of prime importance to Tribal people and the wisdom of Tribal Elders to take care of the environment so it can continue to take care of us. The Tribal economy was subsistence-based, in that currency was not needed to be strong. Wealth was not measured by what one owned or acquired, but rather by what one gave.

Settlement and development within the Salish Sea Eco Region has illuminated the importance of environmental health. The diminished salmon runs, poor water quality in Tulalip Bay, and loss of important plant species has had an adverse impact upon the environment of the Reservation and subsequently the strength of the Tulalip Tribes. Once the environment is altered, it is extremely difficult and expensive to restore.

Tribal members understand the relationships between the air, land, water and all of the people on the Reservation. Tribal members also can see that the land area on the Reservation is not endless and that development must be balanced with management of environmental resources. Stewardship allows continuation of cultural practices and traditions passed down from previous generations to future generations.

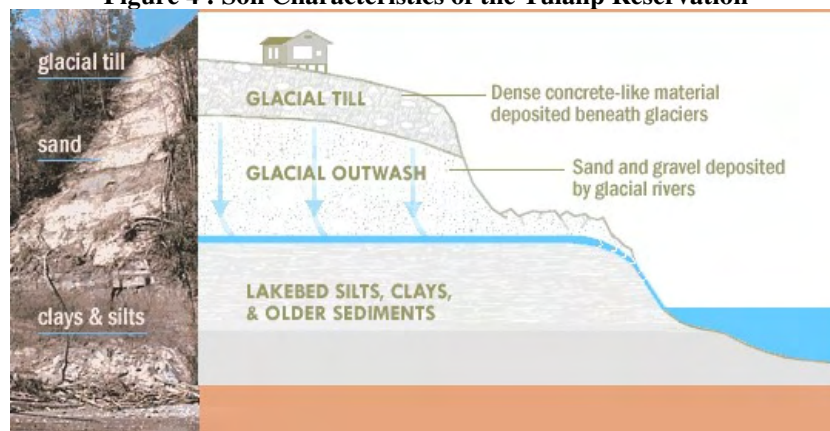
Development needs to be located not only to avoid damage to the environment, which is the basis of Tribal culture, but also to avoid areas that may be more costly to develop or where the investment in property may be lost due to natural events such as flooding or earth movement.

## **Geology and Soils**

Approximately 14,000 years ago the Vashon Glacier was covering the Reservation with about 3,000 feet of ice. This glacier carved out a trough and when it melted the sea level rose 300 feet, filling the trough and creating what we now know as Puget Sound. The top layer is Vashon Till and can be found to depths up to 30 feet. Below the Vashon till is Esperance Sand underlied by Lawton Clay. Vashon Till is a stable mix of rocks, dirt, clay and sand that has the consistency of concrete. Esperance Sand is a permeable mixture of sand and gravel. Lawton Clay is an impermeable layer of clay, which is made up of fine sediments and large boulders. The ability of the Reservation to support development is dependant on the depth and composition of these layers on any given site.

**Figure 4** shows the typical cross-section of the land beneath the Reservation, which is formed primarily from glacial deposits of various depths. This glacial till makes it difficult to construct a functioning septic system without special design. The glacial outwash material makes an excellent aquifer if the area that feeds it is kept in a natural state. Glacial outwash is often rich in minerals and can provide an excellent economic boost to the Tribe. Another characteristic of glacial outwash is that it can have severe slope failure when exposed to the forces of erosion or poor on-site drainage design.

**Figure 4 : Soil Characteristics of the Tulalip Reservation**



Source: Washington State Department of Ecology, 2008

## **Climate**

The Tulalip Reservation has the temperate climate typical of the Puget Sound coastal lowlands. Summers are dry with mild temperatures, and winters are rainy with occasional snow. The average temperature for January is 38° F and 63° F for July. Summer highs can reach the high 90s, while winter lows can reach 0° F. Average annual rainfall is approximately 35 inches.

Winds vary in direction, but are predominantly southerly and westerly. Winter winds average 25 mph, with gusts up to 50 mph not uncommon. Air inversions and periods of stagnation occur for short periods during the winter, resulting in regional burn bans and other pollution control measures. Fog may occur in low lying areas such as Tulalip Bay and the Snohomish River delta due to the proximity of Puget Sound.

## **Rivers, Stream Courses, and Lakes**

**Map 4-1** shows stream courses and lakes on the Reservation. All streams flow to Puget Sound. Of particular interest to the Tribe is Tulalip Bay for cultural and environmental reasons. The Reservation also contains a few ponds and lakes such as Weallup Lake, Ross Lake, John Sam Lake, Mary Shelton Lake, Lake Agnes, and Fryberg Lake.

The Snohomish River's delta forms the southern boundary of the Reservation along Steamboat Slough. The Snohomish River has an average annual discharge of 3,945 cubic feet of water per second and is a major producer of several species of salmon, including steelhead, and trout. Development is limited near the delta of the Snohomish due to tidal influences. The river deposits debris and sediment along the mouth of the river and into Possession Sound adjacent to the Reservation's coast.

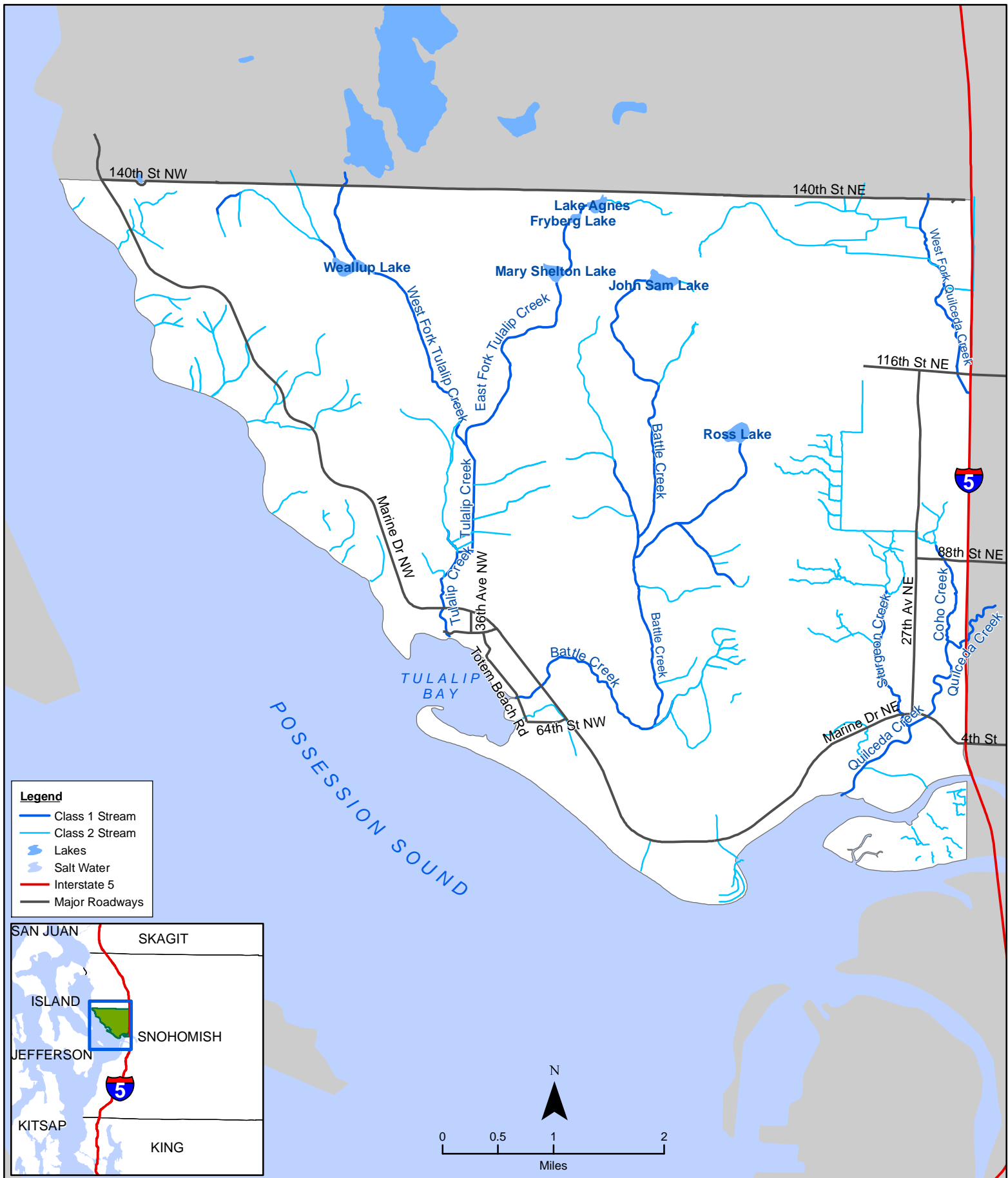
## **Water Resources**

Surface water and ground water are some of the most precious Reservation resources. Water sustains fish and wildlife habitat, wetlands, forests, and people. Water bodies on the Reservation are fed by precipitation, groundwater and freshwater flow within the Reservation and from the north and the east of the Reservation. Water resources on the Reservation include:

- Groundwater
- Streams
- Lakes
- Ponds

- Wetlands
- Port Gardner
- Port Susan
- Possession Sound
- Snohomish River Estuary

There are three aquifers on the Reservation: a shallow upper aquifer (Qvr), a middle aquifer (Qva), and a deep aquifer (Qu) (**Figure 5**). The majority of wells on the Reservation are drilled into the middle aquifer, which is found from 0 to 250 feet below ground level. The middle aquifer is also an important source of baseflow during summer months for Tulalip, Battle, and Quil Ceda creeks.



## Map 4-1 Streams and Lakes



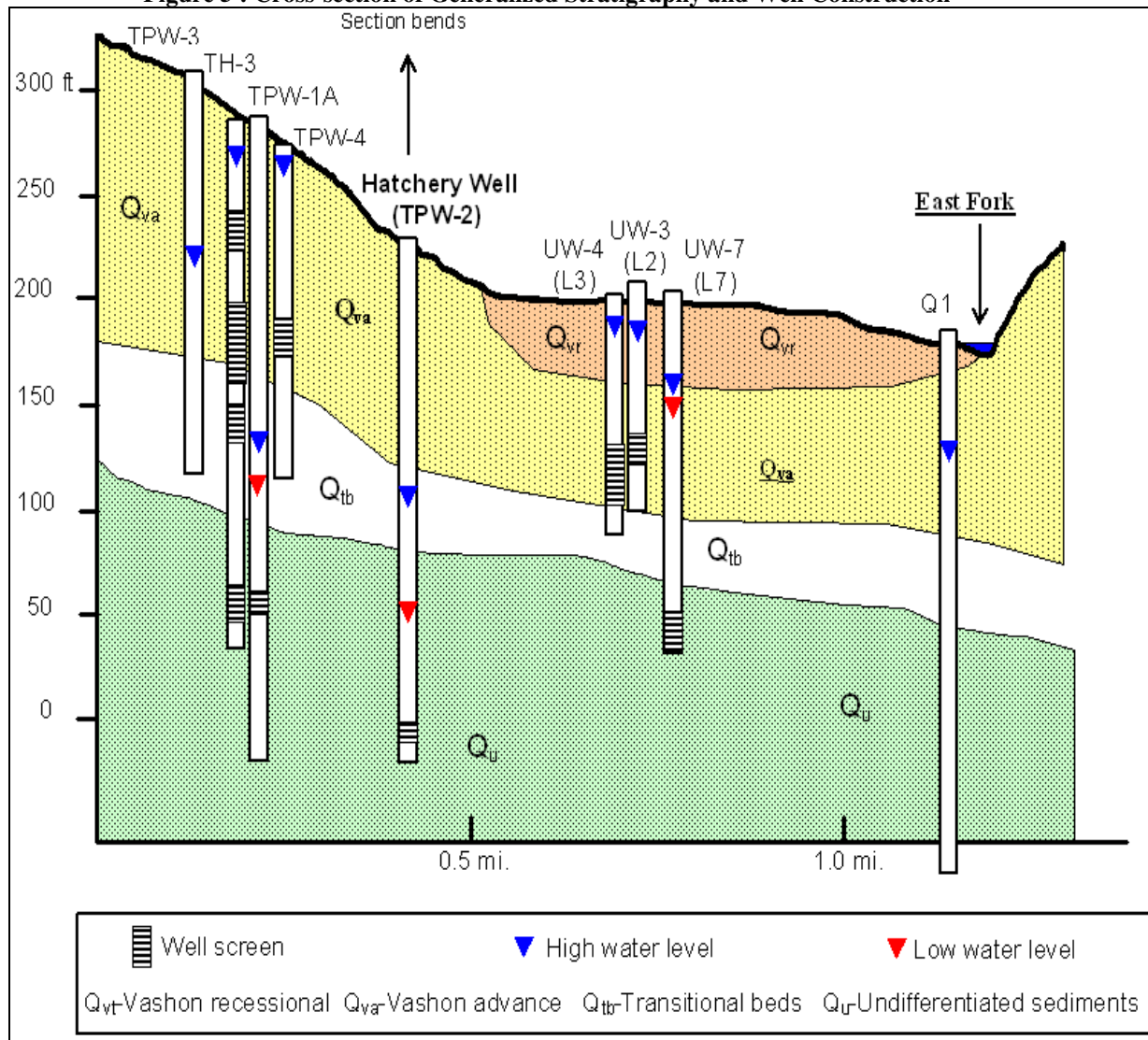
Tulalip Data Services  
(360) 716-5157  
gis@tulaliptribes-nsn.gov  
Oct 17, 2008

Disclaimer:  
Tulalip Data Services (TDS) provides this data "as is."  
TDS does not make any guarantees or warranties concerning  
the accuracy of the information contained in the geographic data.  
TDS assumes no liability or responsibility for errors or inaccuracies.

Data Source:  
Tulalip Tribes Natural Resources,  
Snohomish County GIS

Map Path: M:\GISData\Maps\Projects\CompPlan\2008\10-17-08\4-1\_Stream and Lakes\_10-17-08.mxd

*(this page intentionally left blank)*

**Figure 5 : Cross-section of Generalized Stratigraphy and Well Construction**

Source: Groundwater Pumping Tests on the Water Supply Well for the Bernie "Kai Kai" Gobin Fish Hatchery, October 2005

In order to protect the quality of stream flow and its characteristics, it is necessary to protect streams, wetlands, and aquifer recharge areas - locations that filter and store water. The Tribe must develop a plan to control the location of wells and installation of septic systems on the Reservation to protect groundwater resources both from overuse and ground contamination.

There is an interconnection between groundwater and surface water impacting one can negatively affect the quality of the other. Groundwater and wetlands provide the majority of stream flow on the Reservation during the summer or "base flow period". Battle Creek, Tulalip Creek, and Quil Ceda Creek all rely on discharge from the middle aquifer. The amount of discharge from this aquifer is influenced by volumes of groundwater



pumped from wells and land use that either disrupts recharge of water into the aquifer or drilling wells that require water from the aquifer.

**Map 4-2** shows the five separate drainage basins on the Reservation. The Reservation is largely drained by three stream systems: Tulalip Creek, Battle Creek, and Quilceda Creek. The Stillaguamish coastal drainage basin drains a very small portion of the northwest Reservation. The Tulalip drainage basin, covers the western two-thirds of the Reservation, and is drained by Tulalip Creek and Battle Creek (also known as Mission Creek). Sturgeon and Quil Ceda Creeks drain the Quil Ceda drainage basin, in the southeastern part of the Reservation. Quil Ceda Creek is an important cultural resource for the Tribe and is affected by pollution and urban waste runoff. This creek is the largest on the Reservation, and was once the location of significant runs of salmon. Several small independent coastal drainages occupy the Reservation western and southern coast line (e.g. Spee-Bi-Dah, White Rock).

## **Water Quality and Quantity**

The primary issues affecting the health of water resources on the Reservation is the loss of wetlands, pollution, hydrologic modification, and overuse. In order to protect water quality and quantity, it is critical to protect both groundwater and surface water resources. Ground and surface water resources on the Reservation also affect water quality in Tulalip Bay and Puget Sound, which in turn impact fish and shellfish resources.

To protect groundwater and surface water quality and quantity on the Reservation, including areas adjacent to the Reservation that have an effect on Reservation water resources, the following actions are recommended:

- Maintain and restore forest cover and canopies in all watersheds and stream basins to the maximum extent possible
- Protect critical groundwater recharge areas such as the Qva aquifer by purchase or regulatory action
- Protect streams, lakes, wetlands and their associated buffers from development
- Ensure that there is no net loss of wetlands function and acreage in the short-term and in the long-term; achieve a measurable gain of wetlands function and acreage
- Reduce pollution from point and non-point sources such as septic systems and stormwater runoff from developed and agricultural lands
- Provide adequate culverts and bridges at all road crossings
- Remove or minimize the impacts of in-stream structures (e.g. dams, utilities) that result in hydrologic modifications to surface water flow



## Map 4-2 Drainage Basins



Tulalip Data Services  
(360) 716-5157  
gis@tulaliptribes-nsn.gov  
Oct 17, 2008

**Disclaimer:**  
Tulalip Data Services (TDS) provides this data "as is."  
TDS does not make any guarantees or warranties concerning  
the accuracy of the information contained in the geographic data.  
TDS assumes no liability or responsibility for errors or inaccuracies.

**Data Source:**  
Snohomish County GIS Department,  
1996 Tulalip Watershed Management Plan  
Tulalip Tribes Community Development,  
Tulalip Data Services GIS

Map Path: M:\GISData\Maps\Tulalip\Projects\CompPlan\2008\10-17-08\4-2\_Drainage Basins\_10-17-08.mxd

*(this page intentionally left blank)*

- Develop a plan for the location and use of wells and other water use facilities to conserve groundwater supplies and stream flow on the Reservation
- Establish and enforce environmental protection measures that preserve or enhance streams, lakes, wetlands, and ground water and surface water quality and quantity

## **Natural Fish Resources**

The Tulalip Reservation waters were historically rich in finfish and shellfish resources. These resources have been much reduced over the past century through the loss of habitats largely outside the Reservation boundary and because of historically poor resource management by state, county, and Federal agencies. Today, some of the most important fisheries habitats in Puget Sound are located within the Reservation Boundaries (e.g. Quilceda Estuary, undeveloped shorelines). These habitats along with wetlands, rivers, streams, lakes, and ponds within the Reservation still provide crucial habitat to those fisheries resources that remain. These resources still form an important part of the social, cultural, and economic fabric of the Tulalip Tribes. And these resources are dependent upon maintaining healthy water quantity and quality conditions, maintaining and improving wetland conditions, maintaining buffers and forest lands, and minimizing the impact of development. The protection and restoration of these remaining habitats within the Reservation can potentially serve as a catalyst to the recovery of fisheries resources in the greater Snohomish River region.

Freshwater and marine waters provide forage, shelter and spawning habitats to finfish (e.g. sturgeon, starry flounder) and shellfish resources used by the Tribal community. The Reservation is located at the northern boundary of the Snohomish River estuary. The estuary provides critical habitat to juvenile salmon, shellfish, forage fish, as well as other fin-fishes. The river, tidal channels, and wetlands provide forage, shelter, and nursery habitats to these species.

The eastern third of the reservation drains into Quilceda Creek and its tributaries. Streams and wetlands within this portion of the Reservation provide spawning and rearing habitats to naturally spawning salmon, including the Chinook salmon, bull trout, and steelhead trout which are listed as Endangered Species by the Federal government.

Streams, wetlands, and lakes within the Tulalip Creek and Battle Creek basins provide important habitat to resident cutthroat and rainbow trout. The use of these two basins by salmon has been eliminated for hatchery enhancement purposes. The quantity and quality of waters from Tulalip Creek, Battle Creek and smaller coastal drainages provide important freshwater sources to coastal shoreline environments important to shellfish, forage fish, and migrating salmon.

To minimize the impact of development on fisheries resources and their habitats the Tribe should:

- Avoid, minimize, and mitigate potential impacts to wetlands, streams, rivers, ponds, shorelines, and lakes
- Establish and enforce environmental protection measures that preserve, restore, and enhance fish habitats on the Reservation and associated riparian lands, and groundwater resources that supply or surround them
- Maintain adequate space (buffers) between developments and fish habitats
- Restore, rehabilitate, and enhance habitats required by finfish and shellfish resources utilized by the Tribal community

## **Hatchery**

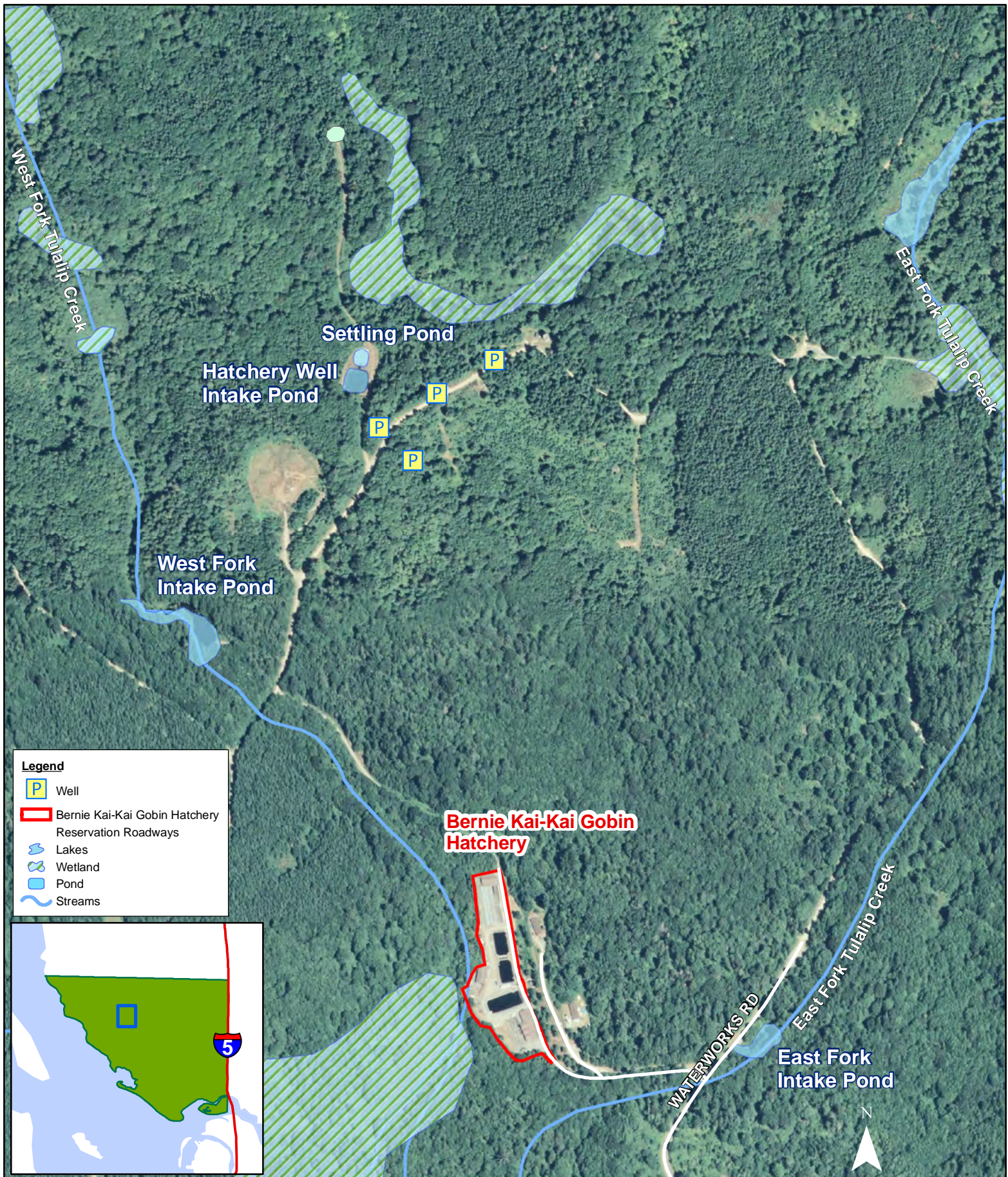
The Tulalip Tribes Bernie “Kai-Kai” Gobin Salmon Hatchery (Hatchery), located in the Reservation interior along Tulalip Creek, was built in 1980 and produces over eight million salmon every 12 to 18 months. The Hatchery relies on water from the east and west forks of Tulalip Creek and pathogen-free groundwater pumped from a well. The main rearing facility is located between the east and west forks of Tulalip Creek (**see Map 4-3**). The Upper and Lower Tulalip Creek ponds - which are also a part of the Hatchery - are located at the Tulalip Bay area (**see Map 4-4**).

Egg incubation and fish rearing require a reliable supply of cold, clean water. The incubation process utilizes well water exclusively. This well water source is vital to hatchery operations providing a constant supply of 48-degree water. Well water is mixed with creek water as needed to adjust temperatures and volumes in rearing troughs and ponds. Extraction of water from the aquifer for non-Hatchery related use could potentially deplete the aquifer supply available to the Hatchery.

The Hatchery program requires a reliable water source that is sustainable in quality and quantity. To maintain this water source, the critical watersheds and groundwater recharge zones must be protected and maintained. These include surface and ground waters located above and below the hatchery, including lakes, groundwater recharge zones, marsh lands, and grounds surrounding hatchery facilities. Maintaining a reliable clean water supply to the Hatchery may be threatened by development pressures in the Tulalip Creek Watershed.

Land alterations that are not adequately controlled within the watershed can cause a variety of potential problems. These problems include increased surface water temperatures, reduced stream flow volumes, reduced groundwater volumes, and increased pollution (which can be caused by failing septic systems, aging utility lines, livestock, pets, and fertilizers). These alterations include: surface water temperatures and





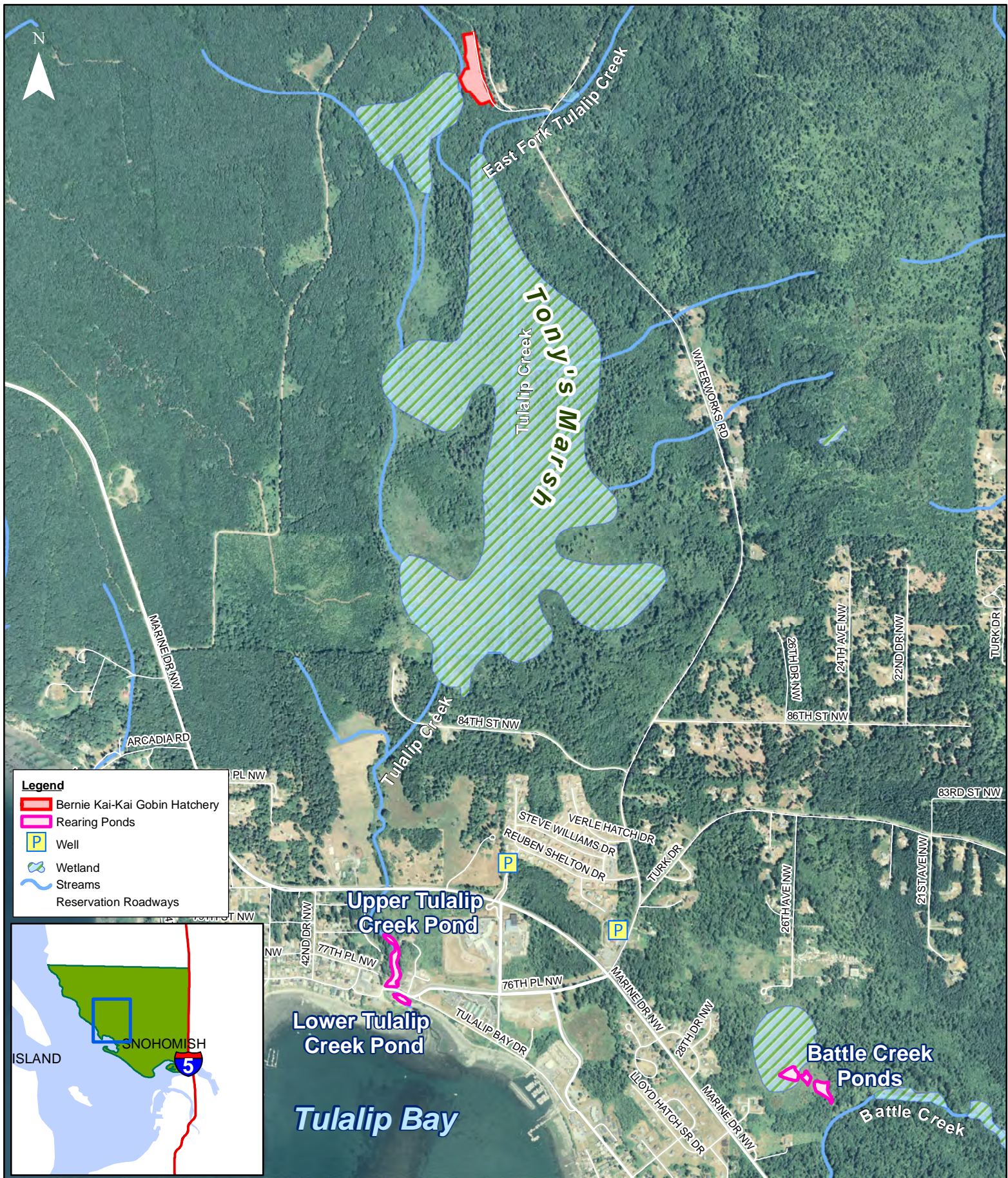
**Map 4-3 Bernie Kai-Hai Gobin Hatchery  
Water Supply and Intake Ponds**





*(this page intentionally left blank)*





**Map 4-4 Bernie Kai-Kai Gobin Hatchery  
Water Supply and Rearing Ponds**

0 0.125 0.25 0.5  
Miles



Tulalip Data Services  
(360) 716-5157  
gis@tulaliptribes-nsn.gov  
Oct 17, 2008

Disclaimer:  
Tulalip Data Services (TDS) provides this data "as is."  
TDS does not make any guarantees or warranties concerning  
the accuracy of the information contained in the geographic data.  
TDS assumes no liability or responsibility for errors or inaccuracies.

Data Source:  
Tulalip Tribes Natural Resources Dept.,  
Snohomish County GIS Department

Map Path: M:\GISData\Maps\Tulalip\Project\CompPlan\2008\10-17-08\4-4\_HatcherySouth\_Oct08.mxd



*(this page intentionally left blank)*

flow volumes, ground water flows, increased levels of pollutants (caused by failing septic systems, aging utility system, livestock, pets, and use of fertilizers), and water temperature increases due to logging and wood cutting activities removing the shade canopy upstream.

## **Shorelines and Tidelands**

Shorelines are important because they provide water access, natural fisheries, wildlife habitats, and scenic beauty. Tribal tidelands are reserved by the Federal government for the use and benefit of the Tribe. Protection of these tidelands is essential to preserve the use of the Reservation as a homeland for the Tulalip people and preserve its use for Treaty fishing activities.

Tribal culture is closely tied to shorelines. Pre-historic village and longhouse sites, shell middens, and burial grounds are found along Tulalip's shoreline. Today, fishing and many other cultural activities take place near the water's edge.

The Tulalip Bay area is the administrative and cultural center of the Reservation Community, and functions as a unique multi-use area with many shoreline dependent activities. Over the past several decades, residential development has filled in much of the buildable land along Tulalip shorelines. Many beach communities are comprised of houses built on small lots with septic systems and accessory structures such as bulkheads, beach access structures, and docks that encroach onto Tribal tidelands. This has had an incremental but profound effect on water quality, fish and wildlife habitat, and Tribal members' ability to access, use and fish along Reservation shorelines. Along the Reservation's southwest coast, one of the most notable impacts to shorelines is the development of cliff-top home sites above the shore. The Tribe is developing a shoreline management plan to address these shoreline conditions.

## **Forest Resources**

Tribal members are dependent on the forests and the resources they provide for subsistence, income, and ceremonial purposes. Tribal forestry operations include plantation maintenance, tree harvesting, tree planting (reforestation), and road building services. Revenue from Tribal logging helps provide paying jobs that support families. Forest plants and wildlife provide food and fiber for subsistence and traditional activities.

Reservation forests provide recreation and spiritual refuge from the outside world. Tribal life-styles have always been closely linked to the forests. Historically, the Reservation was almost completely forested. Giant Fir, Hemlock and Cedar trees were the predominant species. However, only a few scattered old growth trees remain standing; mostly along cliffs, on steep hillsides, and in wetlands areas.

The Tulalip Tribes currently manages a number of tree plantations established ten to twenty years ago. These tree plantations are irreplaceable as natural areas that may be

used for traditional plant and berry gathering or simply to recreate an unspoiled area free from development.

**Map 4-5** shows the age and areas of Tribally-owned timber stands on the Reservation. These areas often have other land uses (such as residential, recreational, and commercial), but are Trust lands that also have timber on them. Harvesting varies based on the nature of other land uses in the area. For example, hazardous trees are removed from the land leased by the Port Susan Camping Club when necessary. Some of the areas on the Map are exclusively Tribal forestry lands. Many of these Tribal timberlands have zoning designations that limit development in these areas.

The Tribe owns large tracts of forested lands that can be efficiently managed. There are also many Fee Simple land holdings adjacent to Tribal resource land that, if developed, could cause impacts. Acquiring Fee Simple land holdings adjacent to Tribal forests to consolidate ownership will preserve the forest cover, make forest management more efficient, and reduce development pressure.

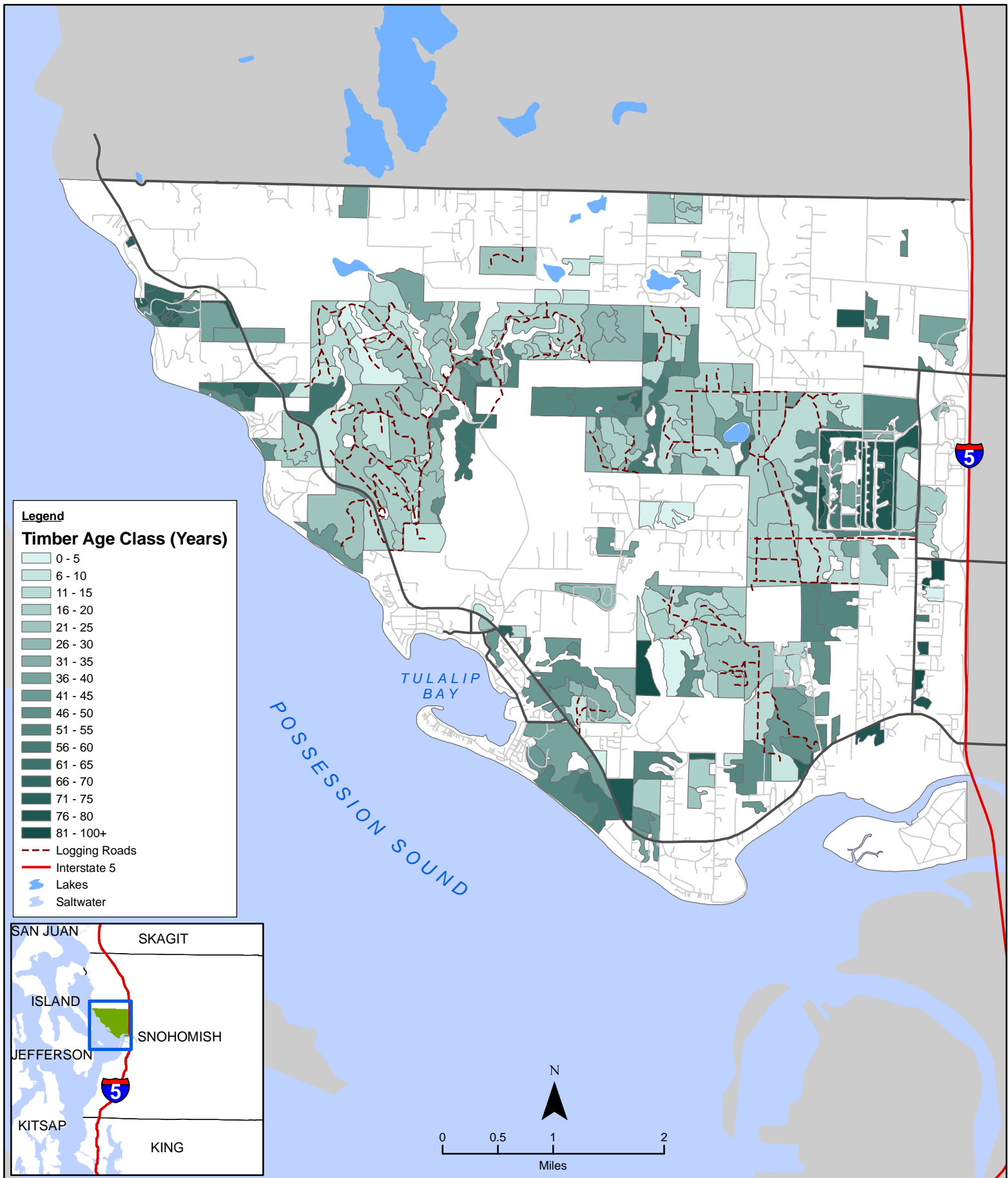
The outlook for forestry on-Reservation is generally positive. About 4,000 acres of Tribal Trust and Individual Native Trust land are managed and maintained for forestry. The plan is to log only 80 to 100 acres annually. At this logging rate, the Tribe's forestry resources can be sustained indefinitely based on a 50-year tree growth cycle.

Forestlands should be protected because of the timber resource and because forest cover is extremely important in maintaining the quality of ground and surface waters as well as providing important habitat for wildlife. The following would assist in keeping the forests healthy and management efficient:

- Keep housing developments away from the forest edges to reduce secondary impacts from all terrain vehicles, horses, poaching, fire, and trespassing on forestlands
- Consolidate development to reduce the pressure on tree plantations
- Maintain forest roads
- Acquire Fee Simple holdings adjacent to Tribal forests to consolidate the ownership pattern

## **Wildlife & Plant Communities**

The Tulalip Reservation is composed of a variety of physical features and environments, which creates a remarkable diversity of plants and animals on- and near-Reservation. The presence and balance of native plant species, especially those traditionally important to Tribal culture, should be preserved. Tribal members utilize many native plants for food, fiber, dyes, clothing, medicine, tools, and for spiritual and ceremonial purposes. These



## Map 4-5 Tribal Forest Lands



Tulalip Data Services  
(360) 716-5157  
gis@tulaliptribes-nsn.gov  
Oct 17, 2008

Disclaimer:  
Tulalip Data Services (TDS) provides this data "as is."  
TDS does not make any guarantees or warranties concerning  
the accuracy of the information contained in the geographic data.  
TDS assumes no liability or responsibility for errors or inaccuracies.

Data Source:  
Tulalip Tribes Forest Management Plan  
Tulalip Data Services GIS Dept

Map Path: M:\GISData\Maps\Projects\CompPlan\2008\10-17-08\4-5\_Forest Lands\_10-17-08.mxd

*(this page intentionally left blank)*

include the Western Red Cedar, Ironwood, Devil's Club, Licorice Fern, Sword Fern, wild berries, Nettles, Tulle, Marsh Tea, Skunk Cabbage and a host of other species either consumed or turned into usable products.

Areas that have unique and diverse native plant communities on the Reservation should be preserved for their irreplaceable special characteristics. These areas include:

- Quil Ceda Estuary
- White Rock (an open and forested wetland on Mission Hill)
- Tony's Marsh (a forested peat fen in the Tulalip Creek basin)
- Ross Lake
- Battle Creek III wetland (forested peat fen on Battle Creek)
- Old forest grove on the former Boeing site (forested stands older than 100 years)
- Older coastal forest patches in the Tulare and Port Susan Camping Club area and the parcel in the northwestern corner of the Reservation
- Marsh tea bog
- Eelgrass beds throughout Tribal tidelands

The Tribe is actively pursuing restoration projects on and off the Reservation. The former Boeing Test site and the off-Reservation Qwuloolt Property on Ebey Slough, located in the city of Marysville, are examples of significant salmon habitat restoration efforts which will serve as examples for future restoration projects in the region. Tulalip should continue to invest in its native plant restoration program. The Tribe has its own native plant nursery that supplies plant materials to these restoration sites. The nursery will also increasingly play a role in growing culturally significant plants for re-introduction into native habitat.

Animal species of primary importance to Tribal members include: Orcas, salmon, steelhead, bottom fish, baitfish, shellfish, deer, elk, bears, bobcats, cougars, otters, beavers, muskrats, wolves, waterfowl, eagles, hawks, ravens, herons, owls, and grouse. All of these, except elk and wolves, have been observed recently on-Reservation or in adjoining waters. Some species such as Bald Eagles and Blue Herons have been the subject of specific preservation plans, including designated habitat areas. Several eagle territories can be found on the Reservation.

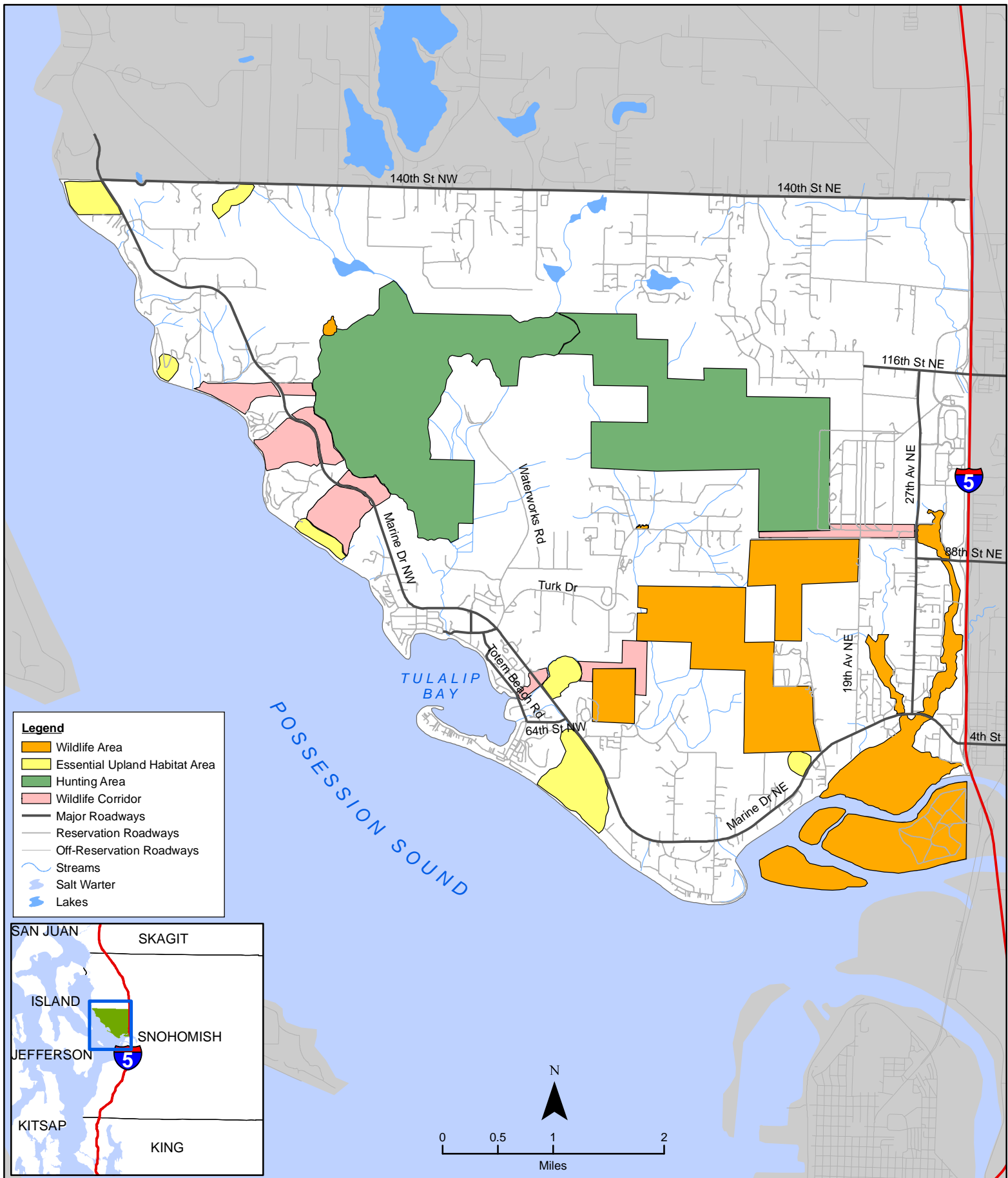
The majority of wildlife areas, as shown on **Map 4-6**, are within the boundaries of the Tribe's forestry lands. The four categories differ in their ability to handle pressures associated with development. These categories are as follows:

- **Wildlife Areas** - These areas are identified as general wildlife habitat. Most wildlife areas could handle some pressure from development activities and still retain most or all of the habitat functions for the species of wildlife currently present. These areas do need to be assessed for the kinds of development that could potentially occur.
- **Wildlife Corridors** - Wildlife corridors are areas that facilitate the movement of wildlife throughout the Reservation. Some of the corridors also act as general wildlife habitat. Most wildlife corridors could handle development pressure, but need to be assessed based on the type of development and the ability to maintain the function of a corridor.
- **Hunting Boundary** – These areas are designated for Tribal hunting lands within the Reservation. Development within the hunting boundary would conflict with hunting activities throughout the entire designated area. Development should therefore be restricted from occurring within the hunting area.
- **Essential Upland Habitat Areas**– These areas are identified as essential upland habitat for a species to persist within the Reservation boundaries. These areas are not likely to tolerate development and still maintain quality habitat.

Population growth and development pressure on resident plants and animals are negatively impacting these resources. Plants and animals are either displaced or destroyed whenever the land is cleared and developed. The proximity of human population to wildlife areas can also result in attacks on humans and pets.

To minimize the impact of development on wildlife and ecosystems the Tribe should:

- Protect yet undeveloped lands or fully mitigate any loss of lands to development
- Establish and enforce environmental protection measures, especially those that preserve or enhance streams and wetlands
- Preserve connections between habitat areas to allow for the natural movement of animal species
- Acquire tracts to enlarge habitat and create habitat connections for wildlife
- Create adequate space between development and native ecosystems and wildlife habitat
- Develop a plan to control and eradicate invasive species



## Map 4-6 Wildlife Areas of Concern



Tulalip Data Services  
(360) 716-5157  
gis@tulaliptribes-nsn.gov  
Oct 17, 2008

**Disclaimer:**  
Tulalip Data Services (TDS) provides this data "as is."  
TDS does not make any guarantees or warranties concerning  
the accuracy of the information contained in the geographic data.  
TDS assumes no liability or responsibility for errors or inaccuracies.

**Data Source:**  
Tulalip Tribes Natural Resources Department,  
Snohomish County GIS Department  
Tulalip Data Services GIS

Map Path: M:\GISData\Maps\Tulalip\Projects\CompPlan\2008\10-17-08\4-6\_Wildlife Areas of concern\_10-17-08.mxd



*(this page intentionally left blank)*

## **Mineral Resources**

A number of small sand and gravel pits (32 acres of “Mining” areas in **Map 2-4**) are located on-Reservation and are used for construction of local roads and buildings. The older pits, which were sited prior to substantive land use regulations, may conflict with other neighborhood uses. Some pits were used as garbage dumps after useful material was extracted and pose future potential environmental problems. Any future pit siting and production should be closely regulated to ensure positive benefit without severe environmental consequences.

In order to make best use of the Reservations mineral resources the Tribe should:

- Locate and assess the quality and volume of mineral deposits on the Reservation
- Identify mineral extraction and refining sites with the greatest potential where the operation would inconvenience the least number of residents and cause the least amount of harm to the environment
- Locate any new residential development away from potential extraction sites
- Encourage Tribal ownership of any potential mineral extraction and refinement operations
- Require rehabilitation of mineral resource extraction sites to as naturally a functioning condition as possible after extraction is complete

## **Environmentally Sensitive Areas**

**Map 4-7A** through **Map 4-7E** shows the general location of environmentally sensitive areas on the Reservation. A major purpose of this Plan is to protect these sensitive areas from development that results in an adverse impact to the environment. Protection of these sensitive areas can be accomplished through regulations, policies, and ordinances that require avoidance, minimizing damage, and mitigation as a condition of development permits.

The following are environmentally sensitive areas on the Reservation, some of which include buffers which limit development around them:

- Tidelands
- Class 1 Streams
- Class 2 Streams
- Critical Value Wetlands

- High Value Wetlands
- Moderate Value Wetlands
- Lakes, Ponds, and Springs
- Potential Landslide Areas
- Steep Slopes (equal to or greater than 15%)
- Essential Plant and/or Animal Habitat
- Marine Shorelines
- Hydric Soils

There are other areas that are not environmentally sensitive areas but should still be managed with care such as Tribal forests, wildlife areas, wildlife corridors, hunting areas, and aquifer recharge areas (displayed on **Map 4-8**). These areas require effective stewardship in order to retain their value in fulfilling unique environmental and Tribal functions.

## **Natural Hazards and Hazardous Areas**

In 2005, a Landslide Inventory and Geologic Mapping Study was completed to help identify geologic hazards along the Reservation coastal bluffs. **Map 4-9** shows landslide activity levels along the shoreline including Hermosa Beach, Tulalip Shores, Spee-Bi-Dah, Tulare Beach, and Sunnyshores. In this map, “Active” areas show recent landslide activity and “Dormant” areas are slide areas that do not show recent activity but may be reactivated by increased moisture in the soil due to precipitation or poor stormwater management practices. In order to prevent the further loss of land and damage to property along these bluffs, it is important to develop wisely by avoiding development, retaining vegetation along the top of the bluff, requiring adequate setbacks, and diverting site runoff away from the bluff.

The 2006 Tulalip Tribes Tribal-/State-level Hazard Mitigation Plan guides future efforts on the Reservation to effectively and efficiently mitigate natural hazards. This plan identifies a number of hazards relating to the Reservation including:

- Hazardous Materials
- Earthquakes
- Tsunamis/Seiches



## Map 4-7A Slopes Greater Than 15 Percent



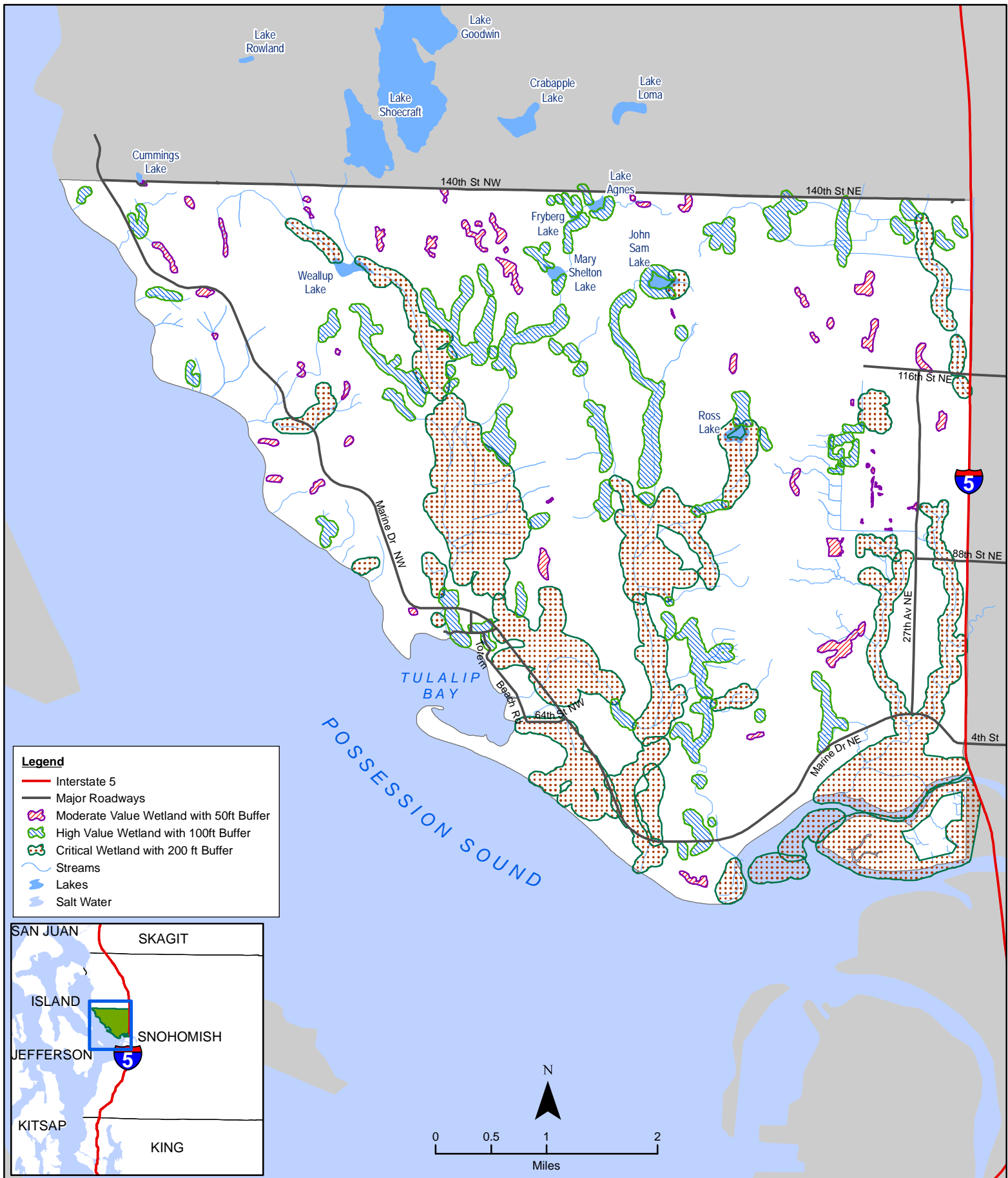
Tulalip Data Services  
(360) 716-5157  
gis@tulaliptribes-nsn.gov  
Oct 17, 2008

Disclaimer:  
Tulalip Data Services (TDS) provides this data "as is."  
TDS does not make any guarantees or warranties concerning  
the accuracy of the information contained in the geographic data.  
TDS assumes no liability or responsibility for errors or inaccuracies.

Data Source:  
Tulalip Tribes Community Development,  
Tulalip Data Services GIS  
Tulalip Department of Natural Resources

Map Path: M:\GISData\Maps\Tulalip\Project\CompPlan\2009\05-11-09\4-7A\_Slopes15pct-05-11-09.mxd

*(this page intentionally left blank)*



## Map 4-7B Wetland Classifications



Tulalip Data Services  
(360)716-5157  
gis@tulaliptribes-nsn.gov  
Oct 17, 2008

Disclaimer:  
Tulalip Data Services (TDS) provides this data "as is."  
TDS does not make any guarantees or warranties concerning  
the accuracy of the information contained in the geographic data.  
TDS assumes no liability or responsibility for errors or inaccuracies.

Data Source:  
Tulalip Tribes Community Development,  
Tulalip Data Services GIS  
Tulalip Department of Natural Resources

Map Path: M:\GISData\Maps\Tulalip\Project\CompPlan\2009\05-11-09\4-7B\_WetlandClassifications-05-11-09.mxd

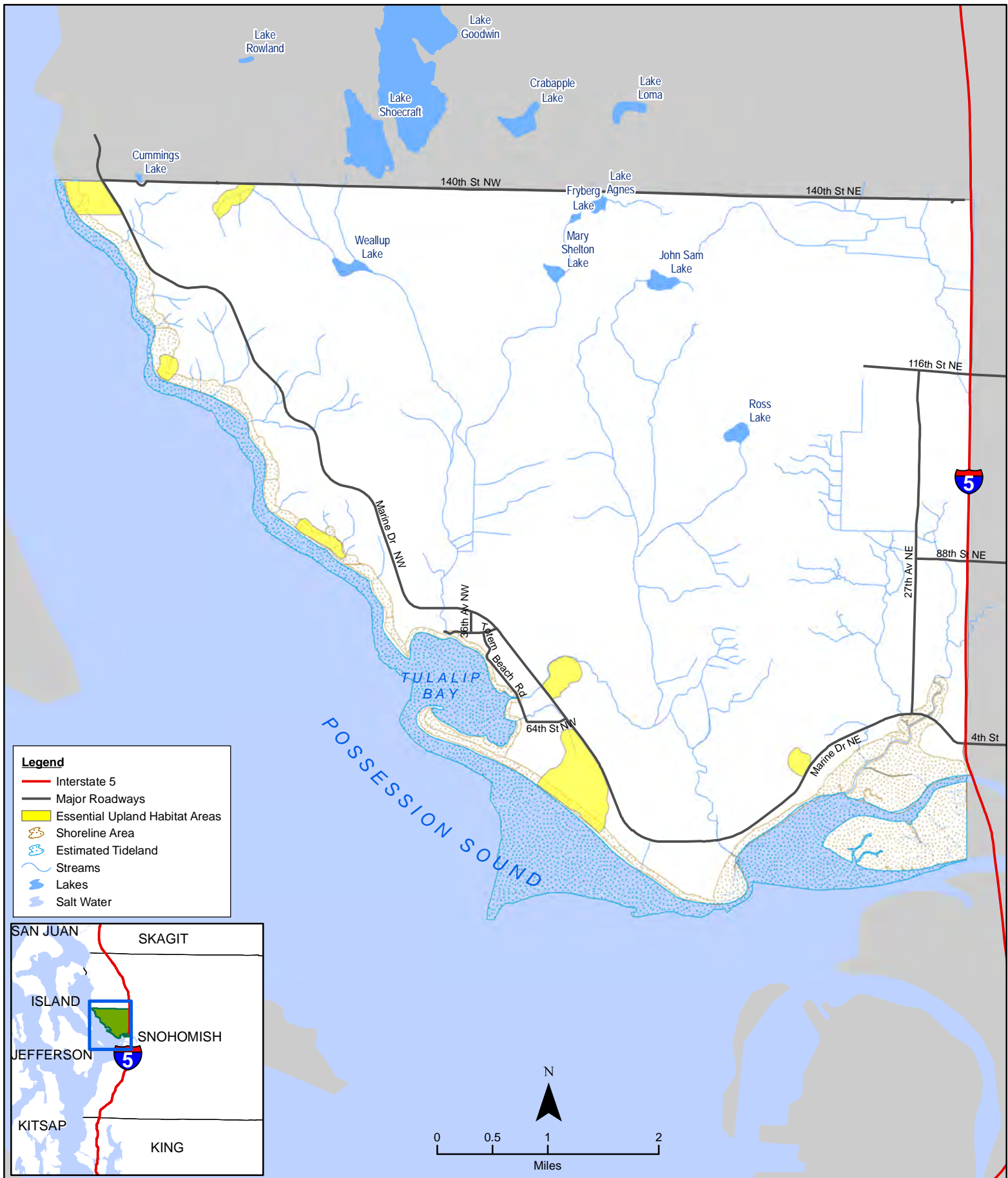
*(this page intentionally left blank)*







*(this page intentionally left blank)*



## Map 4-7D Essential Upland Habitat Areas and Shorelines



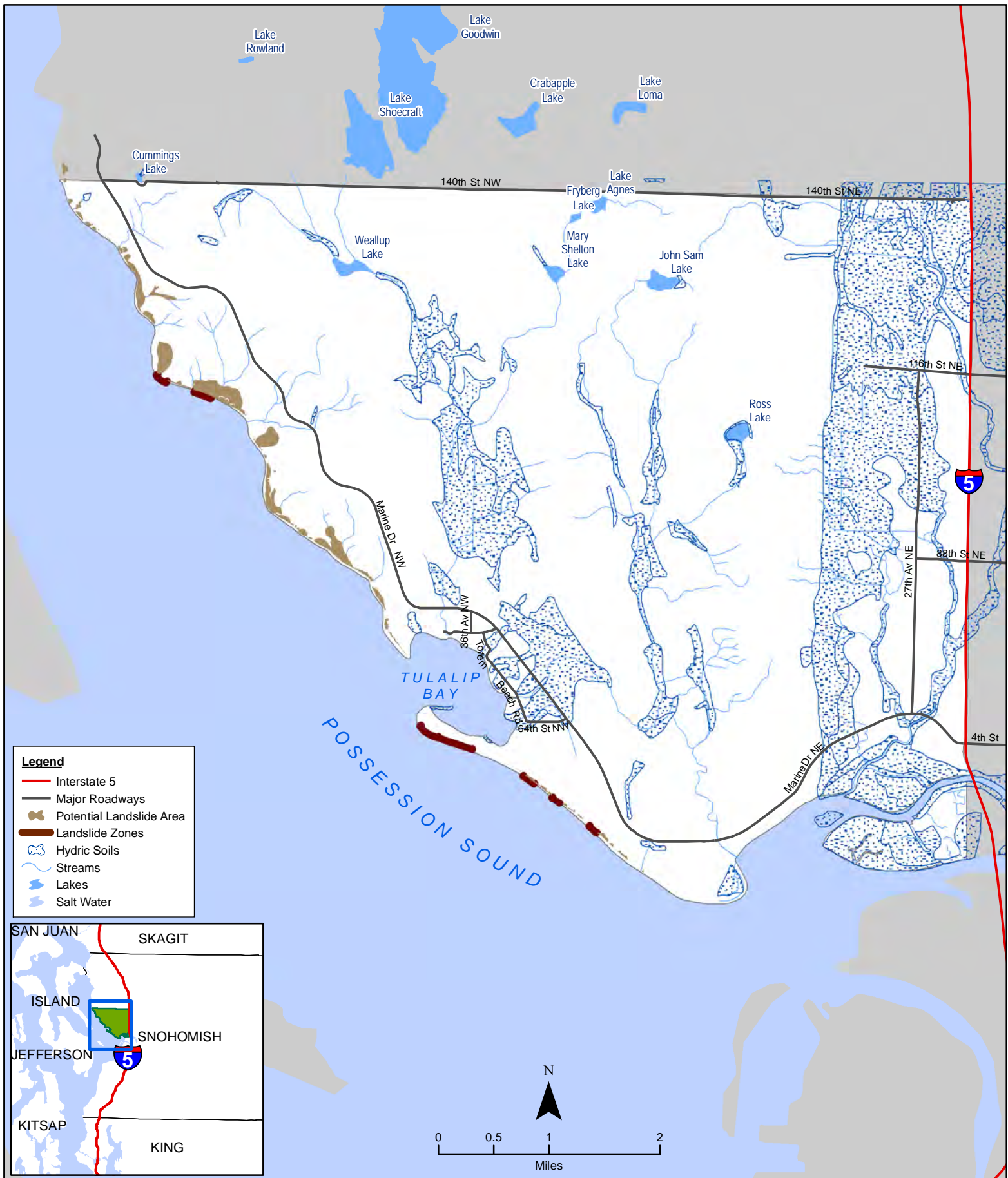
Tulalip Data Services  
(360) 716-5157  
gis@tulaliptribes-nsn.gov  
Oct 17, 2008

Disclaimer:  
Tulalip Data Services (TDS) provides this data "as is."  
TDS does not make any guarantees or warranties concerning  
the accuracy of the information contained in the geographic data.  
TDS assumes no liability or responsibility for errors or inaccuracies.

Data Source:  
Tulalip Tribes Community Development,  
Tulalip Data Services GIS  
Tulalip Department of Natural Resources

Map Path: M:\GISData\Maps\Tulalip\Project\CompPlan\2009\05-11-09\4-7D\_CriticalHabitatsShorelines-01-10-09.mxd

*(this page intentionally left blank)*



## Map 4-7E Landslide Areas and Hydric Soils



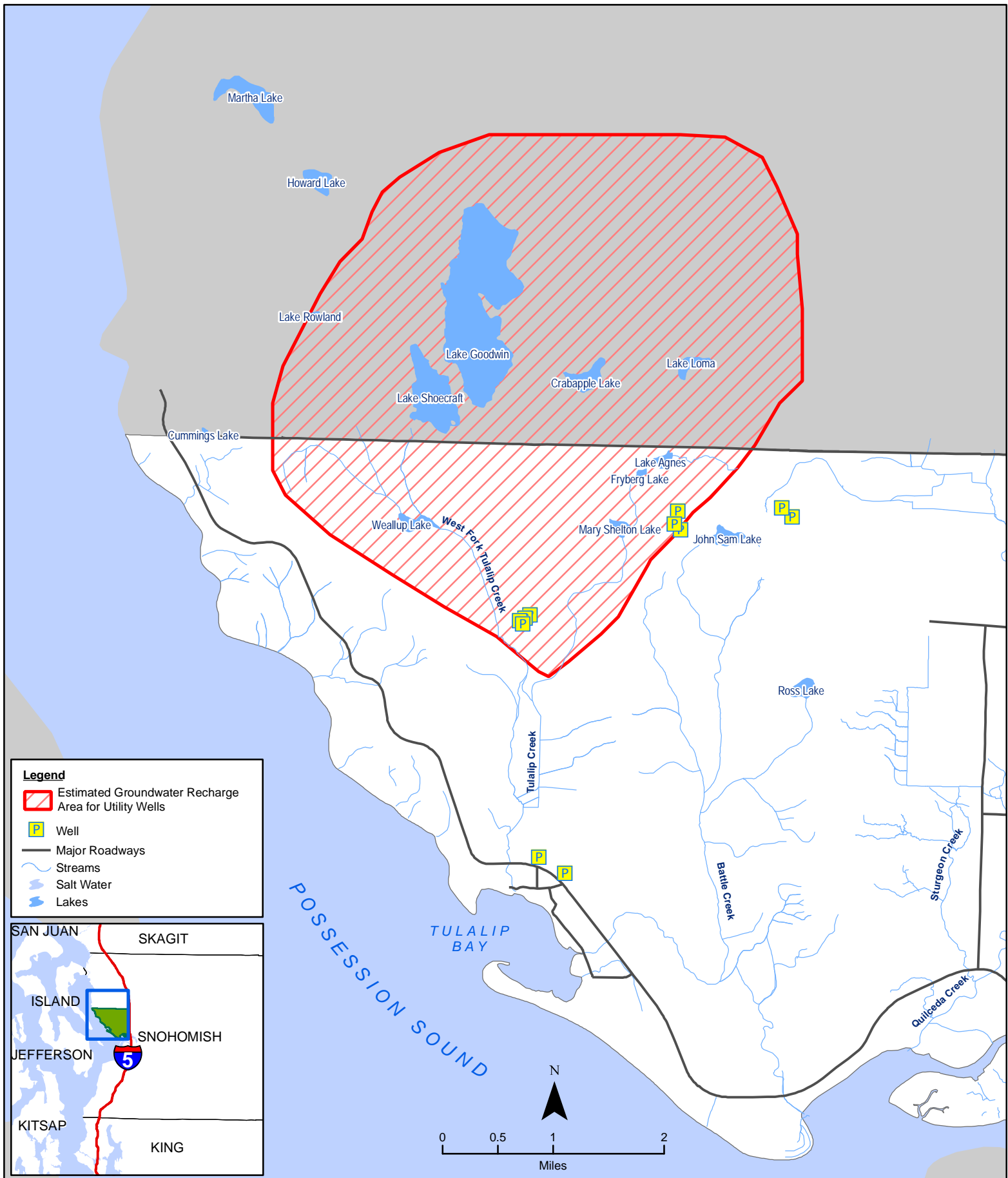
Tulalip Data Services  
(360) 716-5157  
gis@tulaliptribes-nsn.gov  
Oct 17, 2008

Disclaimer:  
Tulalip Data Services (TDS) provides this data "as is."  
TDS does not make any guarantees or warranties concerning  
the accuracy of the information contained in the geographic data.  
TDS assumes no liability or responsibility for errors or inaccuracies.

Data Source:  
Tulalip Tribes Community Development,  
Tulalip Data Services GIS  
Tulalip Department of Natural Resources

Map Path: M:\GISData\Maps\Tulalip\Project\CompPlan\2009\05-11-09\4-7E\_LandslidesHydricSoils-05-11-09.mxd

*(this page intentionally left blank)*



**Map 4-8 Estimated Groundwater Recharge Area for Utility Wells**



Tulalip Data Services  
(360) 716-5157  
gis@tulaliptribes-nsn.gov  
Oct 17, 2008

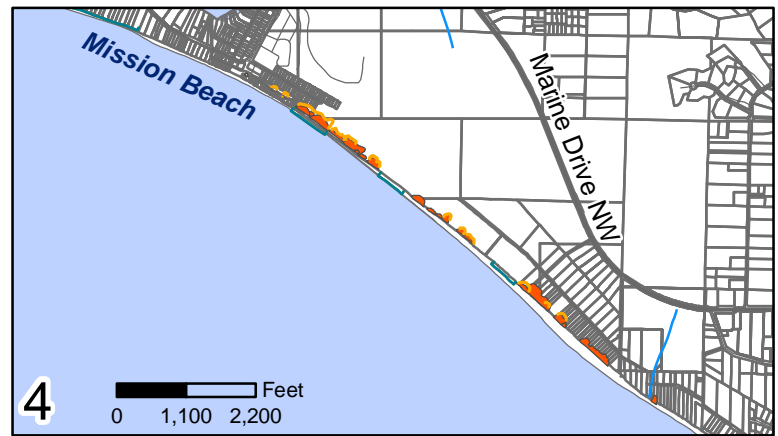
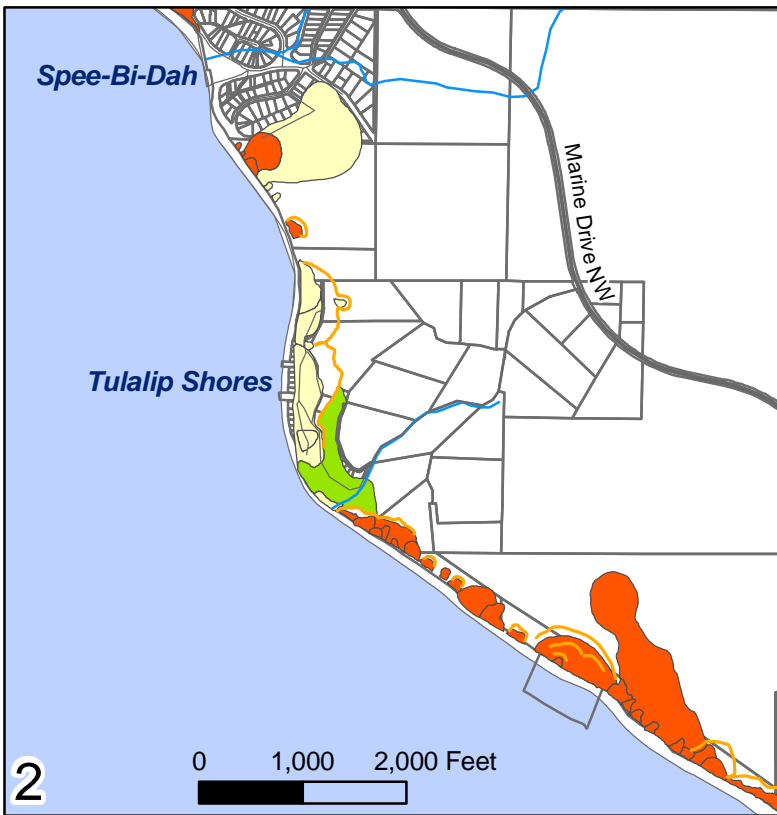
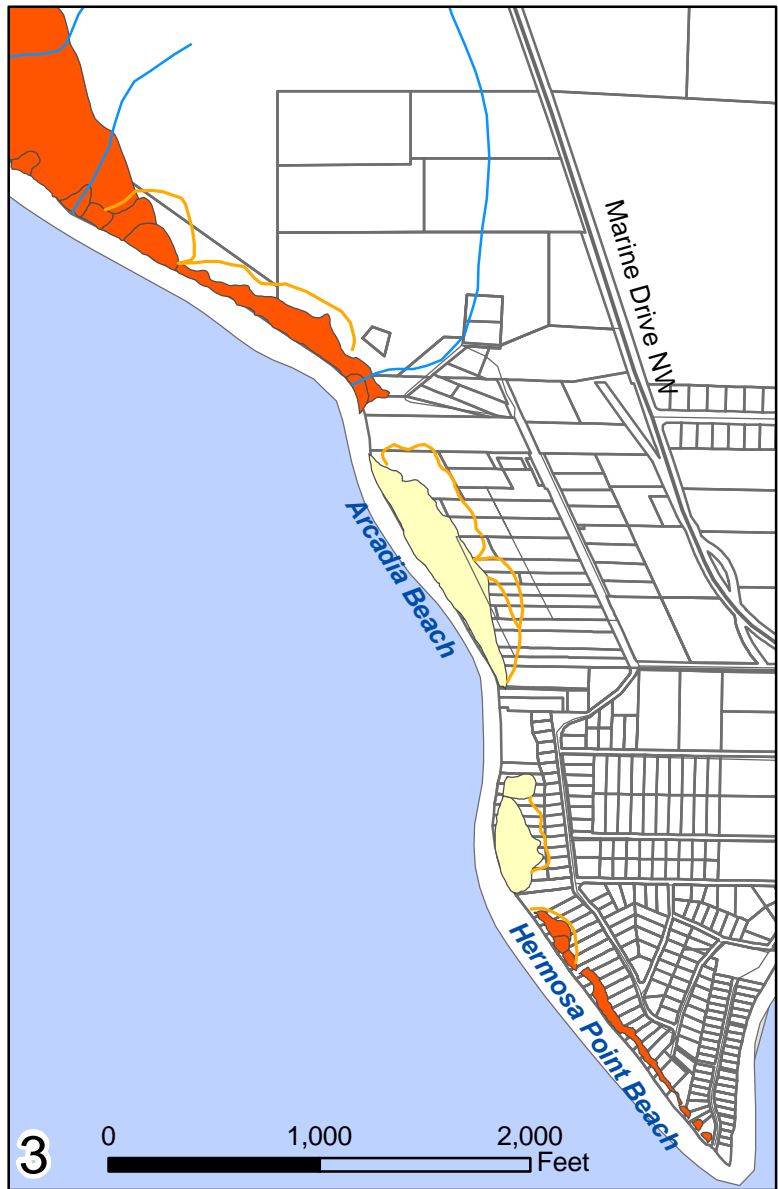
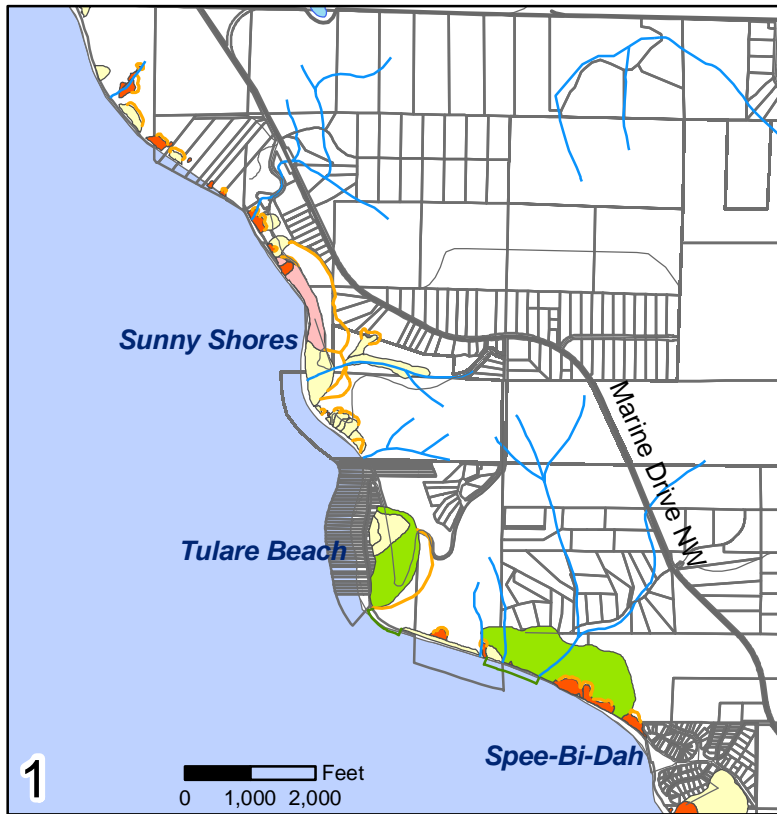
**Disclaimer:**  
Tulalip Data Services (TDS) provides this data "as is."  
TDS does not make any guarantees or warranties concerning  
the accuracy of the information contained in the geographic data.  
TDS assumes no liability or responsibility for errors or inaccuracies.

**Data Source:**  
Tulalip Tribes Natural Resources Dept.,  
Snohomish County GIS Dept.

Map Path: M:\GISData\Maps\Tulalip\Project\CompPlan\2008\10-17-08\4-8\_GroundwaterRechargeArea\_Oct08.mxd

*(this page intentionally left blank)*





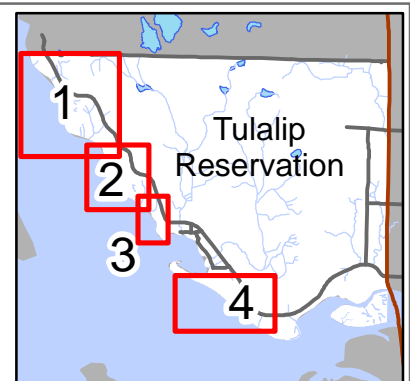
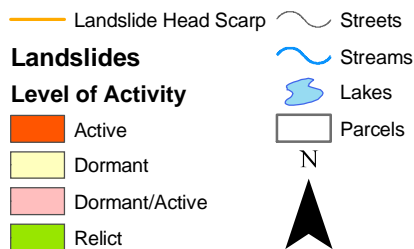
Tulalip Data Services  
(360) 716-5157  
gis@tulaliptribes-nsn.gov

Data Source: May 11, 2009  
Tulalip Tribes Community Development,  
Tulalip Data Services GIS

Disclaimer:  
Tulalip Data Services (TDS) provides this data "as is."  
TDS does not make any guarantees or warranties concerning  
the accuracy of the information contained in the geographic data.  
TDS assumes no liability or responsibility for errors or inaccuracies.

Map Path: M:\GISData\Maps\Projects\CompPlan\2009\4-9\_PD\_LandslideActivity\_05-11-09.mxd

## Map 4-9 Landslide Activity Levels





*(this page intentionally left blank)*

- Floods
- Landslides/Mass Movements
- Severe Weather
- Wildfires

The goals of this hazard mitigation plan are to:

- Protect people, property and the natural environment
- Ensure continuity of critical economic and public facilities and infrastructure
- Promote and protect Tribal sovereignty and identity
- Increase public awareness of natural hazards and involvement in hazards planning

## **Septic Systems**

If septic systems are improperly located or not maintained, there are potential damaging effects to human health and ground and surface water quality. The disadvantage to sewer systems, however, is that properly-functioning septic system drainfields can provide recharge to the aquifers.

**Map 4-10** shows areas of soil capacity on the Reservation in terms of suitability for septic systems. As the map shows, most of the Reservation is not suitable for septic systems, unless special measures are adopted in design and construction.

In contrast to septic systems, sewer systems redirect water from local wells to focused treatment facilities outside of the aquifer recharge area and discharge to surface waters that flow to the nearshore area rather than being re-infiltrated to the source aquifers. There are advantages and disadvantages to both septic and sewer systems. Due to the general unsuitable soil capability of most areas on the Reservation, community water and sewer systems must be considered to serve high-density housing.

## **Air Quality**

Pollutants that diminish air quality on the Reservation come from both natural and man-made sources. Natural sources of pollution include: dust and smoke from wildfires, dust storms, and volcanic activity, none of which are common to the Reservation or its surrounding air-shed. Man-made sources of pollution include: stationary activities such

as utilities, manufacturing, and industry; as well as mobile activities such as cars, trucks, boats, gas-powered lawn mowers, recreational vehicles, planes, and trains.

### **Current Air Quality Conditions**

For most of the year, outdoor air quality on and near the Reservation is rated as “good”, based on annual data collected on and adjacent to the Reservation, by both the Tulalip Tribes and state agencies. In 2004, air quality on the Reservation and surrounding vicinity was “good” but for over 87 days air quality was qualified as “moderate” or “unhealthy” for sensitive populations. This trend may continue, due to Tulalip’s increasing urbanization and proximity to rapidly urbanizing Snohomish County. As population levels increase, the number of cars on the road increase, and with traffic congestion increases and higher levels of particulate matter (PM), ozone and air toxics are reported. The levels of PM also peak on the Reservation during winter months when weather inversions occur more frequently and when wood smoke levels increase. These peaks in PM are of particular concern for people with asthma.

### **Management and Regulations of Air Quality**

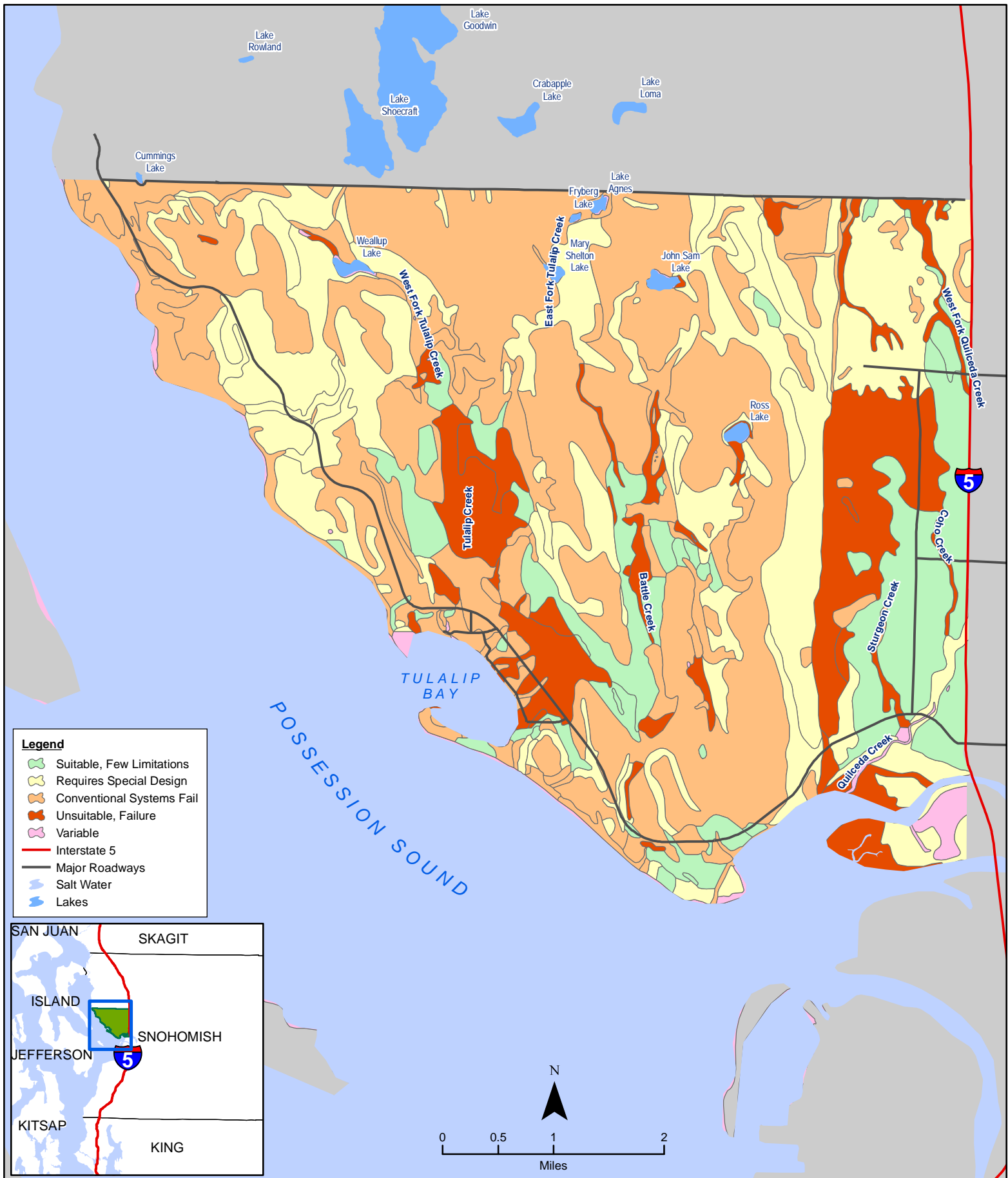
Beginning in 1993, the Tulalip Tribes initiated an air quality and monitoring plan establishing a baseline program for protection of air quality on the Reservation. Local and regional air monitoring data indicated that none of the National Ambient Air Quality Standards (NAAQS) were violated. However, PM from outdoor burning and woodstoves is identified as an area of concern in the monitoring plan and so became a focus of the Tribal air monitoring program. In 1996, Tulalip established an ambient air monitoring program, focusing on particulates. Tulalip’s goal was to characterize air quality on the Reservation, compare Reservation air quality with regional trends, and track changes over time.

The Reservation and surrounding area is presently in compliance with national ambient quality standards. In 2005, the U.S. Environmental Protection Agency (EPA) adopted the Federal Air Rule for Reservations that will be implemented and enforced on reservations throughout Washington, Oregon, and Idaho. The implementation of the Federal rules will be carried out in conjunction with Tulalip Air Quality and Natural Resources staff, who are currently responsible for program development and enforcement.

### **Threats to Air Quality**

In view of existing conditions and trends, the following air quality issues should be monitored and addressed, as they represent threats to air quality and human health on the Reservation:

- Particulate matter from wood stoves and outdoor burning
- Interstate 5 and local traffic generating ozone, nitrogen dioxide, and carbon monoxide



**Map 4-10 Soil Capability for  
On-Site Septic Systems**



Tulalip Data Services  
(360) 716-5157  
gis@tulaliptribes-nsn.gov  
Oct 17, 2008

Disclaimer:  
Tulalip Data Services (TDS) provides this data "as is."  
TDS does not make any guarantees or warranties concerning  
the accuracy of the information contained in the geographic data.  
TDS assumes no liability or responsibility for errors or inaccuracies.

Data Source:  
Tulalip Tribes Natural Resources Dept.,  
Conservation Service (NRCS), USDA

Map Path: M:\GISData\Maps\Tulalip\Project\CompPlan\2008\10-17-08\4-10\_SoilCapabilitySeptic\_Oct08.mxd

*(this page intentionally left blank)*

- Tribal homes have been identified as having indoor air problems with molds and allergens as primary problems, and other contaminants including lead paint and particulates from uncertified wood stoves
- Emissions from sporting boats, fishing boats, commercial diesel vessels, and other marine vessels in Puget Sound and Tulalip Bay

## **Environment Goals and Policies**

**Goal EN 1:**            **Protect and restore Reservation marine, surface, and groundwater quality.**

Policy EN 1-1:            Require buffers and setbacks from rivers, streams, wetlands, lakes, ponds, and beaches that are based on best available science.

Policy EN 1-2:            Protect groundwater, rivers, streams, wetlands, lakes, ponds, and shorelines from unauthorized fill and stabilization activities.

Policy EN 1-3:            Ensure “no net loss” of wetlands function and acreage, and promote a measurable gain of wetlands function and acreage.

Policy EN 1-4:            Utilize best management practices to protect and restore the quality and quantity of surface water on the Reservation.

Policy EN 1-5:            Ensure standards for design and location of on-site septic systems and individual wells.

Policy EN 1-6:            Protect and restore critical groundwater recharge areas by purchase, regulatory action, and public education.

Policy EN 1-7:            Protect groundwater supplies in rural areas through large lot zoning.

Policy EN 1-8:            Discourage residential, commercial, sand and gravel mining, or any use deemed a threat to groundwater sources within critical groundwater recharge areas, important wildlife or fish habitat, or on steep slopes.

Policy EN 1-9:            Maintain and restore forest cover to the maximum extent possible in all stream basins.

Policy EN 1-10:            Ensure adequate culverts and bridges at all road crossings.

Policy EN 1-11:            Minimize the impacts of in-stream structures or utilities dams and other structures that create hydrologic modifications to surface water flow.

Policy EN 1-12:            Establish and enforce environmental protection measures that preserve or enhance streams, lakes, wetlands, water quality, groundwater supplies and stream flow.

- Policy EN 1-13: Coordinate surface and groundwater needs with water utility providers within and adjacent to the Reservation boundaries.
- Policy EN 1-14: Encourage the use of low impact development methods when reviewing and permitting development activities.
- Policy EN 1-15: Promote water conservation measures to protect surface and groundwater resources.

**Goal EN 2:**            **Locate development in non-hazardous locations.**

- Policy EN 2-1: Discourage development in shoreline hazard areas such as unstable and erosion prone bluffs, spits and beaches, landslide zones, and frequently-flooded areas.
- Policy EN 2-2: Evaluate geotechnical characteristics, and potentially-require a geotechnical report, to ensure safe construction for any development proposed on a slope greater than 15%.
- Policy EN 2-3: Require buffers and setbacks from the top or bottom of any slopes greater than 45% for any new construction.
- Policy EN 2-4: Restrict new construction on slopes of 45% or greater.
- Policy EN 2-5: Ensure that new construction proposed on soils that may be destabilized during an earthquake is designed safely.
- Policy EN 2-6: Guide development away from areas that are hazardous.
- Policy EN 2-7: Provide land slide hazard and site stability information to the Tribal membership and public to assist in evaluating where development should take place.

**Goal EN 3:**            **Protect fish and wildlife habitat on the Reservation.**

- Policy EN 3-1: Preserve the interior of the Reservation by minimizing new access roads.
- Policy EN 3-2: Protect and maintain natural shoreline processes that support the complex and diverse habitats and species found in the shoreline environment.
- Policy EN 3-3: Restrict structures and activities that interfere with shoreline processes, habitat, resource harvest, and other shoreline dependent Tribal uses.



Policy EN 3-4: Consider wildlife needs when making development decisions such as wildlife corridors, protection of nesting and roosting trees, and retention of native vegetation.

Policy EN 3-5: Create adequate space between development and native ecosystems and wildlife habitat.

Policy EN 3-6: Develop a plan to control and eradicate invasive species.

**Goal EN 4: Protect and enhance air quality on the Reservation.**

Policy EN 4-1: Evaluate air quality conditions on the Reservation through ambient air quality monitoring on Tribal lands.

Policy EN 4-2: Implement methods for mitigating emissions, and ensuring compliance with applicable Federal and Tribal air quality standards.

Policy EN 4-3: Evaluate future land uses and activities to determine impacts to air quality and human health.

Policy EN 4-4: Promote land uses on the Reservation, such as forestry, which have a positive impact on air quality.

Policy EN 4-5: Encourage human health by reducing exposure to air pollutants in homes, schools and workplaces, by promoting “Built Green” standards for use in construction materials and methods Reservation-wide.



Various housing opportunities on  
the Reservation

## **CHAPTER 5: HOUSING**

### **Background**

The Tulalip Indian Reservation was reserved for the use and benefit of Indian tribes and bands signatory to the Treaty of Point Elliot of January 22, 1855. On that date, the Reservation was established making it the permanent homeland for the Snohomish, Snoqualmie, Skagit, Suiattle, Samish, Skykomish, and Stillaguamish tribes as well as allied bands living in the region. The way that the people of the Reservation have been housed has changed considerably since 1855.

Historically, Tulalip Tribal members resided in longhouses within village settlements – a communal dwelling lifestyle. Traditional dwellings included both gable roof and lean-to roof houses. The gable roof house is represented in the current longhouse at Tulalip Bay. Today, the use of the longhouse is limited to various ceremonies.

During spring and summer seasons, Tulalip ancestors followed the game and fish runs, building temporary encampments that could be moved quickly. These seasonal dwellings were typically constructed of cattail or tulle mats.

Over the years, legislative acts of Congress and Federal Indian policies have effectively disbanded the communal dwellings over the past century resulting in a transition to single-family dwellings. These single-family dwellings are now the most common form of Reservation housing, but the future will require a diversification of housing types to support a variety of age groups and lifestyles that do not fit within the pattern of single-family development.

## **Housing Challenges**

The following challenges impede the development of current and future Reservation housing stock:

- Identification, development, and administration of additional water sources for both residential and commercial development to meet current and future needs
- Lack of sufficient high density designations within residential zones
- Availability of funds and financial resources to develop and manage adequate infrastructure for water, sewer, transportation corridors, and sidewalks
- Loss of limited Reservation land-base out of Tribal ownership
- Environmental, natural resource, and cultural constraints protecting Reservation resources
- Maintaining the rural character of the Reservation Community while balancing development densities, infrastructure resources, and limited Reservation land base
- Providing housing that meets Reservation needs at various income levels, ages, and lifestyles
- Lack of mortgage financing opportunities

This Plan addresses these challenges with the ultimate goal of increasing opportunity and access to housing.

## **Tribal Housing Demographics**

Over 50% of Tribal members living on the Reservation are less than 20 years of age. Having this large a demographic group provides a unique challenge for the Reservation and having places for all these young people to live is part of that challenge.

Fifteen percent of Tribal homes on the Reservation are housing elders. The senior center reports that the number of seniors has increased from 300 to 500 in five years.

Of all Tribal members 16 years of age and older, there is a home ownership rate of 54% according to the Tribal Housing Needs Analysis Survey of 2006. Since the survey was of Tribal members living on and off the Reservation, this home ownership rate is not indicative of only the rate of Tribal home ownership on the Reservation. The survey also indicated that 35% of Tribal members live in poor or substandard conditions which need to be addressed, either by housing upgrade, or by redevelopment.

## **Reservation Housing Conditions**

Though over seven years old, the 2000 Census provides the best available housing data for the entire Reservation – including Tribal members and non-Tribal members. **Table 10** shows the total households on the Reservation, average persons per household, and comparison between owner occupied and renter occupied housing.

**Table 10 : Tulalip Reservation Housing Data in 2000**

Total Reservation Population	8,989	
Total Households*	3,207	
Persons per Household (Population/Households)	2.80	
Owner Occupied Housing	2,632	82%
Renter Occupied Housing	575	18%

Source: U.S. Bureau of the Census, 2000 Census

\*Total Households is the total amount of dwelling units minus vacant dwelling units.

**Table 10** shows that 82% of the housing on the Reservation is owner occupied, with the remaining 18% occupied by renters. This percentage of owner-occupied housing is high when compared with the Washington state home owner-occupied housing rate of 65% and the U.S. average of 66%.

Persons per household rates are higher on the Reservation than in the state of Washington with rates of 2.80 and 2.53, respectively. (Calculating person per household rates for Tribal versus non-Tribal members is difficult given that data collection is limited to Reservation totals via the U.S. Census. For this reason, this differentiation has not been quantified within this Comprehensive Plan.)

The 2000 Census shows the distribution of housing on the Reservation with 3% of the total Reservation housing units multifamily, 24% mobile homes, and the remaining 73% single-family dwellings.

## **Housing Opportunities**

The greatest concentration of housing is in the Port Susan Camping Club area. Originally Port Susan was developed as vacation destination housing. Each lot is not designated for full-time use due to the limited capacity of the on-site septic systems at Port Susan. However, Port Susan is used as a permanent residence by many people that own more than one lot and switch lots during the course of the year, residing for a portion of the year on one lot and the rest of the year on another. This phenomenon ensures that these people are considered temporary residents, yet effectively become full-time residents of the Port Susan Camping Club. This 798 acre area has 2,499 lots and is on a 75-year lease from the Tribe. It will be returned to the Tribe when the lease expires in 2052. All of the lots are located to the east of Marine Drive Northwest on 654 of the 798 total acres. The remaining 144 acres are used by Port Susan Camping Club members as access from their campsites to Possession Sound. The Port Susan Camping Club cannot currently be considered a solution for housing, but the site will be available upon the expiration of the lease for land uses other than recreational camping.

Tulalip Bay is a medium to high density residential area, characterized by moderately sized homes with some - but not all - being connected to municipal sewer systems. Homes located on and near Tulalip Bay were built on lots owned by the Tribe under long term residential leases. Over time these leases will expire, and the Tribe is faced with competing pressures in deciding whether to renew them. Due to concerns over water quality and the safety of residents in landslide prone areas, some leases will not be renewed, while others will be extended for only a finite period. These actions will have a varied effect on localized land uses. Housing stocks will be depleted in the short term, but access to the water and aquatic resources by the Tribe and its members will be enhanced.

Due to the limited land availability of the Reservation, and its approximately 22,500 upland acres, significant tradeoffs need to be made between development and conservation. The more that land is dedicated to housing development, the less land will be available to other types of uses including land uses that support jobs, education, recreation, and preservation. Recognizing and enumerating these tradeoffs is a major purpose of the Comprehensive Plan.

The capacity of the Reservation to make room for the future population growth will depend on the following factors:

- The availability of developable land
- The density at which residential units are developed
- The availability and capacity of water and sewer service
- Tribal policies relating to housing development

## **Location of Future Tribal Residential Areas**

Historically, the Tribe's development patterns were linked to transportation corridors. The waterways and water bodies of the Salish Sea Eco Region served as water highways for Coast Salish tribes since time immemorial. The Point Elliot Treaty allowed for counties to construct roads through Indian reservations and the development pattern within the Tulalip Reservation is a reflection of historic and current development within close proximity of transportation corridors.

The Comprehensive Plan does not purport to determine the precise location of all future housing developments. However, it does articulate the context in which residential development should occur.

Upon review of current Tulalip housing plans, a number of desirable areas for housing development have been identified as depicted in **Map 5-1**. Future housing development activities, whether Tribal or non-Tribal shall be consistent with the subdivision regulations contained within Ordinance #80, the Tulalip Tribes Zoning Ordinance. At a minimum, the following guidance should apply for future housing developments:

- Future residential development should be encouraged around existing residential areas where adequate infrastructure is already in place
- High density housing clusters should be buffered by open space
- Forest cover and interior resources should be preserved
- Residential developments containing or creating five lots should be considered as long-plats and regulated as major subdivisions requiring public improvements such as extension of water and sewer systems, paved streets and connectivity, sidewalks, parks and recreational areas, and electrical transformers
- Underground service of electrical transmission lines should be encouraged
- Housing developments should be encouraged to establish Housing Associations with Covenants, Conditions, and Restrictions (CC&Rs) approved by the Tulalip Tribes
- Maintenance of parks and recreational areas should be the responsibility of the housing associations through their CC&Rs
- The Tribe should focus on purchasing Fee Simple lands in the area designated for residential use to provide more housing opportunities and create a continuous residential community for Tribal members

## **Housing Affordability**

Families and individuals have different economic circumstances and differ in their ability to afford housing. With an increasing number of Tribal members desiring to live on the Reservation, there will be a need for a variety of housing units to accommodate them. Although home ownership rates are high on the Reservation, rapid rises in housing prices in recent years have put affordable home ownership opportunities out of reach for many. The Tribe should work to address socio-economic needs in reference to housing in the future.

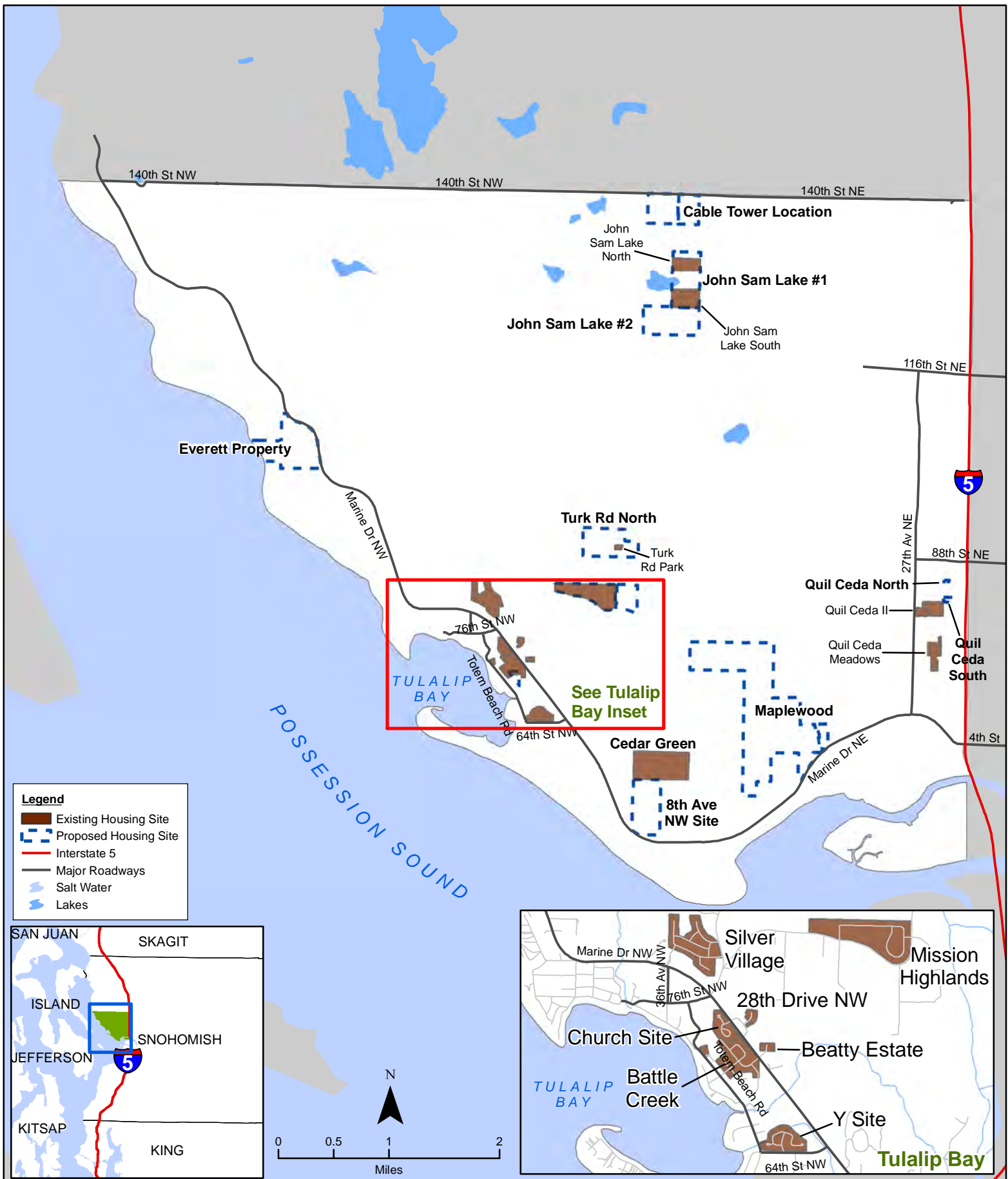
Higher density housing patterns will keep housing and its associated expenses more affordable. Over the long run, both residents and the Tribe will benefit financially through higher-density housing development.

Identified Tribal housing needs include shelter for the homeless and transitional housing for Tribal members in treatment, as well as a need for subsidized housing for economically-distressed Tribal members.

## **Tulalip Tribal Housing Programs**

The two primary governmental agencies responsible for addressing Tribal housing needs are the Tulalip Tribes Housing Assistance Program (TTHAP), and the Tulalip Housing Department.

There are numerous Tribal programs that provide housing for Tribal members and their families. These programs assist those who qualify to purchase stick-built or modular homes or who wish to make major improvements to their existing houses. These programs are aimed at helping Tribal members with adequate resources purchase their first home or construct their own homes on Trust and Fee Simple land on the Reservation.



**Map 5-1 Existing and Proposed Housing Sites**





*(this page intentionally left blank)*

## **Housing Goals and Policies**

**GOAL HG 1:**      **Preserve the Reservation as the permanent homeland for Tulalip Tribal members and provide appropriate housing to meet Tribal housing needs.**

Policy HG 1-1:      Seek and use all funding sources and various assistance programs available to help meet the housing needs of all Tribal members.

Policy HG 1-2:      Ensure there is an adequate capacity of land to provide for Tribal housing.

Policy HG 1-3:      Pursue Tribal governmental acquisition of Fee Simple lands on the Reservation to provide homesites for Tribal member occupancy and ownership opportunities.

**GOAL HG 2:**      **Provide adequate utility and transportation infrastructure for Tribal and non-Tribal housing and locate future housing near infrastructure that can serve it.**

Policy HG 2-1:      Promote paved streets, sidewalks, community water and sewer, stormwater management systems, and transportation corridor-connectivity for all major subdivisions and subdivisions of land into lots less than one-half acre in size.

Policy HG 2-2:      Locate future housing development near existing residences to make more efficient use of existing infrastructure investments, including redevelopment when applicable.

Policy HG 2-3:      Promote higher density residential development in areas that have water and sewer service or are in close proximity to existing infrastructure to lower the per-lot cost of developing housing and make efficient use of infrastructure.

Policy HG 2-4:      Encourage the retirement of septic systems and wells when public sewer and water service is available to their property.

**GOAL HG 3:**      **Provide a range of housing opportunities and options including type, design, affordability, and location.**

Policy HG 3-1:      Balance the needs for housing choices with the environmental constraints present on the Reservation.

Policy HG 3-2:      Provide a range of housing types and densities to meet the needs of various incomes and age groups to create diverse communities and enhance neighborhood character.

Policy HG 3-3: Encourage higher residential densities where feasible to preserve rural and resource areas and use infrastructure in an efficient manner.

Policy HG 3-4: Ensure that housing is of high quality and is affordable to all economic segments of the Reservation Community.

Policy HG 3-5: Promote design elements such as front porches, street lighting, garages accessed from alleyways, and landscaping that provides character, warmth, and safety to neighborhoods.

**GOAL HG 4:**      **Promote Tribal mixed-use housing developments as vibrant neighborhoods with desirable living conditions and high quality housing.**

Policy HG 4-1: Locate Tribal mixed-use housing developments at suitable sites on the Reservation designated by the Tribal government.

Policy HG 4-2: Develop housing stock for Tribal mixed-use housing developments on the most suitable land within close proximity to infrastructure in order to preserve ecological functions and to minimize development costs.

Policy HG 4-3: Encourage an innovative variety of housing types, building layout and design, and living arrangements in Tribal mixed-use housing developments to provide high quality housing and varying levels of affordability for Tribal members and Tribal families.

Policy HG 4-4: Encourage Tribal mixed-use housing developments that are complete neighborhoods offering not only housing, but opportunities to shop, work, and play in safe and welcoming environments.

Policy HG 4-5: Promote design principles in Tribal mixed-use housing developments that lead to crime prevention through environmental design, pedestrian and transit orientation, and provide a strong sense of place.

Policy HG 4-6: Create open space and recreational areas within Tribal mixed-use housing developments that remain undeveloped in perpetuity and provides opportunities for neighborhood-scaled recreation.



The hotel expansion at the Tulalip Resort Casino

## **CHAPTER 6: RESERVATION ECONOMY**

### **Background**

As stated previously, the Tulalip Tribes' cultural and social wealth was rooted in a subsistence-based economy. Today, Tulalip's diversified economic base includes retail, commercial, recreational, and industrial activities.

A goal of the Tulalip Tribes is to become economically independent and prosperous and be able to support individual Tribal members so they may also become self sufficient. Other economic goals of the Tribe include:

- Attracting and retaining existing businesses

- Encouraging small business and Tribal member-owned businesses
- Providing the necessary physical infrastructure and regulatory scheme necessary to promote economic development
- Increasing the standard of living on the Reservation
- Increasing the employment rate and fostering an economy with diverse job opportunities
- Developing a skilled workforce through education and training
- Promoting sustainable eco-tourism and service sector

To achieve these goals, a continued economic development focus is needed to propel the Tribe through the 21<sup>st</sup> Century and beyond. No one program or strategy will achieve all of these goals, but a concerted effort to improve the economic climate of the Reservation will bring about positive economic changes on the Reservation.

### **Previous Plans and Economic Climate**

The economic picture of the Reservation is significantly improved since the first Comprehensive Plan of the Reservation was adopted in 1972. A Tribal survey from 1970 indicated a Tribal unemployment rate of 72% for males and 88% for females, with nearly a 72% response rate. Those figures were not just indicative of the Reservation economy, but the region as a whole. In June of 1971, King and Snohomish counties had an unemployment rate of 15.1% which is higher than the current annual unemployment rate for Snohomish County of 9.7% (March 2009, Washington State Employment Security Department).

The last Tribal Labor Force Report was done by the Tulalip Grants and Self-governance Office in 2006. It showed a potential Tribal labor force of 1,584 with 198 persons not available for work due to being disabled, in college, not looking for work, or other personal reasons. This represents a total available work force of 1,386. The self-governance office estimated that 702 were employed in the public sector and 521 in the private sector for a total of 1,223 employed in 2006 resulting in an 11.8% unemployment rate. This unemployment rate was reduced from a 1999-2000 unemployment rate of 26%, also derived from a similar labor study.

### **Current Reservation Economy**

There is interdependency between the regional and local Reservation economy. The economic impacts from the Reservation extend out into the region, and the regional economy affects the Reservation. Goods, services, human capital, and monetary capital

cross the Reservation boundaries daily benefiting the Reservation and the surrounding region.

The Harvard Project on American Indian Economic Development indicated that Indian tribes within Washington state had a doubling of revenue between 1997 and 2004 to \$3.2 billion. This economic involvement provided over 30,000 jobs in individual Indian businesses, Tribally-owned businesses, Tribal government, and non-Indian businesses on reservations according to a report published by the Washington Indian Gaming Association in 2006.

The role of self-governance has played a big part in how the Reservation economy has been structured since the timeframe described in the 1972 Comprehensive Plan. The result has been an economy balanced on natural resources, retail, services, gaming, and Tribal government. Although the fishing industry is not as economically viable as it once was, it has become a sustainable component of the Reservation economy.

### **Basic and Non-basic Sectors**

Just as gaming establishments in Las Vegas, Tribal casinos bring in outside dollars and provide a hospitality service that is available to those outside of the community. Because Tribal casinos bring in outside dollars and provide services to those outside the local economy, they are considered “basic” employment.

Tribal Casinos have a multiplier effect whereby each job at the casinos supports other employment in the area. That multiplier effect is realized when employees at the casino spend money for the basic needs of their everyday lives (e.g. restaurants, grocery stores, gas stations, etc.). For this reason, every job at the casinos creates more jobs in the community that would not exist without the casinos bringing in outside dollars.

Tribal government is another employer that is part of the basic sector of the Reservation economy. The Tribal government brings in outside dollars to fund many government programs and operations. Employment by the Tribal government creates other jobs as employees spend money related to basic goods and services in the local economy.

The economy of the Reservation and the state of Washington are inextricably linked. According to *The Character and Effects of the Indian Economy in Washington State*, a 2006 publication of the Washington Indian Gaming Association, Tribal casinos draw customers onto reservations – bringing in outside money, but also spend those profits on governmental services that have an impact on local reservation economies and the statewide economy.

Operations of casinos require many goods including electricity, machine parts, and food and beverages. Many of the vendors of these goods are based off-reservation, and so the expenditures for these goods travel off-reservation as well. Profits from casino operations are used to support Tribal governmental services such as housing, health care, education, behavioral health, and many other services. The provision of these services

often takes advantage of off-Reservation goods and labor to administer them. In this way, Tribal casinos bring in outside dollars to reservations but also have a significant impact on the economy outside of reservations. Various sources of goods, services, and labor come from off-reservation areas and when each of them is used on-reservation the impacts of the reservation economy are felt off-reservation.

The basic components of the economy – gaming, Tribal government, natural resources, and manufacturing – are the engine for economic growth on the Reservation and surrounding areas. If the basic sectors of the economy are negatively impacted, there is a distributional effect to the non-basic sector including retail and service jobs. When considering the effect of the basic sector on the non-basic sector, it is understandable that Tribal, local, county, and state governments are concerned with protecting basic sector jobs and are continuously trying to strengthen that sector through economic policies and incentives.

Another important consideration is the need for diversification of the basic sector of employment. As was experienced by the region in the early 1970s, having a limited number of basic sector employers means that local economies are heavily impacted when jobs are lost at one company. While the same type of downturn at Boeing would undoubtedly have a significant impact on the regional economy, having other large basic sector employers such as Microsoft and Amazon means that the economy is in a better position to handle such a loss. Providing many basic sector employment opportunities ensures that economic resiliency. This is true for the Reservation economy as well, having a variety of basic sector employers on the Reservation not only creates a multiplier effect for jobs, but strengthens the economy and allows resiliency in the face of layoffs by any one employer.

## **Workforce Development**

Economic development is not just about creating jobs. The central component of a successful reservation economy is a skilled workforce. Human resource development is the cornerstone on which the rest of the economy relies. Educational institutions, social service agencies, chambers of commerce, and government all play a role in developing a skilled workforce that can compete in a global economy. The economy of the Puget Sound region is an international one and the effects of trade infuse the economy with jobs and dollars.

A fundamental component of maintaining and strengthening a sustainable Reservation economy is providing educational and vocational opportunities. An investment in educating and training the workforce increases both human capital and earning power. As individuals are educated and/or trained, they will be more prepared to compete for employment opportunities within and beyond the Reservation boundaries. The purpose of developing a skilled workforce allows Reservation residents the opportunity to compete in the global marketplace. While local employment opportunities abound, a skilled workforce is less-impacted from downturns in the economy.

## **Employment Opportunities on the Reservation**

Government employers are a large source of jobs on the Reservation. The two largest governmental employers on the Reservation are the Tulalip Tribal government and the Consolidated Borough of Quil Ceda Village. The Tulalip Tribes employs 587 regular employees as of April 2009. The Borough of Quil Ceda Village, with 151 employees (as of May 2009), is also a large employer on the Reservation and acts as the corporate body of the Tulalip Tribes. According to the Puget Sound Regional Council, there are nearly 4,000 total full time equivalent employees working within the QCV area in 2009, including the 151 government employees. Both Casinos on the Reservation are also large employers, with the Tulalip Resort Casino having more employees than Quil Ceda Creek Nightclub and Casino.

One way in which the Tribe ensured economic security is through the Federal incorporation of Quil Ceda Village as a municipality. The purpose of this incorporation was to provide responsible local government, and the “opportunity to organize human and natural resources to provide for their economic security, and to provide for the health safety and general welfare of the people of the Village and the Reservation” (Consolidated Borough of Quil Ceda Village Bylaws). Quil Ceda Village is one of only three Federally incorporated municipalities in the country, the other being Washington D.C.

Quil Ceda Village has a unique opportunity to provide economic development on the Reservation. This opportunity includes not only proximity to Interstate 5, which runs along the eastern boundary of QCV, but unique powers given to the municipality through their bylaws including taxing authority, the powers of eminent domain and annexation, authority to contract, and the protection of health, safety, and welfare of those people within QCV.

Quil Ceda Village is the primary economic center for the Tribe. The Village generates revenue through its Las Vegas style casino and through leasing commercial land for businesses such as Wal-Mart, Home Depot, Seattle Premium Outlets, and other leasing opportunities. Retailers provide employment opportunities on the Reservation as well as goods and services to Reservation residents and visitors. The Village is actively seeking additional revenue generating opportunities.

The Tulalip Tribes and Quil Ceda Village recognize the value and importance of diversifying revenue streams. As such, the Tulalip Resort Casino (which opened in August 2008) includes a twelve-story, three-hundred seventy room hotel.

In order to make the Quil Ceda Village area attractive to potential investors, the Tribe has made a concerted effort to install adequate infrastructure to the building sites within the Village. By making the area suitable for development, the Village intends to facilitate the timing and location of future development and economic expansion.



In addition to other economic goals, the Tribal and Village leadership have established and continue to maintain Quil Ceda Village as a hospitality and business center serving Snohomish County, Northwest Washington, and Vancouver, British Columbia.

There are also pertinent issues that need to be addressed at QCV. As the demand for water grows at QCV, the need to identify new water sources will become more pronounced to supply this development. To meet some of this demand, a water pipeline has been proposed from the city of Everett to the Reservation. This water delivery system will provide infrastructure investment that will aid in the economic expansion of Quil Ceda Village and the rest of the Reservation.

Employment rates and occupations for the Reservation are located in **Appendix D**.

## **Reservation Economy Goals and Policies**

**Goal RE 1:**            **Provide policies, procedures, infrastructure, and facilities that promote economic well-being and vitality of the Reservation Community while preserving the treaty rights of the Tulalip Tribes.**

Policy RE 1-1:        Establish and maintain regulations that support Reservation economic activity.

Policy RE 1-2:        Plan for and develop infrastructure and facilities that supports economic development.

Policy RE 1-3:        Evaluate parcels around the Reservation for their economic development potential.

**Goal RE 2:**            **Provide areas to support economic activities that optimize the revenues of the Tribe and the Reservation Community.**

Policy RE 2-1:        Provide areas for economic development, including commercial and industrial land uses, which are accessible to Interstate 5.

Policy RE 2-2:        Establish economic development assistance program to promote and diversify economic sector for self sufficiency (i.e. native plant nursery, aquaculture, organic farming, green industries).

Policy RE 2-3:        Promote land uses that diversify the economic sector for self sufficiency.

**Goal RE 3:**            **Nurture the basic employment sector of the Reservation economy to strengthen the economic climate.**

Policy RE 3-1:        Ensure that there is enough land available for future Reservation employment in the basic sector. This includes lands for manufacturing, public lands, and portions of the service/hospitality sector that attract visitors to the Reservation.

Policy RE 3-2:        Continually assess the condition of the Reservation economy to ensure that it meets the needs of the Tulalip Tribes, Tribal members, and the entire Reservation Community.

*(this page intentionally left blank)*



Roundabout at Quil Ceda  
Avenue

## **CHAPTER 7: TRANSPORTATION**

### **Background**

The Transportation Chapter describes the mobility, accessibility, and safety of the road network, and looks at the multimodal nature of the transportation system and viable alternatives to the single-occupant automobile. This chapter includes a brief inventory of transportation facilities, adopted level of service standards, a discussion of current and future transportation system needs, and strategies for meeting transportation demands.

To provide an effective and efficient transportation system, the Tulalip Tribes' should strive to:

- Connect all modes of transportation to form an integrated, balanced system
- Strengthen the Reservation economy by moving people and goods efficiently
- Provide a range of affordable transportation options

- Minimize transportation's adverse effects on the environment

The Reservation's transportation system is centered on the automobile. The number of drivers is increasing and the result has been traffic congestion on the road system. As the suburbanization process continues to grow on the Reservation, new roadways, bridges, and the expansion of existing roadways in conjunction with continuous maintenance will be required.

In addition to the road network, the Reservation's transportation system includes public transit for the Tulalip casinos, Elders, Veterans, and Headstart programs with intra-Reservation and intercity routes. The Reservation also has an expanding network of on-road and off-road pedestrian and bicycle routes. Interregional transportation services include: Amtrak Cascades (with a station in nearby Everett), and Sound Transit which offers both rail and regional bus services within and between Pierce, King and Snohomish counties. Together, these many modes of transportation provide those using the Reservation's transportation network alternative ways of getting around other than using an automobile.

## **Referenced Plans**

Several existing plans or reports hold important information for painting a comprehensive transportation overview of the Reservation. Rather than reiterating their information, these plans or reports are adopted by reference, as now and hereafter amended, into this Transportation Chapter:

- *Traffic Impact Analysis for Tulalip Reservation Access and Circulation*, November 2006
- *Tulalip Tribes Long Range Transportation Plan*, January 2009
- *Design Manual for Quil Ceda Village*, April 2005
- *American Association of State Highway Transportation Officials (AASHTO) Maintenance Manual for Roadways and Bridges*, Fourth Edition, 2007
- Indian Reservation Roads (IRR) Inventory and Project list, Updated Annually
- Snohomish County Countywide Non-motorized Transportation element of the *Snohomish County Comprehensive Transportation Plan*, February 2006
- *Destination 2030: Metropolitan Transportation Plan*, Puget Sound Regional Council, 2001

- *Transit Development Plan*, Community Transit, January 2008

## **Interrelationship between the Reservation and the Regional Transportation System**

Transportation planning is a regional issue. An expansive road network, especially the completion of the Interstate 5 in the 1960s, provided opportunities for people to travel greater distances every day. This resulted in the expansion of housing markets away from urban areas into previously rural areas. As daily travel movements became more regional in nature and less localized, the need for coordinated transportation planning has become apparent. The choice of the automobile as the primary transportation mode in and around the Reservation is directly related to the expansive nature of the road network, land use patterns, and regional travel patterns to and from the Reservation.

Due to the Tulalip Tribes status as a regional economic growth center, the Reservation's transportation network is significantly affected by traffic generated from outside of the Reservation's exterior boundaries. This traffic generation presents a significant challenge in utilizing land use and transportation planning policies to encourage infill development and maintain a compact suburban area while managing increasing traffic congestion. As such, local transportation planning takes place within the context of greater regional efforts.

Several areas of development in Quil Ceda Village and the city of Marysville have created a significant amount of traffic on the Reservation. Some major traffic generators are the Tulalip Resort Casino, Wal Mart, Home Depot, and Seattle Premium Outlets. These commercial areas are regional attractions and because of them Tulalip experiences many daily trips from those residing outside of the Reservation. This creates traffic bottlenecks during the peak AM and PM traffic periods at the three major points of access to the Reservation: the Interstate-5 (I-5) / 4<sup>th</sup> Street interchange to the south, the I-5 / 88<sup>th</sup> Street Northeast interchange to the east and the I-5 / 116<sup>th</sup> Street Northeast interchange to the north. Congestion at these pressure points creates backups and inefficiencies throughout the transportation system. According to Quil Ceda economic development officials, as well as the local chamber of commerce, potential employers are generally more concerned with this congestion than the lack of local connections within the internal Reservation system.

In order to alleviate peak traffic problems, the Tulalip Tribes are taking the lead on two major intersection projects: the 88<sup>th</sup> Street Northeast & the 116<sup>th</sup> Street Northeast improvements on Interstate 5.

## **Transportation Demand Management**

Transportation Demand Management (TDM) is a suite of strategies designed to change how, when, and where people travel. Transportation Demand Management covers a broad range of efforts to reduce single-occupant vehicle travel and increase efficiency of the transportation system. The specific objectives of TDM are to: reduce traffic

congestion, road and parking cost savings, increase safety, improve mobility for non-drivers, enhance non-motorized travel, conserve energy, and reduce emissions. Transportation Demand Management is primarily focused on peak travel times within the Reservation. This focus is due to the fact that these trips are made at the same time by large numbers of people and are, therefore, easier to replace with alternative modes of travel. An effective TDM program maximizes the existing transportation system, thereby offsetting the need for costly system expansion.

As noted above, it is important to manage auto travel demand by strengthening other modes of transportation including walking, bicycling, and public transportation. As a comprehensive TDM approach, regional and local strategies should both include:

- Establishing performance measures for pedestrian and bicycle facilities
- Identifying opportunities to make strategic sidewalk and bike lane improvements and linkages to enhance the effectiveness of transit
- Evaluating and prioritizing project alternatives based on benefits for transit and non-motorized transportation
- Reducing the number and length of trips through effective land use planning (i.e. increasing densities, mixing land uses, promoting infill)

## **Transportation Network and Improvements**

The transportation system is a network of structures - highways, arterial streets, rural roads, rail, marine, airport, bikeways, ferries, and many other facilities. At the same time, the transportation system is a link between land use patterns, population growth, economic opportunities, energy consumption, environmental stress, and other facets of Reservation growth.

To provide adequate facilities, the Tribe must prepare to meet future demand. Population projections, land use plans, and traffic patterns suggest that the Tribe will need to upgrade or expand some of its facilities, in addition to maintaining the current transportation network. Since funding is limited, the Tribe must prioritize the proposed improvements. The criteria for those choices could include traffic flow; safety; mobility; transit usage, bicycles, pedestrians; and access to other modes of transport such as airplanes, railways, and ferries. Additionally, the impact to endangered species, along with mitigation costs and delays associated with gaining approval for transportation projects that affect such species, must be considered.

### **Automotive Network**

The Tulalip Tribes' road system includes approximately 125 miles of roadway. The ownership along with the maintenance responsibility for these roads is shared by the Bureau of Indian Affairs, the Tulalip Tribes, the Federal Highways Administration via the State of Washington, and Snohomish County as well as private property owners.

**Map 7-1** shows the ownership and corresponding maintenance responsibilities of all roadways on the Reservation.

**Map 7-2** shows the classification of roadways on the Reservation. Streets within the Tulalip transportation network are classified into four categories:

1. **Principal Arterials** - Provide access to major activity centers and connections to or along regional traffic ways. Such streets have the highest traffic volumes and are the major commuting routes.
2. **Minor Arterials** – Provide circulation between Principal Arterials and other activity centers. These streets typically have lower traffic volumes than Principal Arterials.
3. **Collectors** - Collect traffic from residential areas and connect to Principal Arterials and/or Minor Arterials.
4. **Local Access Streets** – Area streets providing direct access to individual residential or commercial properties. These streets typically have the lowest volumes of all of the four categories in the hierarchy.

Traffic conditions within the Reservation may be attributed to the increasing volume on roads which were designed and built to rural standards. The commercial area in Quil Ceda Village has significantly-increased traffic congestion and has resulted in significant traffic delays.

The major regional corridor abutting the Reservation is Interstate 5. There are interchanges at 116<sup>th</sup> Street Northeast, 88<sup>th</sup> Street Northeast and 4<sup>th</sup> Street Northeast. These provide the connection to Quil Ceda Village, the Tulalip casinos, Seattle Premium Outlets, and the city of Marysville.

### **Public Transit Network**

The Tulalip casinos provide bus service seven days a week and Tribal programs provide limited bus service five days a week. Community Transit bus routes 221, 222, 247, and 422 provide service on the Reservation. Even with these transit routes, most of the Reservation is not being served by transit. Each of these routes connects to surrounding communities such as Marysville, Everett, and Seattle. **Map 7-3** shows all of the transit routes and bus stops that Community Transit serves on the Reservation. School busses also operate on the Reservation – connecting students to educational opportunities.

### **Non-motorized Transportation Network**

The Tulalip Tribes recognize the Reservation's segment of the pedestrian and bicycle component within the Transportation Element of the Snohomish County Comprehensive Transportation Plan. The aim of this component is to facilitate everyday physical activity through transportation based approaches. Trail networks, sidewalks, and bike lanes are examples of improvements that encourage walking and cycling. Pedestrian improvements



should be handicap accessible and new development standards should include safe accessible conditions for pedestrians. By planning and developing a more attractive, safe, and seamless network of bicycle and pedestrian routes; the Tribe can facilitate active forms of transportation to places of employment, learning, and recreation.

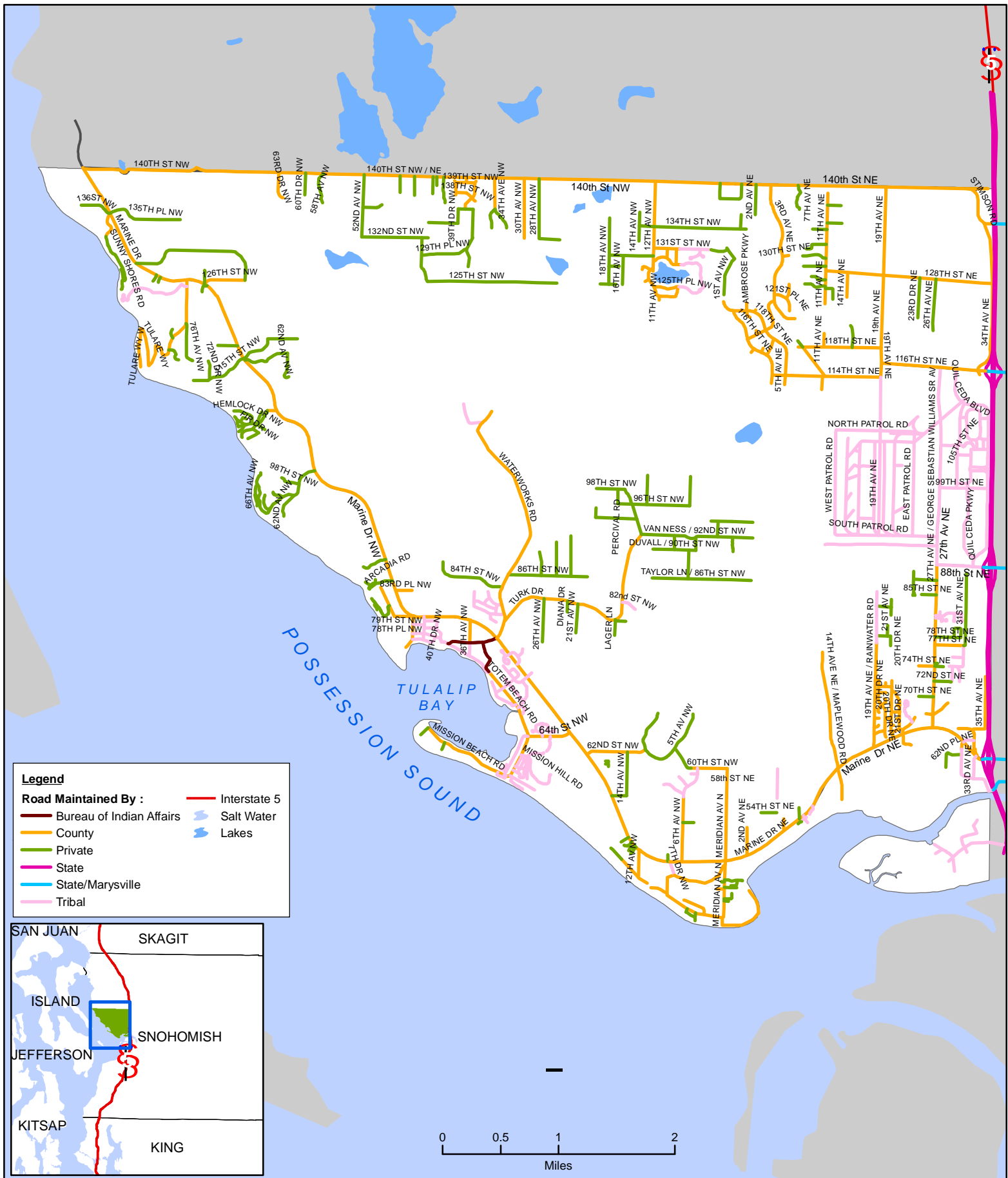
Like the vast majority of communities throughout the county, Tulalip residents rely on the automobile as their transportation mode of choice for most of their daily trips. The automobile has perceived advantages of mobility, flexibility, privacy, and comfort. In addition to perceived advantages, transportation mode choice is also a function of the built environment. Residents are far less likely to opt for alternative modes, including transit, walking, or bicycling, in areas designed for the automobile. Conversely, residents are more likely to use transportation alternatives in compact neighborhoods and districts with pedestrian amenities, such as adequate sidewalks, mixed uses, narrow streets, short blocks, adequate lighting, landscaping, and visually-interesting architecture.

For trips less than one mile, research suggests that a mixture of land uses within a close proximity generate four times as many walking trips as segregated land uses. Walking has also been shown to increase with connectivity (i.e. fewer cu-de-sacs & dead-ends), short blocks, narrower streets, and greater visual interest. Not surprisingly, walking as a commuting choice is substantially limited among Tulalip's neighborhoods, as most jobs or other destinations are not located within walking distance to residences.

Physically, roadways often have poorly maintained sidewalks and bike lanes or lack them altogether and feature few well marked pedestrian crossings. Along with creating an unsafe environment for non-motorized travel, the way the built environment is designed has an effect on how people perceive their surroundings. Deep building setbacks and large parking lots separate pedestrians from the activity, safety, and sense of enclosure provided by buildings. By strongly discouraging walking and bicycling, these physical and psychological obstacles contribute to traffic congestion and air pollution, limit opportunities for active transportation, and demobilize and isolate non-drivers including children and seniors.

One other important aspect of pedestrian and bicycle network planning is the level of connectivity with public transportation. Public transportation extends the range of employment, recreational, and social opportunities for pedestrians and bicyclists by linking neighborhoods to local and regional destinations.

Bicycle lanes are typically five feet wide and designated by striping to the outside of motorized travel lanes. The Snohomish Countywide Non-motorized segment of the *Snohomish County Comprehensive Transportation Plan* (SCCTP) details a Reservation bike lane route along Marine Drive with proposed interconnectivity to the north of the Reservation along 140<sup>th</sup> Street Northeast, and to the east of the Reservation along 136<sup>th</sup> Street Northeast and 4<sup>th</sup> Street Northeast. Lane markers are used on the existing route, with bikes sharing the roadway with motorized traffic. Bicyclists may also use unoccupied parking space when safety permits along the proposed routes. Besides describing existing bicycle facilities, SCCTP proposes future bicycle projects, including



## Map 7-1 Roads Maintenance Responsibility



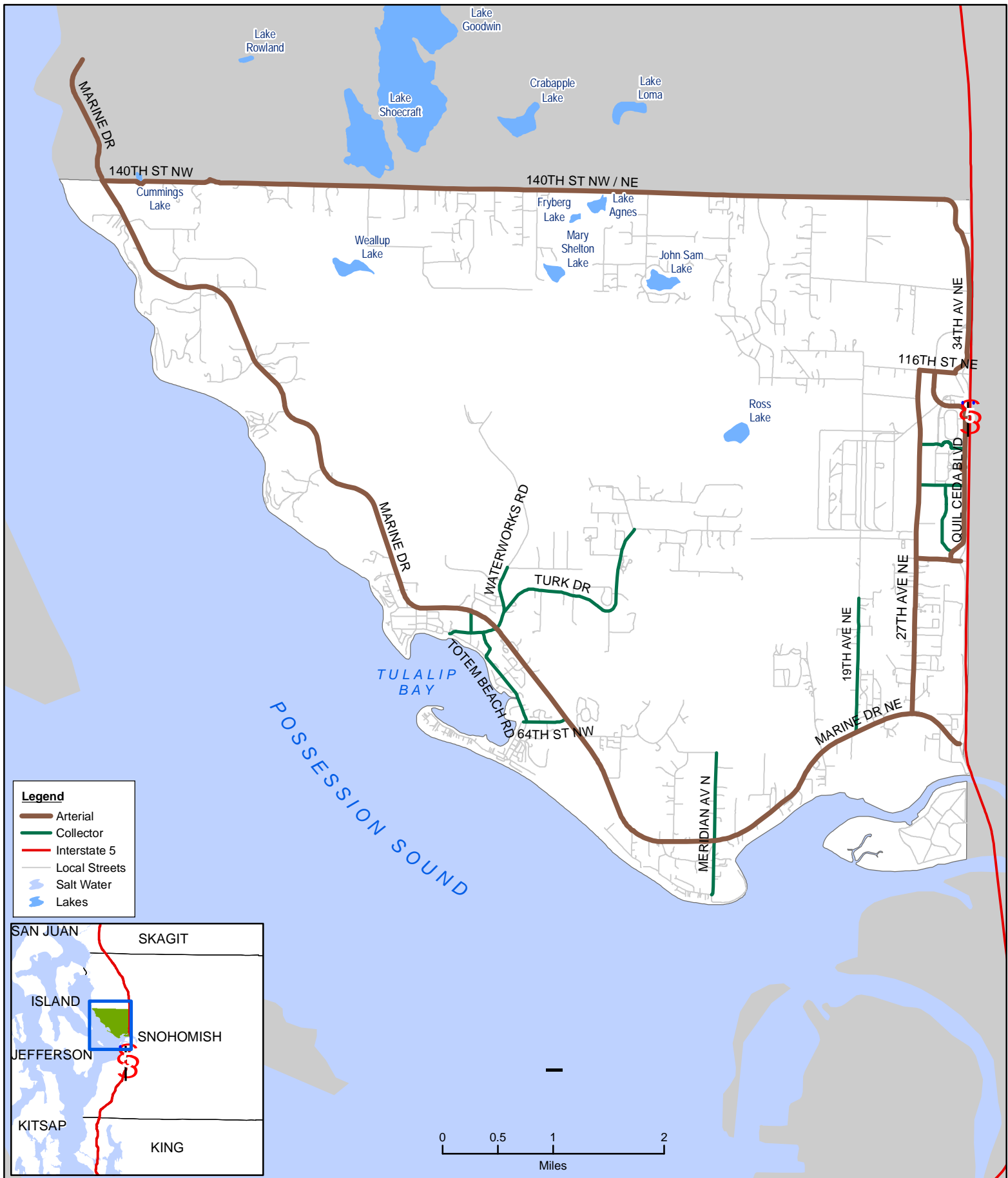
Tulalip Data Services  
 (360) 716-5157  
 gis@tulaliptribes-nsn.gov  
 Oct 17, 2008

Disclaimer:  
 Tulalip Data Services (TDS) provides this data "as is."  
 TDS does not make any guarantees or warranties concerning  
 the accuracy of the information contained in the geographic data.  
 TDS assumes no liability or responsibility for errors or inaccuracies.

Data Source:  
 Bureau of Indian Affairs

Map Path: M:\GISData\Maps\Tulalip\ProjectCompPlan\2008\10-17-08\7-1\_RoadsMaintenance\_Oct08.mxd

*(this page intentionally left blank)*



## Map 7-2 Roadway Functional Classification



Tulalip Data Services  
(360) 716-5157  
gis@tulaliptribes-nsn.gov  
Oct 17, 2008

Disclaimer:  
Tulalip Data Services (TDS) provides this data "as is."  
TDS does not make any guarantees or warranties concerning  
the accuracy of the information contained in the geographic data.  
TDS assumes no liability or responsibility for errors or inaccuracies.

Data Source:  
Tulalip Tribes Strategic Transportation  
Plan by Gibson Traffic Consultants

Map Path: M:\GISData\Maps\Tulalip\Project\CompPlan\2008\10-17-08\7-2\_RoadwayStreetFuncClass\_Oct08.mxd

*(this page intentionally left blank)*



*(this page intentionally left blank)*

lanes, routes, connections and other facilities for non-motorized transportation. **Map 7-4** details existing and proposed bicycle lanes and routes on the Reservation.

In addition to the bicycle lanes on **Map 7-4**, additional lanes and trails should be added where practical on the Reservation. A connected bicycle network would be beneficial to the Reservation, making the bicycle mode of travel safer and more feasible.

### **System Maintenance and Safety**

Transportation mobility is dependent on the condition of the Reservation's streets, bridges, bicycle lanes, and sidewalks. The successful maintenance of Tulalip's existing transportation system promotes mobility, safety, efficiency, and infrastructure preservation. By protecting its infrastructure investments, the Tribe can significantly reduce the need for new and/or replacement facilities in the future.

The Tulalip Tribes, in conjunction with Quil Ceda, has implemented a Maintenance Manual for Roads program. This program focuses on preservation and maintenance of asphalt streets primarily through scheduled overlays based on a street's "life cycle". Resulting out of an IRR inventory review, other strategies for preserving roads have been recognized including: updating Tribal construction standards, making use of crack sealing, grinding, intersection repairs, and more accurate life cycles. In addition to maintaining existing facilities, ensuring quality construction in new or reconstructed roadways should increase safety, system efficiency, and extending life cycles of streets. Updated Tribal construction standards should be adopted so that subsequent roadway development will contribute to quality streets. Many of Tulalip's streets are designed for motor vehicle travel, but by expanding and improving the multi-modal nature of the Reservation transportation system, safety can increase for everyone.

Amongst the barriers to utilizing alternative transportation facilities is an incomplete transportation system. Examples of this inadequacy include sporadic sidewalks and bicycle lanes. Because of the piecemeal nature of development, many bicycle and pedestrian gaps within the transportation system should be targeted as area-wide improvement projects. Implementation of traffic calming devices including curb extensions (bulb-outs), traffic circles, speed humps, and signage can be used to control traffic speeds within neighborhoods and where travel speed is a reoccurring concern. This approach has been used by several jurisdictions to restore and maintain safe and pedestrian-friendly neighborhoods.

### **Environmental Impact and Energy Usage**

The transportation network is a benefit to the community, but it can have unwanted side effects. Vehicles are noisy, they contribute to air pollution and contaminated water runoff, and consume irreplaceable fossil fuels. Road construction can damage fragile wildlife habitats or intrude on scenic views. These effects can be mitigated through careful siting and design and can be minimized by reducing the amount of travel.



## **Linking Transportation Infrastructure and Services with Growth**

### **Land Use**

The way land is developed affects the need for transportation infrastructure and improvements. Conversely, the availability of transportation can influence development. This two-way relationship needs to be taken into account in both land use and transportation planning. For the most part, land use and associated traffic volumes dictate the type of roadway necessary.

The Reservation's transportation system should improve the accessibility to housing, jobs, goods and services, shopping, and recreation. The transportation component of this Plan establishes a relationship between land use and the transportation facilities and services needed to support growth.

This Plan seeks to make the Reservation transportation network more multi-modal and give those using the network more travel options. This is achieved, in part, by adopting land use policies that reduce the need for automotive travel. The following land use principles relate to the transportation policies, demands, financing, and strategies:

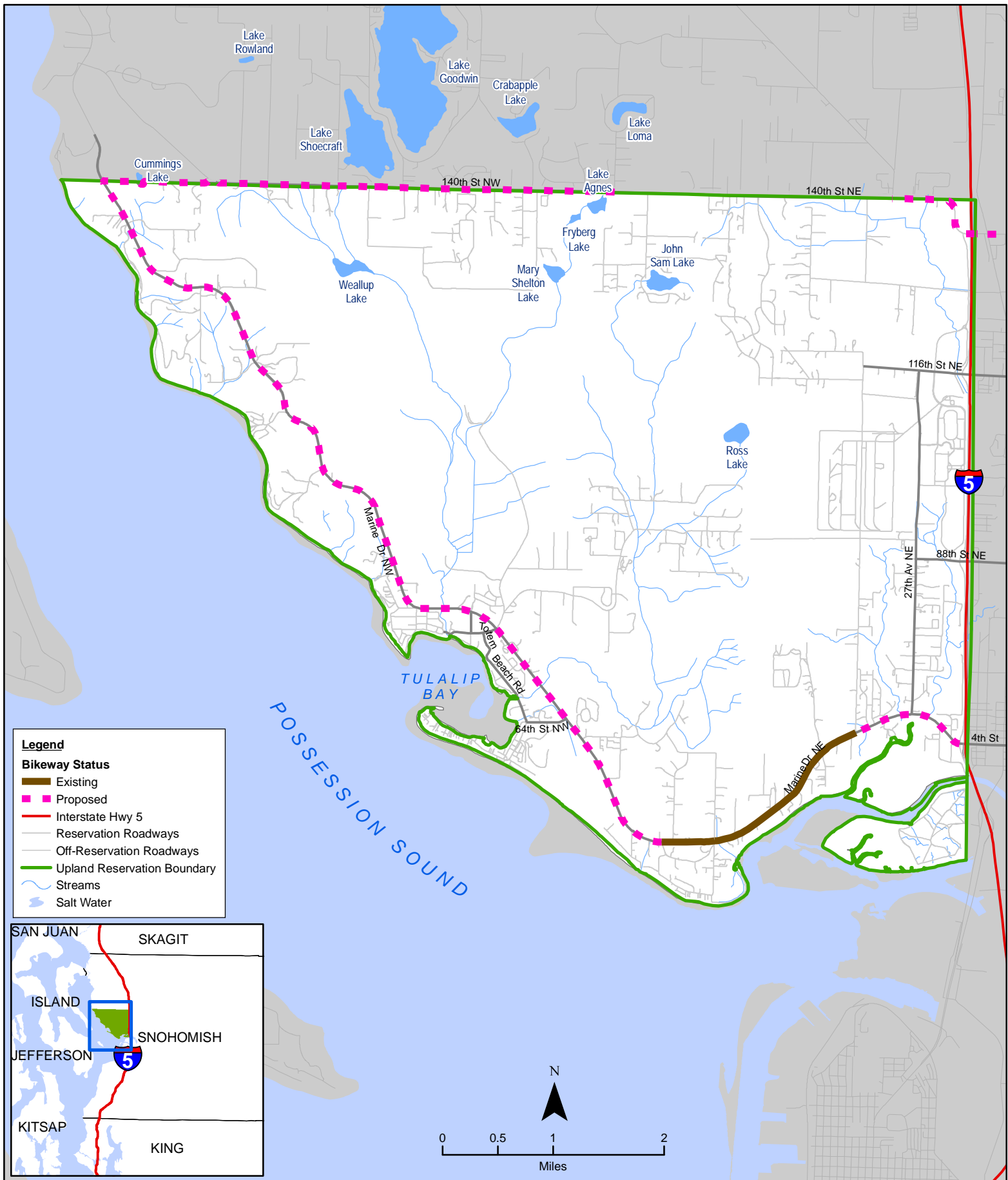
- Providing opportunities for greater residential densities close to employment and transit routes
- Promoting compatible infill in established neighborhoods
- Encouraging a mix of land uses in commercial and surrounding areas
- Facilitate many transportation modes by planning for and reviewing such modes in a comprehensive manner for the entire Reservation area

### **Travel Forecasts**

Travel forecasts provide one of the important tools to link land use and transportation. Travel forecasts are based on the household and job growth targets for 2030 within urbanized and non-urbanized areas. The new demands for travel created by household and employment growth could be accommodated consistent with a land use development strategy, level-of-service standards, and funding forecasts. The growth targets are the basis of the transportation element and consistent with land capacity and density estimates used to calculate travel demand in the Reservation. Travel demand forecasts are used to project the needs for transportation system improvements.

### **Level-of-Service Standards**

Based on the Transportation Research Board's *Highway Capacity Manual*, LOS is a qualitative measure that describes traffic flow and is often represented by a system using the letters A through F. Level-of-service A is the highest quality of service and LOS F is the lowest. Level-of-service B is indicative of stable traffic flow, but the operating speed



**Map 7-4 Existing and Proposed Bikeways**



Tulalip Data Services  
(360)716-5157  
gis@tulaliptribes-nsn.gov  
Oct 17, 2008

**Disclaimer:**  
Tulalip Data Services (TDS) provides this data "as is."  
TDS does not make any guarantees or warranties concerning  
the accuracy of the information contained in the geographic data.  
TDS assumes no liability or responsibility for errors or inaccuracies.

Data Source:  
Snohomish County Department of  
Planning and Development Services  
Tulalip Tribes Community Development,  
Tulalip Data Services GIS

Map Path: M:\GISData\Maps\Projects\CompPlan\2008\10-17-08\7-4\_Bikeway\_10-17-08.mxd

*(this page intentionally left blank)*

is beginning to be restricted by other traffic. At LOS C the road is 70% to 80% full. Level-of-service D approaches unstable flow of traffic and LOS F is indicative of stop-and-go traffic jams and long delays at intersections.

### **Level-of-Service Efficiency**

As traffic levels increase, the level of service performance decreases unless roadway improvements are made. Consultants have completed traffic counts within the Reservation. These maps show the various levels-of-service on Reservation roads dating back to 2003 and are included in **Appendix E**.

The *Traffic Impact Analysis for Tulalip Reservation Access and Circulation* measured the delay at intersections for 2006 and projected delay to 2012. The study identified peak-hour trips for weekdays and Saturdays. The results of the study showed that traffic was expected to increase to LOS F at two intersections during weekday peak times and four intersections on Saturday peak times. All of the intersections projected to reach LOS F are along 88<sup>th</sup> Street Northeast and 116<sup>th</sup> Street Northeast with the exception of the Marine Drive and 27<sup>th</sup> Avenue Northeast intersection.

The success of the Tulalip economic development strategies have not only caused an increase in traffic, but have caused potential safety concerns on Interstate-5 as vehicles exit. For example, at the 88<sup>th</sup> Street Northeast interchange ramp, vehicles had been experiencing a delay of over 10 minutes during heavily congested times, but recent improvements have reduced this wait-time considerably. These improvements have also reduced off-ramp queues from backing up onto the travel lanes of Interstate-5. A similar improvement at the 116<sup>th</sup> Street Northeast intersection could reduce the rush hour wait-times from nearly three minutes to approximately a half-minute in the area.

While adding capacity to a street may be necessary in some circumstances, continual road widening is not a long-term solution to rush-hour traffic congestion. The transportation policies included within this Plan are focused on managing the transportation network safely and efficiently for all modes without unnecessarily widening arterial streets.

## **Indian Reservation Roads Program**

The Tulalip Tribes is participating as a sovereign native nation with Federal agencies, Snohomish County, as well as the State of Washington to provide safe and maintained roadways to all Reservation residents and visitors. The majority of the Tribe's direct transportation funding is derived from the Indian Reservation Roads Program. The Program is jointly administered by the Federal Highway Administration's Federal Lands Highways Office and the Bureau of Indian Affairs (BIA) and is authorized under the Safe, Accountable, Flexible, Efficient, Transportation Equity Act: A Legacy for Users (SAFETEA-LU). SAFETEA-LU is a six-year Federal act that funds surface transportation across the U.S.

The IRR Program allocates funds for planning, designing, construction, and maintenance activities. The IRR allocation is based on the amount of bridges and road mileage that is

on the inventory of the BIA Division of Transportation. The BIA and Tribal governments undertake most of the design and construction of IRR projects.

Under U.S. Public Law 93-638 contracts, in consultation with BIA, Tribal governments can independently administer and operate portions of the IRR Program within their political boundaries. According to a stipulation in IRR, only 25% of the tribal share of the IRR Program funds is authorized for maintenance activities. Conversely, there are more needs for road maintenance than road construction on the Reservation.

One of the major problems identified is that the maintenance responsibilities of Reservation roadways rest within multiple jurisdictions. This makes the coordination and funding of transportation projects challenging. One of the changes in the IRR Program under SAFETEA-LU is that Tribes and States may enter into road maintenance agreements for which tribes assume the road maintenance responsibility for the State on Indian reservations.

## **Intergovernmental Coordination**

Due to the fact that the Reservation contains both Trust lands and Fee Simple lands and various ownerships with different corresponding maintenance of roadways, the cooperation among jurisdictions in transportation planning is vital. Achieving efficient and effective transportation planning requires intergovernmental coordination, both locally and regionally.

The Puget Sound Regional Council (PSRC) is the local government consortium responsible for regional transportation planning in the urbanized area of Pierce, King, and Snohomish Counties. The PSRC is a Metropolitan Planning Organization (MPO) and Regional Transportation Planning Association (RTPO), which is authorized under Federal and State law. Metropolitan Planning Organizations were created in the 1970s by the Federal government and exist across the country in urbanized areas with populations greater than 50,000. Many Federal funds for transportation projects are channeled through MPOs to member jurisdictions. In Washington state, which has both MPOs and RTPOs, the planning functions of these organizations are combined. Regional level-of-service standards, transportation system analyses, and a prioritized transportation improvement program for the region are developed by the PSRC, with coordination from the Tulalip Tribes.

The Federal transportation planning regulations found in SAFETEA-LU revise metropolitan and statewide statutory requirements. One of those changes is the requirement for consultation. Metropolitan Planning Organizations and States are required to consult with Federally-recognized Native American tribes and other Federal agencies responsible for land use management, natural resources, environmental protection, conservation, and economic development.

In 1999, Washington Governor Gary Locke signed the *Millennium Agreement* that acknowledged the government to government status and pledged that all state agencies

would consult with Indian tribes. This policy setting document updated the *Centennial Accord*, which was signed in 1989 – coinciding with the centennial birthday of Washington statehood. This was a major policy change within Washington state and should be built upon for a cordial working relationship in the present and future.

The Washington State Growth Management Act (GMA) requires local governments with common borders or related regional issues to ensure their plans are coordinated and consistent. As a sovereign nation, the Tulalip Tribes is not bound by the GMA, however may coordinate with local and county governments that are required to conform to GMA mandates.

*The Washington State Strategic Highway Safety Plan* “Target Zero” allows tribes to participate as a traffic safety partner. The goal of Target Zero is to reduce traffic deaths to zero by 2030. The majority of Washington state traffic deaths happen in rural areas, which is also where most Indian reservations exist. This new partnership could assist Tulalip in the safety improvements and driver education necessary to reduce traffic fatalities.

Intergovernmental coordination among county, city, state, transit agencies, and the Tribe is needed to address the cross-jurisdictional impacts of land use and transportation plans. Intergovernmental agreements and general framework for effective coordination among government agencies should be established with the following strategies:

- Jointly plan, prioritize, and finance transportation improvements with Federal, state, regional, and local facilities and services
- Promote inter-modal connectivity, compatible design, and consistent LOS standards
- Encourage sharing of improvement and costs for transportation facilities, services, and maintenance
- Encourage joint development and plan review teams for major projects having impacts across jurisdictional boundaries
- Define procedures and standards for mitigating traffic impacts
- Allow sharing of development impact mitigation where a project’s impacts extend across jurisdictional boundaries
- Establish consistent rules and procedures for environmental mitigation

In an effort to enhance peer-to-peer networks, the Tulalip Tribes participates in the Tribal Transportation Planning Organization (TTPO). The purpose of the TTPO is to promote tribal transportation planning in Washington state and to foster intergovernmental cooperation and coordination. This also provides a forum for the advancement of

professional skills and knowledge among transportation professionals employed with tribal governments. The outcome is the effective use of planning principles, cooperation and education among transportation agencies at the local, regional, state and Federal level.

## **Implementation**

The balance between land use, transportation services, and funding is critical. Transportation policies are used to provide general direction for transportation improvement investments. The development of a transportation funding strategy is used to produce a financially feasible six-year plan. Thus, the Transportation Chapter provides a framework for use in transportation investment decisions.

Implementation of the Transportation Chapter will be done through the funding of transportation improvements and strategies. To ensure there are adequate facilities to support growth, the transportation system also needs to be managed and monitored.. Furthermore, roadway needs will be prioritized through updates to the Tulalip Tribes Long Range Transportation Plan and the creation of a Transportation Needs Report – a long-term plan for transportation improvements. Funding for high-priority projects will be programmed into the six-year Transportation Improvement Program (TIP). Transit projects will be implemented in coordination with other related improvements and service development needs as described in transit planning and budget documents.

The TIP and funding strategy will include assessing the current LOS of the transportation system, prioritizing projects, phased implementation of improvements, concurrency needs of planned developments, and other related factors. Revenues from all funding sources (including transportation mitigation fees) will be programmed to appropriate projects.

## **Transportation Goals and Policies**

### **Goal T 1: Partner with agencies at the local, regional, state, and Federal levels for transportation project planning.**

Policy T 1-1: Participate in transportation planning organizations to better serve the Reservation through technical assistance, networking, and funding.

Policy T 1-2: Increase intergovernmental coordination of long term policy objectives relating to land use, economic development, and transportation.

Policy T 1-3: Strengthen the regional transit system by intensifying land uses along primary transit corridors and around major transit stops.

### **Goal T 2: Promote the safe and efficient operation of the Reservation's multi-modal transportation system to effectively manage growth throughout the Reservation.**

Policy T 2-1: Ensure that the Reservation's transportation network adequately serves existing and projected development.

Policy T 2-2: Create and adopt road design standards, and construction and maintenance procedures that provide orderly and safe circulation movements, preserve and enhance the natural environment and the community character.

Policy T 2-3: Continue to improve the planning, design, construction, and operation of a safe transportation system for all modes of travel.

Policy T 2-4: Continue implementing the transportation preservation and maintenance program that improves safety and prolongs the service life of facilities.

Policy T 2-5: Improve safety at unsafe intersections and street segments using education, enforcement, and engineering.

Policy T 2-6: Incorporate traffic calming techniques into road standards, development review, and transportation improvement projects in order to protect neighborhood streets from high traffic speeds and volumes.

### **Goal T 3: Provide a mix of transportation options that better meets the changing needs and preferences of Tulalip residents and visitors.**

Policy T 3-1: Provide, improve, and maintain a comprehensive and interconnected network of sidewalks, trails, and bikeways linking residential areas with employment, shopping, service, and recreation centers.



Policy T 3-2: Improve transit stops, shelters, and park & rides where appropriate during development review and roadway reconstruction projects.

Policy T 3-3: Require that development applications, which generate over 100 peak hour trips, include a traffic impact study of the proposed development and infrastructure improvements for walking, bicycling, and/or transit in areas that will be impacted by the development.

Policy T 3-4: Distribute traffic with a well connected pattern of streets and alleys and discourage dead-end streets and cul-de-sacs that do not include pedestrian and/or bicycle connections to provide for cross-circulation of the transportation network.

Policy T 3-5: Ensure the multi-modal transportation network complements tourism and recreation efforts to attract visitors to the Reservation.

Policy T 3-6: Encourage physical activity and non-motorized modes of transportation.

**Goal T 4:     Manage the parking supply to balance needs with land constraints, appearance, and the promotion of alternative transportation modes.**

Policy T 4-1: Adopt parking management strategies including better signage and enhanced pedestrian connections to optimize existing parking facilities.

Policy T 4-2: Promote off-street parking reductions for new development with access to transit or public parking facilities that incorporates appropriate types of projects (i.e. affordable housing, senior housing) and amenities (i.e. bicycle racks).

**Goal T 5:     Optimize the use of existing road capacity, and encourage active forms of transportation to improve safety and efficiency, minimize environmental impacts, and promote socioeconomic benefits.**

Policy T 5-1: Adopt strategies including mixed land uses and parking/trip reduction policies that aim to maximize the efficiency of our existing transportation system.

Policy T 5-2: Design and adopt a Transportation Demand Management (TDM) program in partnership with major employers and institutions.

**Goal T 6:     Continue to pursue funding for improving, maintaining, and expanding the transportation network.**

Policy T 6-1: Prioritize strategic transportation investments by each project's anticipated long-term impact to capacity levels and consistency with Tribal policies.

Policy T 6-2: Pursue new funding opportunities – including the use of new gas tax compact and innovative Tribal/public partnerships – for growth and development-related transportation projects.

Policy T 6-3: Coordinate with agencies at the regional, state and Federal levels to pursue additional funding.

*(this page intentionally left blank)*



Sewer Pipes at  
Development Site

## **CHAPTER 8: UTILITIES**

### **Background**

There are a variety of utilities available on the Reservation. These include drinking water, waste water, stormwater, electricity, natural gas, solid waste and recycling, and telecommunications. The level of utilities available on the Reservation varies significantly with most of the developed utility systems existing in areas that are most frequently used by people.

The efficiency of delivery for utilities depends largely on the concentration of development. Areas that are more intensely developed produce a greater demand for utility services and likewise sparsely developed areas require considerably less utility services. Of the Reservation's approximately 22,500 acres, the greatest levels of housing and employment densities exist around the perimeter.

Due to the scattered development pattern on much of the Reservation, individual homes must rely on on-site wells and septic tanks with drainfields for service. These systems can negatively affect groundwater and surface water quality. Individual wells, if

uncontrolled, can cause impacts on reducing groundwater levels. If a septic system fails, it can pollute surface water and groundwater nearby.

Delivery of adequate water and sewer service is necessary to support the growth of residential and economic development that is expected on the Reservation in the future. In addition, adequate fire flow must be in place before development occurs to protect lives and property from fire.

The Reservation's drainage system is a combination of natural and manmade components. The built system includes Snohomish County and Tribal facilities (e.g. ditches, pipes, detention ponds, etc.). Much of the drainage for Tribal and Tribal members' lands is informal, and relies on overland sheet flow to natural or manmade systems. Overland sheet flow is the flow of water over the surface of the ground (i. e. surface run-off) in a more or less continuous sheet. Flow that occurs overland in places where there are no defined channels where the flood water spreads out over a large area, at a uniform depth, is also referred to as overland flow.

The reduction of forest cover has altered the rate at which drainage occurs and decreases water quality. Increased development over the years has resulted in more impervious surface and pollution generating activity, resulting in greater storm-water runoff volumes and potential pollutant loads than occurred previously. These factors are leading to a deterioration of ecological functions, ecosystems, and water quality on the Reservation.

Concentrating growth will make the delivery of utilities more efficient and makes it easier to manage and minimize development impacts. The cost of extending utilities comes at both a financial cost and an ecological cost. Environmental degradation is accelerated with low-density sprawl development and is lessened with more concentrated development patterns.

The intent of the Utilities Chapter is to guide:

- Location of future land uses so that future utility service areas and capacity can be planned
- Potential improvements necessary in order to provide adequate service to future development
- Regulation of domestic and community well installation
- Regulation of on-site septic system installation
- Monitoring of existing wells and septic systems
- Surface water management
- Connections to Tribal water and sewer systems

## **Water Supply and Distribution**

According to the 2007 *Tulalip Utilities Water Supply Planning Report*, the first community water system was built on the Reservation in the 1960s. Originally a surface storage pond, the only form of treatment was chlorination before water was delivered to the Tulalip Bay area. In 1974, the system was improved using groundwater, instead of surface water, and storage tanks at Waterworks and Mission Hill sites. Today, the Tulalip water system has expanded to serve southern and eastern portions of the Reservation in areas near Marine Drive Northeast, Meridian Street, Maplewood Road (14<sup>th</sup> Avenue Northeast), and Quil Ceda Village.

The Reservation's drinking water supply comes from various sources. These sources include:

- The Tulalip Utilities Authority
- The Everett Water System
- Smaller community water systems that supply specific developments
- Domestic wells (individual wells)

The extent of the existing Tribal water system is shown in **Map 8-1**. The map shows that most of the water supply infrastructure extends along Marine Drive where it serves areas of more intense development including the Tulalip Bay area, as well as the areas along the roads that serve the commercial developments in Quil Ceda Village. Individual wells and community water systems are not identified on **Map 8-1**, but exist throughout the Reservation.

One of the most pressing needs of the water systems is to procure source water. Additional withdrawal of Reservation groundwater to provide this supply is not the best alternative. Further withdrawals could negatively impact the Reservation surface water by lowering the flow during critical salmon rearing that will impair natural propagation and hatchery salmon production. Further withdrawal could also dewater existing wells. The accumulative effects of numerous private wells can contribute to negative impacts on surface water and groundwater availability.

A cost-sharing agreement was made with the City of Everett, which will supply an average of 30 million gallons of water per day (mgd). Provisions were also made for supply of up to 35 mgd during peak demand times. Design and construction of a new 48 inch pipeline is also a part of the agreement.

When the water supply improvements are in place to deliver water from the City of Everett to the Reservation, there will be adequate supply for the needs of the future development as projected in this Plan. However, because these supply improvements will take some years for the planning and construction processes, short term solutions

should be prepared to address current deficiencies. The Tribe will need to concentrate efforts in providing adequate water supply to the Reservation distribution system. The distribution system is in need of repair, and an upgrade to increase volumes and capacity of service is needed.

The Tribe is preparing two phases of a water system plan for the Reservation. Phase I included a plan for water system distribution repair and capacity increases to provide a short term solution to the water service deficiencies currently experienced on the Reservation. Phase II will plan for the long term water system improvements and the planning process is underway. This plan will assess the current system, recommend improvements, and include planning for future expansion of system capacity to support expected growth and development on the Reservation. These improvements are needed to bring newly-negotiated supplies of water to the Reservation and for system capacity improvements necessary to provide adequate service for future development.

Applications for new connections and extensions of Tribal utilities to either Tribal or non-Tribal development projects should meet minimum industry standards. The Tulalip Tribes is working to establish a priority rating criteria listing as funds for infrastructure development are limited. Proposed regulations and procedures should require an application for an extension of service prior to hooking up to Tulalip's water and/or sewer system(s).

The Washington State Department of Health identifies 33 community water systems on the Reservation. These systems primarily provide water for residential uses, but also provide water for commercial, industrial, and recreational purposes.

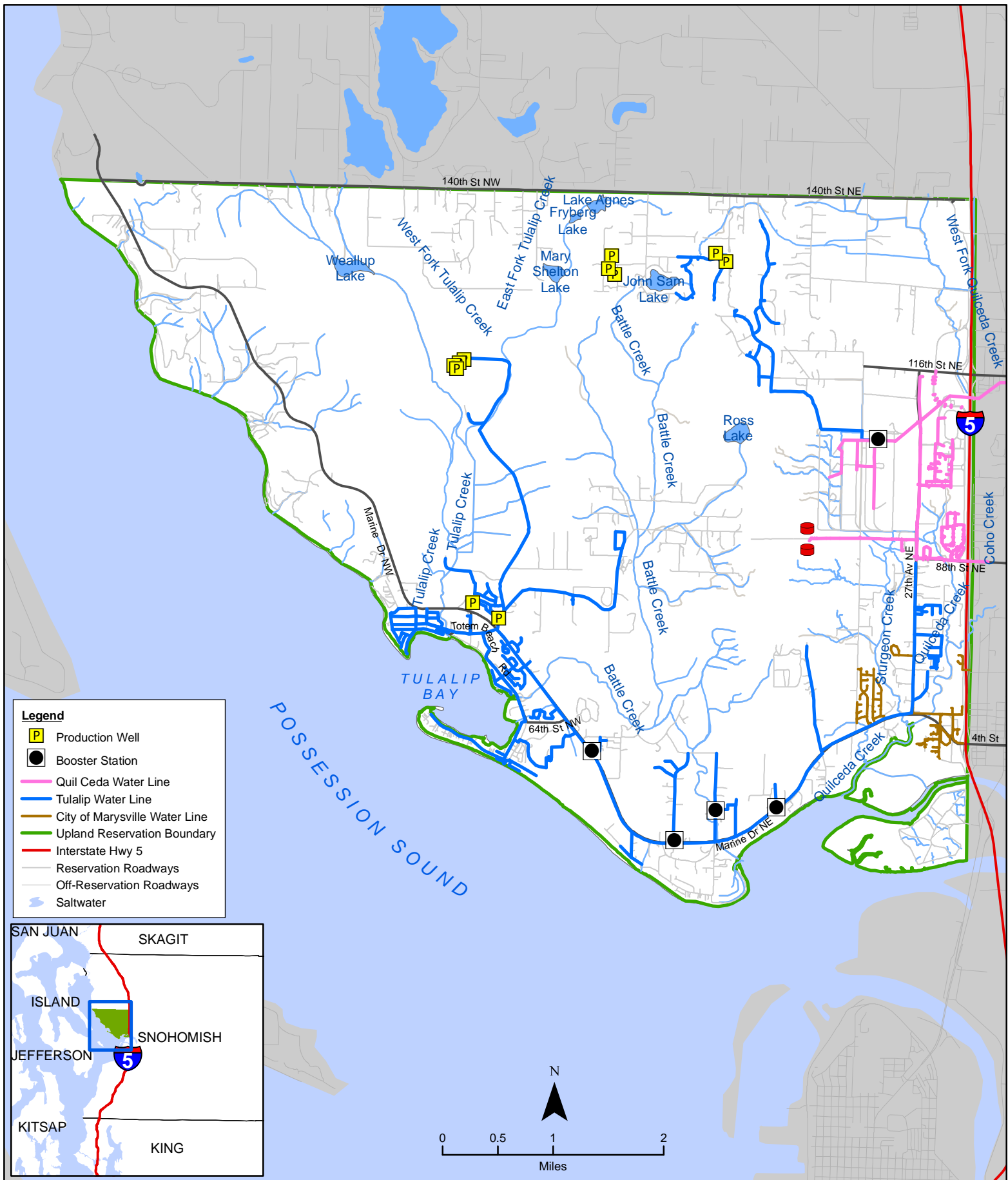
Due to the potential harm caused by installing wells, the Tribe must review installation of new wells before approval and monitor existing wells in the Reservation to determine whether they pose potential danger to the groundwater or surface waters. By having an approval system, the Tribe can keep track of the number of wells that exist, are installed, and more easily assess the cumulative impacts of all the wells.

The Tribe may consider monitoring, regulating installation, and operating individual and community wells that are failing. However, adding any of these responsibilities should be considered by the Tulalip Board of Directors, because their addition would have financial impacts on the Tribe.

### **Water System Challenges**

The *Tulalip Utilities Water Supply Planning Report* identified the following challenges regarding the Tulalip water system:

- There is currently a deficit in the existing well production as measured against demand for water by the Tribal Utility customers.



## Map 8-1 Existing Water System





*(this page intentionally left blank)*

- At least 40 percent of the water supply connections to the Tulalip Utility Water System are unmetered making the measurement of water lost through leakage impossible.
- Water is billed at a flat monthly rate which does not encourage water conservation or discourage waste.
- The altitude valve that allows the Water Works well to serve the Tulalip Utility is not functioning properly.
- The level of the aquifer supplying two of the wells has dropped significantly and the wells appear to interfere with each other, so they cannot operate concurrently.
- The water level and capacities have declined for all the Utility's wells and more frequent rehabilitation is necessary to maintain pumping rates. Rehabilitation cannot restore initial capacity, and over time, gradual capacity decline is likely.
- John Sam Lake water system is supported by a single small supply well, and has no reserved source of water supply. The level of nitrates in the well water is below the minimum contaminated level for nitrates but is at a level that mandates quarterly monitoring.

### **Water Supply Improvement Plan**

The *Tulalip Utilities Water Supply Planning Report* suggests several alternatives for addressing short-term water deficiencies. This water plan explores options for increased support of projected Tulalip Utility water system demands through external supply sources - including water sourced through the cities of Marysville and Everett.

The Water Supply Planning Report also addresses the following:

- Augments existing Tulalip Utility water supplies with external sources of water
- Corrects existing water supply deficiencies
- Provides additional water supply in support of anticipated growth and development
- Reduces reliance on existing groundwater supply

The preferred water supply improvement plan, adopted by the Board of Directors and shown on **Map 8-2**, includes combinations of improving the existing wells and adding additional water transmission lines. Descriptions of the four development phases in the water supply improvement plan are as follows:

- **Phase 1:** Extends a 12” water line south from PUD road along 19<sup>th</sup> Avenue Northeast to Marine Drive Northeast. The line will then extend southwest along Marine Drive Northeast to the southern edge of the 500 acre Maplewood housing development to serve this future housing site.
- **Phase 2:** Extends an 18” water line west from the intersection of 27<sup>th</sup> Avenue Northeast and PUD Road to Turk Drive, south to the Mission Highlands housing development, and then west to the intersection of Turk Road and Marine Drive Northwest.
- **Phase 3:** Brings water through an agreement with the City of Everett to the new 1 million gallon reservoir at QCV. This water will be brought via a 48” water line through the southeastern corner of the Reservation along Marine Drive Northeast to 27<sup>th</sup> Avenue Northeast then north to the intersection of PUD road and 27<sup>th</sup> Avenue Northeast.
- **Phase 4:** Connects an 18” water line to the terminus of Phase II (the intersection of Marine Drive Northwest and Turk Road). It will serve the new Tribal administration building and connect to a reservoir at Mission Hill. Once this phase is complete, well water that now serves the Tulalip Bay area will be dedicated to the operation of the Bernie “Kai-Kai” Gobin Fish Hatchery.

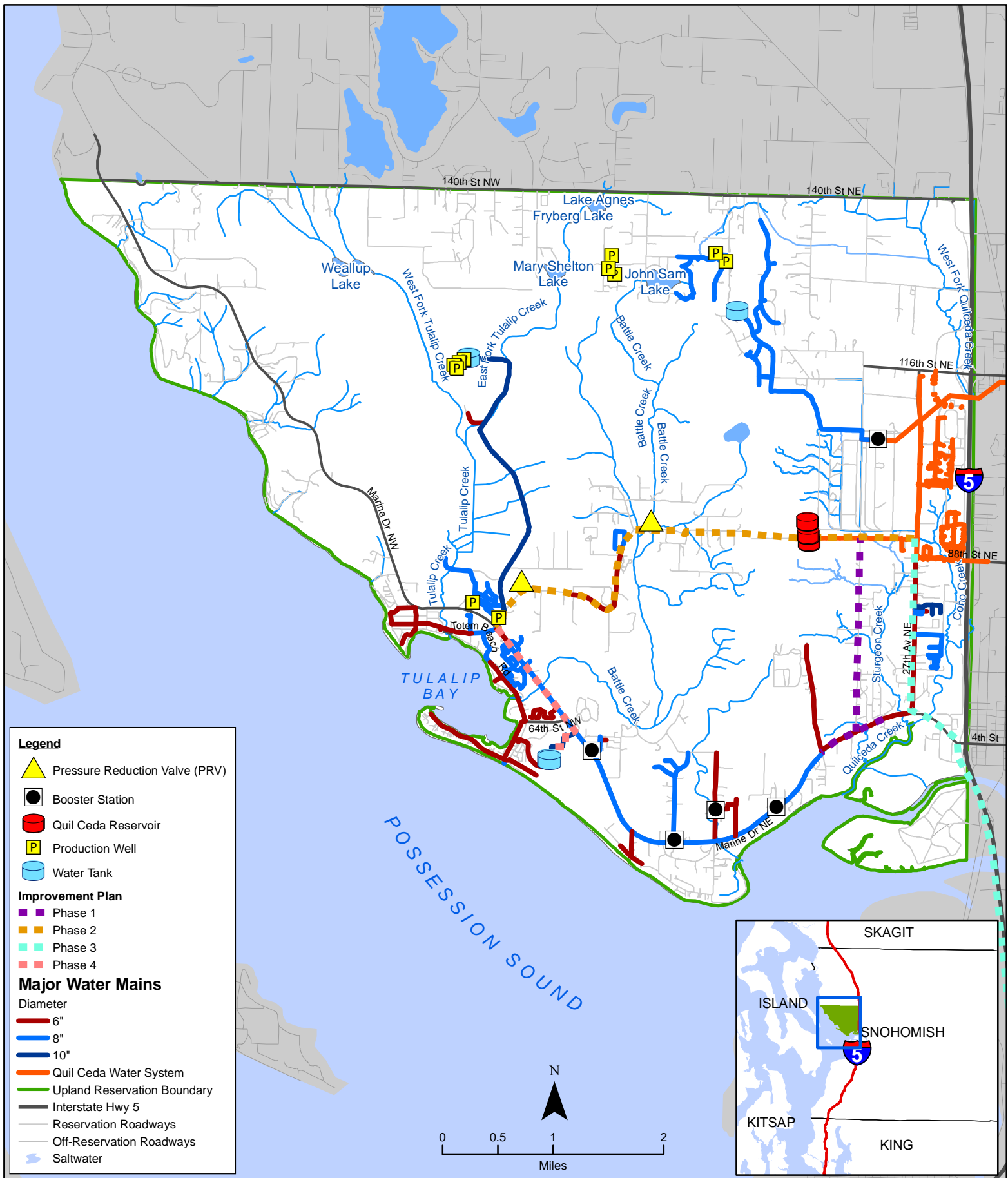
Pressure reducing valves will be placed where necessary along each phase of water system development. This water supply improvement plan would significantly reduce on-Reservation aquifer groundwater withdrawals and would likely have a positive affect on area stream flows and area groundwater supplies.

## **Water Quality**

To maintain the quality of water produced through the Tribal system, the Tulalip Utility maintains a water testing program. This program addresses reduced water quality in some of the smaller community water systems.

Treatment of domestic water for all Tribal water systems must meet or exceed Federal standards. Standardized treatment of water that is delivered through well-maintained systems is the most cost-effective way to meet these standards. However, this treatment requires funding. Funding for Tribal utilities is derived from various sources such as billing water customers, Federal grants, or by subsidies from the Tribal government. Federal grants may pay for improvements to the system, but do not pay for operating costs.

The cost of ongoing maintenance of the water system should be paid by those using the water system. Covering these maintenance costs is only possible if individual water accounts are metered. Metering accounts also rewards water conservation, as water users are more likely to be frugal with water usage if they are billed based on consumption.



## Map 8-2 Water Supply Improvement Plan



Tulalip Data Services  
(360) 716-5157  
gis@tulaliptribes-nsn.gov  
Oct 17, 2008

Disclaimer:  
Tulalip Data Services (TDS) provides this data "as is."  
TDS does not make any guarantees or warranties concerning  
the accuracy of the information contained in the geographic data.  
TDS assumes no liability or responsibility for errors or inaccuracies.

Data Source:  
Tulalip Tribes Utilities  
Quil Ceda village Utilities  
Brown & Caldwell  
Tulalip Data Services GIS

Map Path: M:\GISData\Maps\Projects\CompPlan\2008\10-17-08\8-2\_Water Improvement\_10-17-08.mxd

*(this page intentionally left blank)*

Another issue that the Tribal Utility Department (Utility) faces is that when private satellite water systems that serve Tribal members fail, they often become the responsibility of the Utility. These systems are often dispersed and provide services to a limited number of customers. The Utility essentially subsidizes these satellite water systems operations which strains the Utility's limited resources and manpower. Therefore, the Tribe needs to adopt policies that address appropriate circumstances and outline conditions for when and how the Utility will accept responsibility for private water systems.

## **Water Pressure and Fire Flow**

A measure of water service adequacy is water pressure at the tap. A minimum of 30 pounds per square inch is generally recommended for domestic water service. The decrease of water pressure is often caused by either an inadequate water supply, restrictions in flow due to inadequate size of the main pipeline, or by reservoir water levels and storage tank elevation.

Another critical characteristic of the water supply system is the rate of fire flow. Fire flow is the amount of water needed to fight fires and is measured at fire hydrants. The fire flow requirement is based on the type of development that needs fire protection. Single-family residential developments can be adequately served by 800 to 1,000 gpm while commercial and industrial developments can require up to 2,500 gpm or more. The fire flow requirement from the system can be lowered if structures have automatic sprinkler or other fire suppression systems.

Fire flow is the result of line size as well as elevation and water level of the reservoir supplying the line. The higher the reservoir supplying the system is located relative to the point of use, the greater the water pressure will be. Land use maps are used in conjunction with engineering criteria in utility planning to determine what level of fire flow will be required in various areas.

## **Sewer System**

Sewage on the Reservation is collected and treated either in utility systems, private systems, or individual septic fields. The Tulalip Utility Authority operates and maintains a municipal sewer service which currently has approximately 958 service connections - comparatively fewer than its larger network (1,500 – 1,600) of municipal water service connections. **Map 8-3** shows the current sewer utility systems, including the Marysville sewer system that extends onto the Reservation.

Quil Ceda Village maintains a Utility Department to provide municipal sewer service within the Village. Membrane Biological Reactor (MBR) technology is used to treat sewage waste from commercial tenants located within the Village between 88th Street Northeast and 116th Street Northeast. The Quil Ceda Village MBR plant is currently treating an average of 150,000 gallons per day. The current discharge limitations of 250,000 gallons per day are set by an Environmental Protection Agency permit. The total

capacity of the current MBR facility is four million gallons per day of treated wastewater effluent. In the future, the MBR system in QCV will be accepting domestic wastewater from the surrounding community along 27<sup>th</sup> Avenue Northeast.

Due to the success of the Quil Ceda Village MBR facility, another MBR facility was built near John Sam Lake to serve residential housing development. Though it currently serves only three homes, future operations of this MBR facility will service more homes in the area.

Sewer utilities are sensitive to service density because of the high cost of treatment. It is difficult to efficiently maintain a sewer treatment plant and system with a modest customer base. Low densities of development make the cost per service even greater. Overall Reservation development is fairly low-density and not currently centralized so alternatives of centralized sewer systems should be investigated. A study of both current and future sewer collection and treatment needs to be prepared that focuses on the most effective and efficient investment to serve anticipated development.

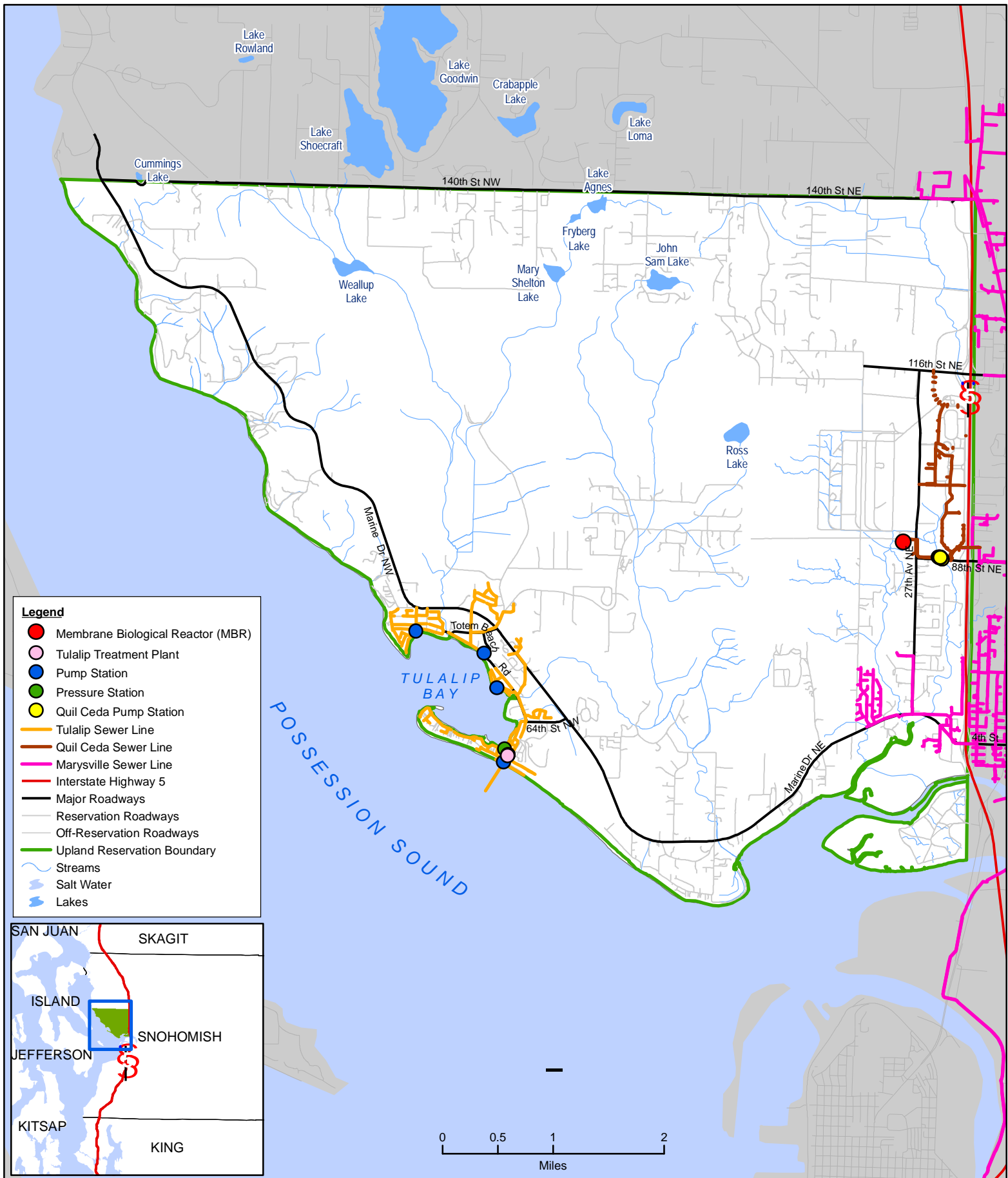
### **On-site Collection**

A prevalent method of residential sewage treatment on the Reservation is by on-site septic fields. As was discussed in the Environment Chapter, most of the soils on the Reservation are less than ideal for septic tank and drain fields and so many tanks have failed. This has led to contamination of surface and ground waters, in some cases near active wells. It is crucial to the health of Reservation residents and to the ecology of the Reservation that the location, construction, and maintenance of septic systems be regulated by the Tribe. It is crucial to the Tribe to have a plan in place to address failed and abandoned septic fields.

### **Stormwater**

Stormwater for the purposes of this Plan refers to rainfall, snowmelt, or irrigation water that runs off of surfaces (roofs, roads, parking lots, driveways, developed lots, landscaped areas, etc) and is subject to contamination from human activities. Stormwater management is significant to the quantity and quality of the Reservation's surface and groundwater resources. As the Reservation increases in levels of urban development and density, more land is converted from forested conditions to impervious surface and urban land uses. These conditions contribute to increased stormwater loads and pollution generating activities.

Clearing of native vegetation, increases in impervious surfaces, removal and/or compaction of native topsoil during construction, loss of natural storage areas, and diversion of surface waters from their natural drainage systems, contribute to accelerated sedimentation and deteriorated water quality in streams, estuaries, and coastal waters of the Reservation. The Tribal Water Quality Program examines water pollution sources and water quality management. The major areas of high stormwater pollution identified through this program include Quil Ceda Creek, the marine waters off Priest Point, Tulalip Bay, and Ebey Slough.



## Map 8-3 Existing Sewer System





*(this page intentionally left blank)*

Much of the Reservation's groundwater aquifer recharge is through the central watershed areas, which are largely forested. However, some development has been occurring around the fringes of these watershed areas, which negatively impacts the recharge of the Aquifer. Removal of native vegetation and topsoil from the landscape eliminates the natural ability of the land to buffer heavy or sustained precipitation events and to infiltrate water into the soil and groundwater table.

Stormwater facilities are often associated with road rights-of-way. Natural waters such as streams and wetland corridors are often associated with these stormwater facilities which are often integrated into the stream network or wetland network. In addition, some channeled streams and wetland drainages are mis-identified as "stormwater features" and are maintained to the detriment of the stream and/or wetland.

Maintenance responsibility for stormwater facilities within rights-of-way depends mainly on right-of-way ownership. Generally, the larger roads, such as Marine Drive, Totem Beach Road, and 140<sup>th</sup> Street, are County maintained, and have County drainage facilities. Roads in Quil Ceda Village are Tribally-owned, as are many of the smaller roads on the Reservation. There is also a network of private roads, many of which do not have formal drainage or water quality treatment systems.

**Map 8-4** depicts stormwater catch basins for roadways. The map is part of a drainage system inventory on the Reservation. **Map 8-5** depicts drainage points, which mark pipe and detention facility locations in the County drainage system, and other facilities. **Map 8-6** depicts ditch points, which identify County roadside ditches, berms, bioswales and conveyance swales: all forms of passive stormwater collection and distribution.

## **Electricity**

Electricity service is provided on the Reservation by Snohomish County Public Utilities District (PUD). The electrical distribution network consists of medium-voltage power lines, transformers, and electrical meters. There are also two electrical substations on the Reservation. The majority of the electrical service is above ground along power poles within the public right-of-way, but some electrical utilities have been under-grounded – especially in the Quil Ceda Village area. The PUD is a municipal corporation of the state of Washington.

## **Telecommunications**

Land-line telephone services on the Reservation are provided by Verizon Northwest and Tulalip Data Services. Wireless carriers are provided by a host of companies that extend wireless service areas over the Reservation. Cable television and Internet on the Reservation are provided by Tulalip Broadband – a Tribally-owned and operated entity. Internet services are also provided by Verizon which has "dial-up" and digital subscriber line services which are both transmitted over phone lines and available to residents and

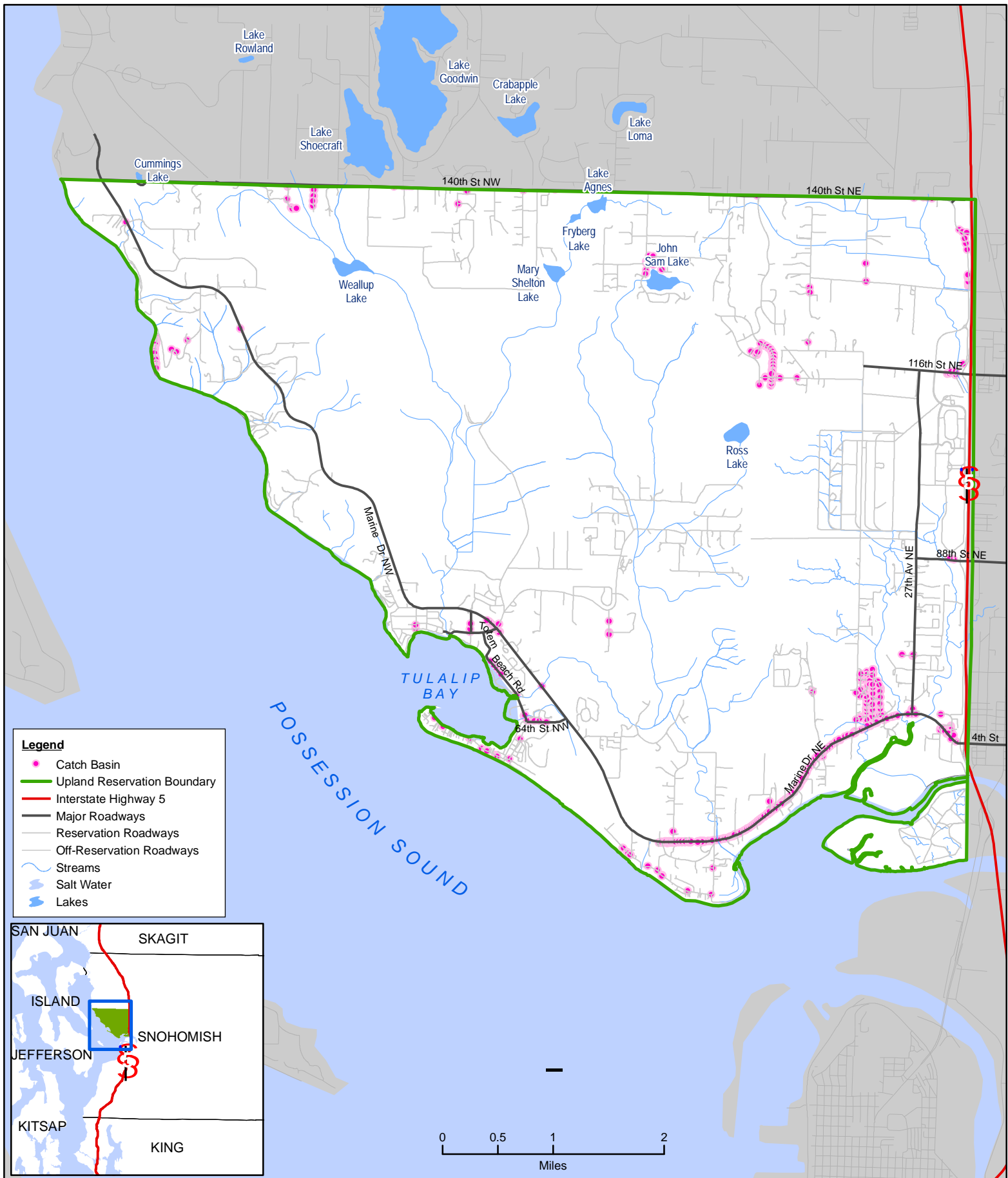
employers. Satellite television service is provided by numerous purveyors on the Reservation.

### **Solid Waste and Recycling**

Solid waste and recycling services are offered by two companies on the Reservation, as well as the Tulalip Tribes. Curbside collection service for solid waste and recycling is offered by Waste Management to residential, commercial, and industrial properties on the Reservation. Shelco operates a solid waste transfer station at Rainwater Road (19<sup>th</sup> Avenue Northeast) on Trust property under contract with the Tulalip Tribes. The Tulalip Tribes offer solid waste and recycling collection service to Tribal Elders, Tribal housing developments, and Tribal governmental buildings which is sent to the transfer station.

### **Natural Gas**

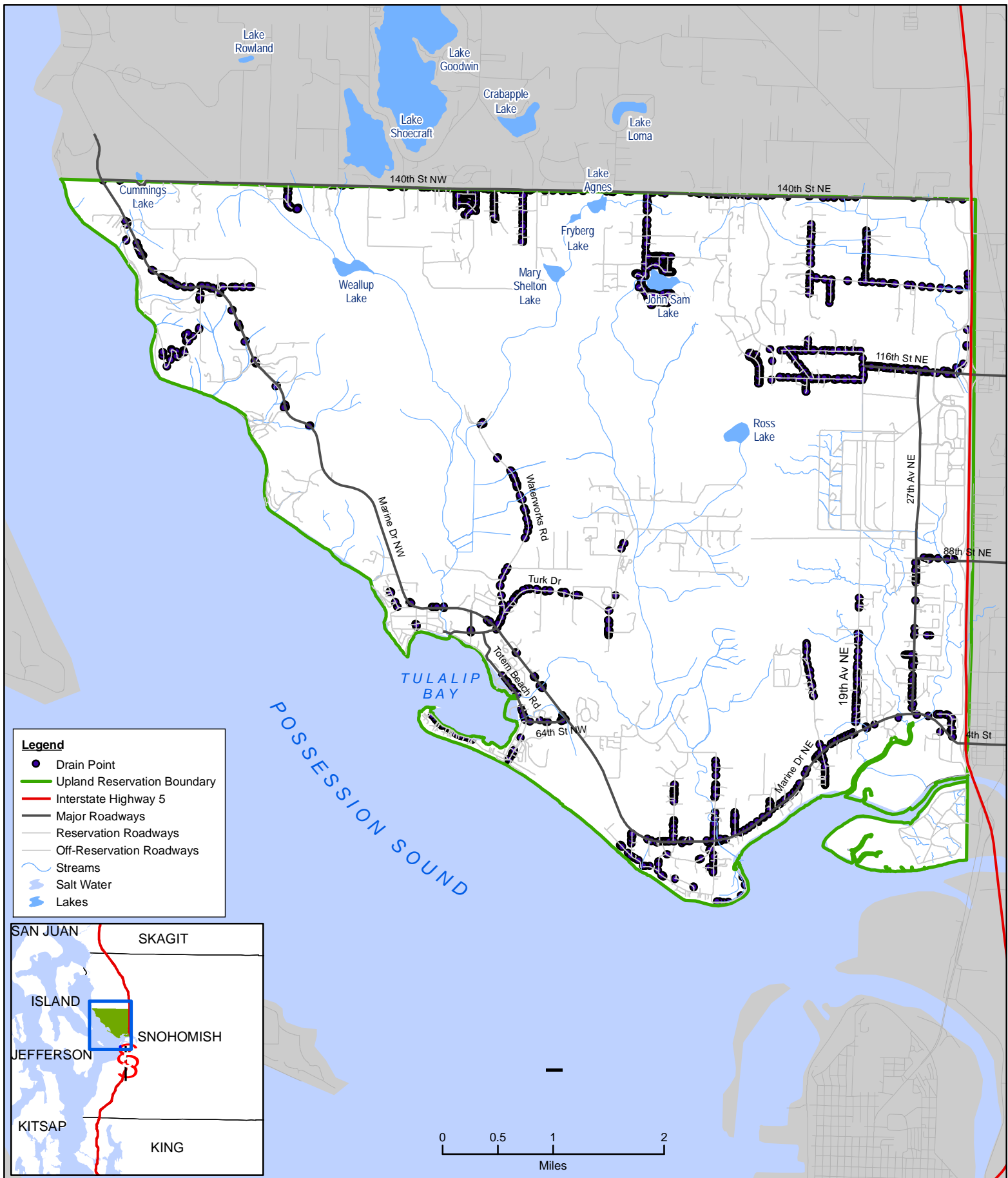
Natural gas service is available on the Reservation. The Reservation's purveyor of natural gas, Puget Sound Energy, has installed gas lines through parts of the Reservation. These gas lines were recently installed along 27<sup>th</sup> Avenue Northeast, 88<sup>th</sup> Street Northeast, and 116<sup>th</sup> Street Northeast and primarily service the Quil Ceda Village area. At the south end of 27<sup>th</sup> Ave NE, the gas line continues east to the Reservation boundary. There is also natural gas service along the northern boundary of the Reservation at Firetrail Road (140<sup>th</sup> Street Northeast).



## Map 8-4 Stormwater Utilities Catch Basins



*(this page intentionally left blank)*



## Map 8-5 Stormwater Utilities Drain Points



Tulalip Data Services  
(360) 716-5157  
gis@tulaliptribes-nsn.gov  
Oct 17, 2008

Disclaimer:  
Tulalip Data Services (TDS) provides this data "as is."  
TDS does not make any guarantees or warranties concerning  
the accuracy of the information contained in the geographic data.  
TDS assumes no liability or responsibility for errors or inaccuracies.

Data Source:  
Tulalip Tribes Community Development,  
Snohomish County Public Works Dept.

Map Path: M:\GISData\Maps\Tulalip\Project\CompPlan\2008\10-17-08\8-5\_StormwaterDrainPt\_Oct08.mxd

*(this page intentionally left blank)*



## Map 8-6 Stormwater Utilities Ditch Points



Tulalip Data Services  
(360)716-5157  
gis@tulaliptribes-nsn.gov  
Oct 17, 2008

**Disclaimer:**  
Tulalip Data Services (TDS) provides this data "as is."  
TDS does not make any guarantees or warranties concerning  
the accuracy of the information contained in the geographic data.  
TDS assumes no liability or responsibility for errors or inaccuracies.

**Data Source:**  
Tulalip Tribes Community Development,  
Snohomish County Public Works Dept.

Map Path: M:\GISData\Maps\Tulalip\Project\CompPlan\2008\10-17-08\8-6\_StormwaterDitchPt\_Oct08.mxd



*(this page intentionally left blank)*

## **Utilities Goals and Policies**

**GOAL UT 1:**      **Provide and maintain adequate water and sewer capacity and efficient utilities services to accommodate existing development and anticipated future growth.**

Policy UT 1-1:      Maintain an inventory of existing capital utilities for operation and maintenance, including locations and capacities of the systems.

Policy UT 1-2:      Continue timely expansion and replacement of utility infrastructure in order to meet the projected population and employment growth.

Policy UT 1-3:      Provide adequate sewer capacity and sufficient quantities of potable water at adequate pressures to meet present and future needs.

Policy UT 1-4:      Support improvements and expansion of electricity, cable, telecommunications, and natural gas services throughout the Reservation by undergrounding where physically and financially feasible.

Policy UT 1-5:      Continue coordination with other jurisdictions in water supply and distribution planning.

**GOAL UT 2:**      **Provide utility services in a safe and environmentally sound manner to protect public health and environmental quality.**

Policy UT 2-1:      Encourage the design, location, construction, operation, and relocation of utility systems in a cost effective manner.

Policy UT 2-2:      Facilitate the proper care and maintenance of septic systems to protect environmental quality and public health.

Policy UT 2-3:      Implement and promote water conservation measures through water service metering, water reutilization, and water recycling.

Policy UT 2-4:      Extend water lines and sewer lines to high density residential areas to retire private wells and septic systems.

Policy UT 2-5:      Promote co-location of utility lines or joint use of utility corridors by private and public utilities whenever possible to limit environmental impact.

**GOAL UT 3:**        **Establish and administer a regulatory scheme for utilities services including programs, processes, regulations, and standards.**

Policy UT 3-1:        Adopt water and sewer system improvement plans to serve anticipated development.

Policy UT 3-2:        Develop a program to transfer community and individual water and sewer systems to existing Tulalip Utilities systems.

Policy UT 3-3:        Ensure that water and sewer extensions, drinking water quality, and water pressure for fire protection meet industry standards.

Policy UT 3-4:        Continue to develop a Tribal recycling program to reduce waste disposal and limit environmental impacts



Tulalip Tribal Health Clinic

## **CHAPTER 9: GOVERNMENTAL FACILITIES AND SERVICES**

### **Background**

The Tulalip Tribes strives to provide housing, jobs, educational opportunities, health service, Elder care, youth activities, family services, cultural and spiritual activities, natural resources management, as well as safety and security for the Reservation Community. Governmental facilities and services play an important role to health, safety, and general welfare to residents and visitors of the Reservation. They include the facilities such as the health clinic where people seek medical attention, the fire and police stations that keep Reservation residents and visitors safe, and the shelters that provide a place to stay for those in need. In addition, various services are provided by other agencies and districts – such as the Washington State Patrol, Snohomish County Sheriff, Marysville School District, Snohomish County Health District, and various fire districts. Together, all of the governmental facilities and services work to provide a high quality-of-life and meet the needs of Reservation residents. Fire districts on the Reservation are shown on **Map 9-1**.

There are connections and relationships between all governmental facilities and population growth whether the facilities are necessary to support development or not. The projected growth and distribution of population and employment over the next 20-years is the primary driver of governmental facility needs. These projections determine the amount of additional urban land and the public infrastructure for which planning is needed. Use of the projections in all elements of the Plan guarantees internal consistency. Most of the facility needs identified in this Chapter are relatively unaffected by variations in land use pattern.

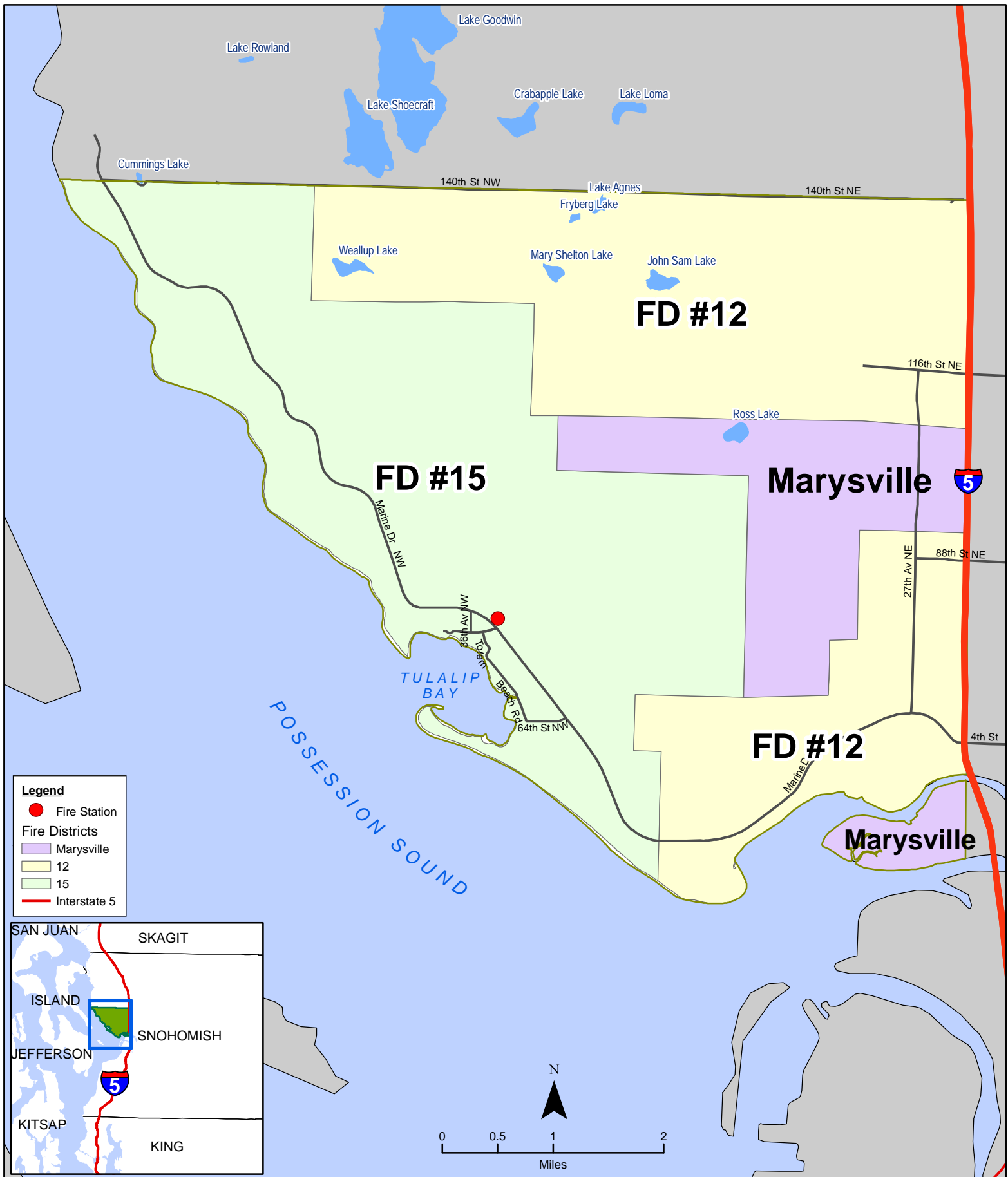
While there are some facilities and services out of the direct purview of the Tribe, the facilities and services the Tribe does direct should be planned for. The Tribe may, in the future, adjust either the level-of-service standards and/or the facility service guidelines identified for planning purposes for other elements, thereby providing a means to achieve balance and fiscal realism in the financing program. Adjustments of service levels are made through amendments to a capital facilities plan. The Tribe does not yet have this type of plan officially adopted.

The fundamental principles of having governmental facilities and services are as follows:

- Public facilities should be planned to support projected population growth and land use patterns.
- Levels-of-service standards of public facilities and services should be designed to support development and periodically reassessed to determine the need for future public facilities.
- Facilities needed for urban areas should be distinguished from those necessary for rural development. Facilities also should be provided in an efficient and cost-effective manner reflecting the different levels of demands, prioritization between those facilities and services, costs of serving low density areas, and limited funding resources.
- Public facility expansion should be financed, in part, from revenues generated by new development as it occurs and contributes to the demand for such expansion.

Tribal facilities and services for which the Tribe should plan include:

- General government
- Health and human services
- Tribal police
- Tribal court
- Public education



## Map 9-1 Fire Districts



*(this page intentionally left blank)*

- Transportation
- Stormwater management
- Sanitary sewer
- Public water supply
- Solid waste disposal
- Parks and recreation

Together, these planning principles and Tribal facilities and services should inform a Tribal capital facilities plan for the Reservation that coordinates population growth and identifies present and future needs with provisions to meet those needs.

### **Capital Facilities Plan**

Capital facilities are built infrastructure and can be in the form of buildings, utilities, roads, parks, or any other constructed form. Typically these also have a longer life (i.e. 20 years or longer) and greater cost than non-capital works. A Capital Facilities Plan (CFP) is a mechanism the Tribe can use to identify its physical investment needs. The CFP is a long-range 20-year plan and contains detailed information concerning the inventory of existing facilities and projection of future facility needs. Comparing projected growth in demand with existing facilities clarifies the need for facilities to accommodate future growth. With a CFP, the Tribe can plan for improvements in a predictable way.

Capital investments are usually large enough that they can take multiple years to plan and construct. Because of the large cost, it also requires revenue and budgetary planning to identify and accumulate adequate funds to finance construction. Another feature that many capital facilities share is that they require long-term maintenance and sometimes are on a replacement schedule as they are part of a larger system. Only major investments, which are needed by the Tribe over the long-term, are included in a CFP.

### **Capital Improvement Program**

Whereas a Capital Facilities Plan is a long-term 20-year plan, a Capital Improvement Program (CIP) has a short-term 5- to 6-year planning horizon and is directly tied to expected financing to pay for capital improvements. A CIP is an action-oriented implementation program of capital projects such as buildings, water and sewer facilities, landfills, and parks. Transportation facilities are usually included in a Transportation Improvement Program.



A CIP systematically ties together proposed projects to evaluate project timing, location, and financing. Through a CIP, communities prioritize projects in light of finite resources and tradeoffs between competing project needs and financial realities can be realized.

Capital improvement programming matches investment needs with potential revenue sources that may be available. Revenue sources include the General Fund, real estate taxes, other taxes and funds, bonds, as well as grants and loans from various agencies. All of these sources of revenue would be identified in a CIP. Through a CIP, clarity is added to capital facilities budgeting so that necessary tradeoffs of decisions on infrastructure investment and better understood. There will always be more demand for investments in the community than there are revenues to cover those costs, so there will always be competing needs for limited capital.

A Capital Improvement Program typically implements the longer-term Capital Facilities Plan. A CIP should also link to the Comprehensive Plan to ensure consistency. A CIP typically involves coordination between many governmental departments to ensure all expected projects and financing sources are identified.

Creating a Capital Improvement Program typically involves the following steps:

1. An inventory of potential projects including cost estimates submitted by governmental departments
2. Criteria development for project evaluation
3. Analysis of these project requests and initial prioritization
4. Investigation of financing capabilities relating to projects
5. Review the schedule of projects from the Capital Facilities Plan for comparison and to consider interrelationships
6. Project selection from the long-range schedule for short-term action
7. Formal adoption of the Program

## **Governmental Facilities and Services Goals and Policies**

**Goal GF 1:**            **Ensure public facilities and services are adequate to support existing and proposed development.**

Policy GF 1-1:        Prepare, adopt, and maintain a Capital Facilities Plan and Capital Improvement Program that evaluate and prioritize capital projects, designate funding sources, and schedule projects.

Policy GF 1-2:        Give consideration to projects that eliminate current capital facilities deficiencies, encourage full use of existing facilities, or replace obsolete facilities.

Policy GF 1-3:        Ensure that all capital improvements, and siting of governmental facilities and services, are consistent with the Comprehensive Plan.

**Goal GF 2:**            **Establish and maintain appropriate Level-of-Service Standards for public utilities and facilities to serve and direct growth areas.**

Policy GF 2-1:        Encourage extension of facilities and services to high density residential areas.

Policy GF 2-2:        Continue phasing construction and financing of public facilities, utilities, and services to maintain appropriate Level of Service.

**Goal GF -3:**            **Create cooperative planning and shared development of facilities for efficient and effective delivery of services.**

Policy GF 3-1:        Coordinate with Quil Ceda Village and Tribal departments to schedule and upgrade facilities efficiently, and to maximize cost savings.

Policy GF 3-2:        Collaborate with local governments and agencies to support public health, safety, and welfare resulting in more effective delivery of services.

*(this page intentionally left blank)*



Alpheus “Gunny” Jones  
Baseball Field

## **CHAPTER 10: OPEN SPACE, PARKS, AND RECREATION**

### **Background**

The benefits of a vibrant open space, parks, and recreation system include human health and well being, habitat conservation, ecological vitality, and cultural protection.

The 1994 Tulalip Comprehensive Plan did not have a chapter devoted to open space, parks, and recreation. The 1994 Plan did, however, establish a Recreation land use designation which included the Port Susan Camping Club and an adjacent parcel (900 acres), Battle Creek Golf Course (160 acres), and the proposed Tulalip Golf Course (210 acres). The 1994 Plan also created a land use designation for recreation, identifying tracts over 20 acres in size that had a recreational purpose, and leaving smaller recreation facilities without special designation. Because of the recognized need of creating goals and policies specifically addressing parks and recreation and the need for a wider

spectrum of parks and recreation opportunities; the Open Space, Parks, and Recreation chapter has been added to the 2008 update of the Comprehensive Plan.

Providing varied passive and active parks and recreation opportunities is essential to the Reservation Community. Parks and recreation needs vary as widely as the residents of the Reservation. Each person has unique parks and recreation needs and recreate in many different ways. For this reason, many types of parks and recreation opportunities are necessary to meet the needs of the Reservation Community. Some people will solely use ball fields, while others will only hike and be interested in a trail network. There are a host of potential recreational opportunities available. It is imperative to identify what Reservation residents and visitors value and how they would prefer to access and use recreational resources.

Aside from recreational needs, the value of protecting natural areas of cultural, historical, and ecological significance is paramount to the Tribe. The past subsistence-based economy of the Coast Salish peoples depended upon the stewardship of limited natural resources. Although in a different context, the need for ecological protection continues today. Due to the increased development pressures on the Reservation, the need to protect natural areas has become more pronounced.

Preserving wild spaces on the Reservation also benefits rare plant, bird, and wildlife species. Maintaining links between open space areas is important to prevent isolation of habitats. Habitat areas that remain connected can better support species dependent upon an interconnected web of habitat corridors. The more diverse the habitat area, the healthier and more resilient it will be.

Open space is generally land and water areas retained for use as active or passive recreation areas or for resource protection in an essentially undeveloped state. Open space includes areas for parks, recreation opportunities, natural resources lands, wildlife areas, and sensitive areas. Preserving these areas from development is an important component to the conservation of lands on the Reservation.

Once parks and recreation facilities have been established on the Reservation, continued maintenance is imperative for their function and enjoyment. The intensiveness of maintenance required is dependent upon the recreation facility. For example, an equestrian trail is left in largely natural condition so requiring little maintenance relative to a sports complex which requires constant attention to ensure that the facilities are operating as they are intended. For the Tulalip Tribes, the Maintenance Department of the Public Works Division is charged with ensuring that parks, recreation, and open space areas are kept in great condition. The value of parks, recreation, and open space areas is amplified when they are treated as a community asset.

A key to planning for parks and recreation on the Reservation is the acquisition and appropriation of land to these uses. The Tribe acquires lands when the right opportunities arise. When considering future acquisitions, the Tribe should weigh the potential value of the land for meeting future demand of open space, parks, and recreation for the

Reservation Community. Identifying the process for land acquisition and targeting of those lands for open space, parks, and recreation can be achieved through a land acquisition plan. Acquisition is also an issue that will be addressed through the Parks, Recreation, and Open Space Plan.

## **Parks, Recreation, and Open Space Plan**

The Tulalip Tribes recognizes the need for a Parks, Recreation, and Open Space Plan for the Tulalip Reservation. This plan could include the following key elements:

- **Inventory**  
The inventory should include the types, purposes, sizes, and service areas of all parks and recreation opportunities existing within the exterior boundaries of the Tulalip Reservation. Although park use of residents of the Reservation may extend beyond the exterior boundaries, the inventory will include what is available only on the Reservation. This component is an evaluative tool used to assess current conditions of park, recreation, and open space within the exterior boundaries of the Reservation.
- **Level-of-Service Standards**  
Level-of-service standards establish the number of people that are being served by present and future parks and recreation facilities. These standards are established by expected use of parks and recreation facilities and geographical extent of “service sheds” around these facilities. They are quantified as a ratio of acres/1000 population and present the minimum ground space required for specified parks and recreation facilities.
- **Projecting Future Demand**  
This plan should project demand for parks and recreation for a 20-year period. At present, there are few parks and recreation opportunities for these Reservation residents.
- **Intergovernmental Coordination**  
Examine the possibility of providing regional approaches to meeting park needs in the future. This coordination could include State, Snohomish County, and local governments.
- **Participatory Planning**  
The planning process should include public input throughout the planning process in a meaningful way. The public are the users and benefactors of the park system so should significantly influence how park planning is developed on the Reservation.

## **Open Space, Parks, and Recreation Goals and Policies**

### **Goal PR 1:**            **Protect and manage Reservation resources for their recreational benefits.**

Policy PR 1-1:            Conserve and enhance natural, cultural, and scenic resources by developing low-impact and cluster development, and designating non-invasive recreational areas.

Policy PR 1-2:            Develop parks, recreation, and open space areas including corridors and trail networks that protect watersheds, shorelines, soils, habitat, and aesthetics from the impacts of development.

Policy PR 1-3:            Locate parks and open space to provide for a variety of outdoor activities that utilize natural processes and unique landscape features.

Policy PR 1-4:            Develop and implement open space standards for integration or separation of complementary or incompatible land uses, community facilities, and resource conservation.

Policy PR 1-5:            Pursue public acquisition of potential parks and other open space lands by utilizing a variety of funding mechanisms.

Policy PR 1-6:            Ensure Tribal access to Reservation tidelands.

### **Goal PR 2:**            **Provide a range of open space, parks, and recreation facilities to meet the needs and interests of Reservation residents and visitors.**

Policy PR 2-1:            Develop a Parks, Recreation, and Open Space Plan with an inventory of existing parks and recreation opportunities, level-of-service standards, and future needs assessment.

Policy PR 2-2:            Encourage that future subdivisions incorporate facilities for neighborhood parks and recreation.

Policy PR 2-3:            Create a diverse mix of active and passive recreation opportunities for all ages.

### **Goal PR 3:**            **Ensure parks, open space areas, and recreation facilities are protected and maintained for present and future generations.**

- Policy PR 3-1:       Ensure that lands designated for parks, recreation, and open space uses are protected.
- Policy PR 3-2:       Promote cooperative efforts, partnership, joint project development, and long range planning with other public agencies and the private sector to create and maintain open space, parks, and recreational areas.
- Policy PR 3-3:       Pursue and encourage public involvement in parks and recreation planning such as advisory boards, workshops, volunteer efforts, and news releases.



*(this page intentionally left blank)*

# **APPENDIX A: THE TREATY OF POINT ELLIOTT, 1855; TULALIP EXECUTIVE ORDER OF 1873; TULALIP CONSTITUTION OF 1934**

Articles of agreement and convention made and concluded at Muckl-te-oh, or Point Elliott, in the territory of Washington, this twenty-second day of January, eighteen hundred and fifty-five, by Isaac I. Stevens, governor and superintendent of Indian affairs for the said Territory, on the part of the United States, and the undersigned chiefs, head-men and delegates of the Dwamish, Suquamish, Sk-kahl-mish, Sam-ahmish, Smalh-kamish, Skope-ahmish, St-kah-mish, Snoqualmoo, Skai-wha-mish, N'Quentl-ma-mish, Sk-tah-le-jum, Stoluck-wha-mish, Sno-ho-mish, Skagit, Kik-i-allus, Swin-a-mish, Squin-ah-mish, Sah-ku-mehu, Noo-wha-ha, Nook-wa-chah-mish, Mee-see-qua-guilch, Chobah-ah-bish, and othe allied and subordinate tribes and bands of Indians occupying certain lands situated in said Territory of Washington, on behalf of said tribes, and duly authorized by them.

## **ARTICLE 1.**

The said tribes and bands of Indians hereby cede, relinquish, and convey to the United States all their right, title, and interest in and to the lands and country occupied by them, bounded and described as follows: Commencing at a point on the eastern side of Admiralty Inlet, known as Point Pully, about midway between Commencement and Elliott Bays; thence eastwardly, running along the north line of lands heretofore ceded to the United States by the Nisqually, Puyallup, and other Indians, to the summit of the Cascade range of mountains; thence northwardly, following the summit of said range to the 49th parallel of north latitude; thence west, along said parallel to the middle of the Gulf of Georgia; thence through the middle of said gulf and the main channel through the Canal de Arro to the Straits of Fuca, and crossing the same through the middle of Admiralty Inlet to Suquamish Head; thence southwesterly, through the peninsula, and following the divide between Hood's Canal and Admiralty Inlet to the portage known as Wilkes' Portage; thence northeastwardly, and following the line of lands heretofore ceded as aforesaid to Point Southworth, on the western side of Admiralty Inlet, and thence around the foot of Vashon's Island eastwardly and southeastwardly to the place of beginning, including all the islands comprised within said boundaries, and all the right, title, and interest of the said tribes and bands to any lands within the territory of the United States.

## **ARTICLE 2.**

There is, however, reserved for the present use and occupation of the said tribes and bands the following tracts of land, viz: the amount of two sections, or twelve hundred and eighty acres, surrounding the small bight at the head of Port Madison, called by the Indians Noo-sohk-um; the amount of two sections, or twelve hundred and eighty acres, on the north side Hwhomish Bay and the creek emptying into the same called Kwilt-seh-da, the peninsula at the southeastern end of Perry's Island, called Shais-quihl, and the

island called Chah-choo-sen, situated in the Lummi River at the point of separation of the mouths emptying respectively into Bellingham Bay and the Gulf of Georgia. All which tracts shall be set apart, and so far as necessary surveyed and marked out for their exclusive use; nor shall any white man be permitted to reside upon the same without permission of the said tribes or bands, and of the superintendent or agent, but, if necessary for the public convenience, roads may be run through the said reserves, the Indians being compensated for any damage thereby done them.

### **ARTICLE 3.**

There is also reserved from out the lands hereby ceded the amount of thirty-six sections, or one township of land, on the northeastern shore of Port Gardner, and north of the mouth of Snohomish River, including Tulalip Bay and the before-mentioned Kwilt-seh-da Creek, for the purpose of establishing thereon an agricultural and industrial school, as hereinafter mentioned and agreed, and with a view of ultimately drawing thereto and settling thereon all the Indians living west of the Cascade Mountains in said Territory. Provided, however, That the President may establish the central agency and general reservation at such other point as he may deem for the benefit of the Indians.

### **ARTICLE 4.**

The said tribes and bands agree to remove to and settle upon the said first above-mentioned reservations within one year after the ratification of this treaty, or sooner, if the means are furnished them. In the mean time it shall be lawful for them to reside upon any land not in the actual claim and occupation of citizens of the United States, and upon any land claimed or occupied, if with the pe-mission of the owner.

### **ARTICLE 5.**

The right of taking fish at usual and accustomed grounds and stations is further secured to said Indians in common with all citizens of the Territory, and of erecting temporary houses for the purpose of curing, together with the privilege of hunting and gathering roots and berries on open and unclaimed lands. Provided, however, That they shall not take shell-fish from any beds staked or cultivated by citizens.

### **ARTICLE 6.**

In consideration of the above cession, the United States agree to pay to the said tribes and bands the sum of one hundred and fifty thousand dollars, in the following manner - - that is to say: For the first year after the ratification hereof, fifteen thousand dollars; for the next two year, twelve thousand dollars each year; for the next three years, ten thousand dollars each year; for the next four years, seven thousand five hundred dollars each years; for the next five years, six thousand dollars each year; and for the last five years, four thousand two hundred and fifty dollars each year. All which said sums of money shall be applied to the use and benefit of the said Indians, under the direction of the President of the United States, who may, from time to time, determine at his discretion upon what

beneficial objects to expend the same; and the superintendent of Indian affairs, or other proper officer, shall each year inform the President of the wishes of said Indians in respect thereto.

## **ARTICLE 7.**

The President may hereafter, when in his opinion the interests of the Territory shall require and the welfare of the said Indians be promoted, remove them from either or all of the special reservations hereinbefore made to the said general reservation, or such other suitable place within said Territory as he may deem fit, on remunerating them for their improvements and the expenses of such removal, or may consolidate them with other friendly tribes or bands; and he may further at his discretion cause the whole or any portion of the lands hereby reserved, or of such other land as may be selected in lieu thereof, to be surveyed into lots, and assign the same to such individuals or families as are willing to avail themselves of the privilege, and will locate on the same as a permanent home on the same terms and subject to the same regulations as are provided in the sixth article of the treaty with the Omahas, so far as the same may be applicable. Any substantial improvements heretofore made by any Indian, and which he shall be compelled to abandon in consequence of this treaty, shall be valued under the direction of the President and payment made accordingly therefor.

## **ARTICLE 8.**

The annuities of the aforesaid tribes and bands shall not be taken to pay the debts of individuals.

## **ARTICLE 9.**

The said tribes and bands acknowledge their dependence on the Government of the United States, and promise to be friendly with all citizens thereof, and they pledge themselves to commit no depredations on the property of such citizens. Should any one or more of them violate this pledge, and the fact be satisfactorily proven before the agent, the property taken shall be returned, or in default thereof, if injured or destroyed, compensation may be made by the Government out of their annuities. Nor will they make war on any other tribe except in self-defence, but will submit all matters of difference between them and the other Indians to the Government of the United States or its agent for decision, and abide thereby. And if any of the said Indians commit depredations on other Indians within the Territory the same rule shall prevail as that prescribed in this article in cases of depredations against citizens. And the said tribes agree not to shelter or conceal offenders against the laws of the United States, but to deliver them up to the authorities for trial.

## **ARTICLE 10.**

The above tribes and bands are desirous to exclude from their reservations the use of ardent spirits, and to prevent their people from drinking the same, and therefore it is

provided that any Indian belonging to said tribe who is guilty of bringing liquor into said reservations, or who drinks liquor, may have his or her proportion of the annuities withheld from him or her for such time as the President may determine.

#### **ARTICLE 11.**

The said tribes and bands agree to free all slaves now held by them and not to purchase or acquire others hereafter.

#### **ARTICLE 12.**

The said tribes and bands further agree not to trade at Vancouver's Island or elsewhere out of the dominions of the United States, nor shall foreign Indians be permitted to reside in their reservations without consent of the superintendent or agent.

#### **ARTICLE 13.**

To enable the said Indians to remove to and settle upon their aforesaid reservations, and to clear, fence, and break up a sufficient quantity of land for cultivation, the United States further agree to pay the sum of fifteen thousand dollars to be laid out and expended under the direction of the President and in such manner as he shall approve.

#### **ARTICLE 14.**

The United States further agree to establish at the general agency for the district of Puget's Sound, within one year from the ratification hereof, and to support for a period of twenty years, an agricultural and industrial school, to be free to children of the said tribes and bands in common with those of the other tribes of said district, and to provide the said school with a suitable instructor or instructors, and also to provide a smithy and carpenter's shop, and furnish them with the necessary tools, and employ a blacksmith, carpenter, and farmer for the like term of twenty years to instruct the Indians in their respective occupations. And the United States finally agree to employ a physician to reside at the said central agency, who shall furnish medicine and advice to their sick, and shall vaccinate them; the expenses of said school, shops, persons employed, and medical attendance to be defrayed by the United States, and not deducted from the annuities.

#### **ARTICLE 15.**

This treaty shall be obligatory on the contracting parties as soon as the same shall be ratified by the President and Senate of the United States.

In testimony whereof, the said Isaac I. Stevens, governor and superintendent of Indian affairs, and the undersigned chiefs, headmen, and delegates of the aforesaid tribes and bands of Indians, have hereunto set their hands and seals, at the place and on the day and year hereinbefore written.

Issac I. Stevens, Governor and Superintendent. (L.S.)

Seattle, Chief of the Dwamish and Suquamish tribes, his x mark. (L. S.)

Pat-ka-nam, Chief of the Snoqualmoo, Snohomish and other tribes, his x mark. (L.S.)

Chow-its-hoot, Chief of the Lummi and other tribes, his x mark. (L. S.)

Goliah, Chief of the Skagits and other allied tribes, his x mark. (L.S.)

Kwallattum, or General Pierce, Sub-chief of the Skagit tribe, his x mark. (L.S.)

S'hootst-hoot, Sub-chief of Snohomish, his x mark. (L.S.)

Snah-talc, or Bonaparte, Sub-chief of Snohomish, his x mark. (L.S.)

Squush-um, or The Smoke, Sub-chief of the Snoqualmoo, his x mark. (L.S.)

See-alla-pa-han, or The Priest, Sub-chief of Sk-tah-le-jum, his x mark. (L.S.)

He-uch-ka-nam, or George Bonaparte, Sub-chief of Snohomish, his x mark. (L.S.)

Tse-nah-talc, or Joseph Bonaparte, Sub-chief of Snohomish, his x mark. (L.S.)

Ns'ski-oos, or Jackson, Sub-chief of Snohomish, his x mark. (L.S.)

Wats-ka-lah-tchie, or John Hobtsthoot, Sub-chief of Snohomish, his x mark. (L.S.)

Smeh-mai-hu, Sub-chief of Skai-wha-mish, his x mark. (L.S.)

Slat-eah-ka-nam, Sub-chief of Snoqualmoo, his x mark. (L.S.)

St'hau-ai, Sub-chief of Snoqualmoo, his x mark. (L.S.)

Lugs-ken, Sub-chief of Skai-wha-mish, his x mark. (L.S.)

S'heht-soolt, or Peter, Sub-chief of Snohomish, his x mark. (L.S.)

Do-queh-oo-satl, Snoqualmoo tribe, his x mark. (L.S.)

John Kanam, Snoqualmoo sub-chief, his x mark. (L.S.)

Klemsh-ka-nam, Snoqualmoo, his x mark. (L.S.)

Ts'huahntl, Dwa-mish sub-chief, his x mark. (L.S.)

Kwuss-ka-nam, or George Snatelum, Sen., Skagit tribe, his x mark. (L.S.)

Hel-mits, or George Snatelum, Skagit sub-chief, his x mark. (L.S.)

S'kwai-kwi, Skagit tribe, sub-chief, his x mark. (L.S.)

Seh-lek-qu, Sub-chief Lummi tribe, his x mark. (L.S.)

S'h'-cheh-oos, or General Washington, Sub-chief of Lummi tribe, his x mark. (L.S.)

Whai-lan-hu, or Davy Crockett, Sub-chief of Lummi tribe, his x mark. (L.S.)

She-ah-delt-hu, Sub-chief of Lummi tribe, his x mark. (L.S.)

Kwult-seh, Sub-chief of Lummi tribe, his x mark. (L.S.)

Kwull-et-hu, Lummi tribe, his x mark. (L.S.)

Kleh-kent-soot, Skagit tribe, his x mark. (L.S.)

Sohn-heh-ovs, Skagit tribe, his x mark. (L.S.)

S'deh-ap-kan, or General Warren, Skagit tribe, his x mark. (L.S.)

Chul-whil-tan, Sub-chief of Suquamish tribe, his x mark. (L.S.)

Ske-eh-tum, Skagit tribe, his x mark. (L.S.)

Patchkanam, or Dome, Skagit tribe, his x mark. (L.S.)

Sats-Kanam, Squin-ah-nush tribe, his x mark. (L.S.)

Sd-zo-mahtl, Kik-ial-lus band, his x mark. (L.S.)

Dahtl-de-min, Sub-chief of Sah-ku-meh-hu, his x mark. (L.S.)

Sd'zek-du-num, Me-sek-wi-guilse sub-chief, his x mark. (L.S.)

Now-a-chais, Sub-chief of Dwamish, his x mark. (L.S.)

Mis-lo-tche, or Wah-hehl-tchoo, Sub-chief of Suquamish, his x mark. (L.S.)

Sloo-noksh-tan, or Jim, Suquamish tribe, his x mark. (L.S.)

Moo-whah-lad-hu, or Jack, Suquamish tribe, his x mark. (L.S.)

Too-leh-plan, Suquamish tribe, his x mark. (L.S.)

Ha-seh-doo-an, or Keo-kuck, Dwamish tribe, his x mark. (L.S.)

Hoovilt-meh-tum, Sub-chief of Suquamish, his x mark. (L.S.)

We-ai-pah, Skaiwhamish tribe, his x mark. (L.S.)

S'ah-an-hu, or Hallam, Snohomish tribe, his x mark. (L.S.)

She-hope, or General Pierce, Skagit tribe, his x mark. (L.S.)

Hwn-lah-lakq, or Thomas Jefferson, Lummi tribe, his x mark. (L.S.)

Cht-simpt, Lummi tribe, his x mark. (L.S.)

Tse-sum-ten, Lummi tribe, his x mark. (L.S.)

Klt-hahl-ten, Lummi tribe, his x mark. (L.S.)

Kut-ta-kanam, or John, Lummi tribe, his x mark. (L.S.)

Ch-lah-ben, Noo-qua-cha-mish band, his x mark. (L.S.)

Noo-heh-oos, Snoqualmoo tribe, his x mark. (L.S.)

Hweh-uk, Snoqualmoo tribe, his x mark. (L.S.)

Peh-nus, Skai-whamish tribe, his x mark. (L.S.)

Yim-ka-dam, Snoqualmoo tribe, his x mark. (L.S.)

Twooi-as-kut, Skaiwhamish tribe, his x mark. (L.S.)

Luch-al-kanam, Snoqualmoo tribe, his x mark. (L.S.)

S'hoot-kanam, Snoqualmoo tribe, his x mark. (L.S.)

Sme-a-kanam, Snoqualmoo tribe, his x mark. (L.S.)

Sad-zis-keh, Snoqualmoo, his x mark. (L.S.)

Heh-mahl, Skaiwhamish band, his x mark. (L.S.)

Charley, Skagit tribe, his x mark. (L.S.)

Sampson, Skagit tribe, his x mark. (L.S.)



John Taylor, Snohomish tribe, his x mark. (L.S.)

Hatch-kwentum, Skagit tribe, his x mark. (L.S.)

Yo-i-kum, Skagit tribe, his x mark. (L.S.)

T'kwa-ma-han, Skagit tribe, his x mark. (L.S.)

Sto-dum-kan, Swinamish band, his x mark. (L.S.)

Be-lole, Swinamish band, his x mark. (L.S.)

D'zo-lole-gwam-hu, Skagit tribe, his x mark. (L.S.)

Steh-shail, William, Skaiwhamish band, his x mark. (L.S.)

Kel-kahl-tsoot, Swinamish tribe, his x mark. (L.S.)

Pat-sen, Skagit tribe, his x mark. (L.S.)

Pat-teh-us, Noo-wha-ah sub-chief, his x mark. (L.S.)

S'hoolk-ka-nam, Lummi sub-chief, his x mark. (L.S.)

Ch-lok-suts, Lummi sub-chief, his x mark. (L.S.)

Executed in the presence of us - -

M. T. Simmons, Indian agent.

C. H. Mason, Secretary of Washington Territory.

Benj. F. Shaw, Interpreter.

Chas. M. Hitchcock.

H. a. Goldsborough.

George Gibbs.

John H. Scranton.

Henry D. Cock.

S. S. Ford, jr.

Orrington Cushman.

Ellis Barnes.

R. S. Bailey.

S. M. Collins.

Lafayette Balch.

E. S. Fowler.

J. H. Hall.

Rob't Davis.

S. Doc. 319, 58-2, vol 2: 43. Ratified Mar. 8, 1859. Proclaimed Apr. 11, 1859.

*(this page intentionally left blank)*

**SWINOMISH RESERVATION (PERRYS ISLAND).**EXECUTIVE MANSION, *September 9, 1873.*

Agreeable to the within request of the Acting Secretary of the Interior, it is hereby ordered that the northern boundary of the Swinomish Reservation, in the Territory of Washington, shall be as follows, to wit: Beginning at low-water mark on the shore of Similk Bay at a point where the same is intersected by the north and south line bounding the east side of the surveyed fraction of 9.30 acres, or lot No. 1, in the northwest corner of section 10 in township 34 north, range 2 east; thence north on said line to a point where the same intersects the section line between sections 3 and 10 in said township and range; thence east on said section line to the southeast corner of said section 3; thence north on east line of said section 3 to a point where the same intersects low-water mark on the western shore of Padilla Bay.

U. S. GRANT.

**TULALIP OR SNOHOMISH RESERVATION.**EXECUTIVE MANSION, *December 23, 1873.*

It is hereby ordered that the boundaries of the Snohomish or Tulalip Indian Reservation, in the Territory of Washington, provided for in the third article of the treaty with the Dwamish and other allied tribes of Indians, concluded at Point Elliott, January 22, 1855 (Stats. at Large, vol. 12, p. 928), shall be as follows, to wit: Beginning at low-water mark on the north shore of Steamboat Slough at a point where the section line between sections 32 and 33 of township 30 north, range 5 east, intersects the same; thence north on the line between sections 32 and 33, 28 and 29, 20 and 21, 16 and 17, 8 and 9, 4 and 5, to the township line between townships 30 and 31; thence west on said township line to low-water mark on the shore of Port Susan; thence southeasterly with the line of low-water mark along said shore and the shores of Tulalip Bay and Port Gardner, with all the meanders thereof, and across the mouth of Ebey's Slough to the place of beginning.

U. S. GRANT.

**YAKAMA RESERVATION (FISHERY).**

DEPARTMENT OF THE INTERIOR,

OFFICE OF INDIAN AFFAIRS,

*Washington, November 12, 1892.*

SIR: On the 19th of July last Jay Smith, agent for the Yakama Indians, called attention to the tenth article of the treaty of June 9, 1855 (12 Stats., p. 954), which provides:

"That there is also reserved and set apart from the lands ceded by this treaty, for the use and benefit of the aforesaid confederated tribes and bands, a tract of land not exceeding in quantity one township or 6 miles square, situated at the forks of the Piquouse or Wenatshapam River, and known as the 'Wenatshapam fishery,' which said res-

*(this page intentionally left blank)*



# **CONSTITUTION & BYLAWS FOR THE TULALIP TRIBES OF WASHINGTON**

*(this page intentionally left blank)*

## PREAMBLE

We, the Indians of the Tulalip Tribes, in order to establish a more perfect tribal organization, promote the general welfare, encourage educational progress, conserve and develop our lands and resources, and secure to ourselves and our posterity the power to exercise certain rights of home rule not inconsistent with the Federal, State, and local laws, do ordain and establish this Constitution for the Tulalip Indians.

## ARTICLE I - TERRITORY

The jurisdiction of the Tulalip Tribes shall extend to the territory within the original confines of the Tulalip Reservation as set forth by Executive order of December 23, 1873, in pursuance of Article III of the Treaty of Point Elliott, January 22, 1855 (12 Stat. 927), and to such other lands as may be hereafter added thereto under any law of the United States, except as otherwise provided by law.

## ARTICLE II - MEMBERSHIP

**Section 1.** The membership of the Tulalip Tribes shall consist as follows:

- A.** All persons of Indian blood whose names appear on the census roll of Tulalip Indians as of January 1, 1935; provided, that such roll may be corrected within twenty-five years and three months after approval of this Constitution and Bylaws by the Board of Directors with the approval of the Secretary of the Interior.[2]
- B.** All children born to any member of the Tulalip Tribes who is a resident of the reservation at the time of the birth of said children.

**Section 2.** The Board of Directors shall have the power to promulgate ordinances, subject to review by the Secretary of the Interior, covering future membership and the adoption of new members, making any necessary adjustments of property rights.



## **ARTICLE III - GOVERNING BODY**

**Section 1.** The governing body of the Tulalip Indians shall consist of a council, known as the Tulalip Board of Directors.

**Section 2.** This Board shall consist of seven (7) members duly elected to serve three (3) years, two (2) being elected each year, except that every third year three (3) shall be elected.

**Section 3.** The General Council shall after each regular election select from the members of the Board: (1) a chairman, (2) a vice-chairman, (3) a secretary, (4) a treasurer; and the Board may appoint or employ such other officers and committees as may be deemed necessary.

**Section 4.** The first election of the Board of Directors hereunder shall be called and supervised by the present tribal council at least thirty (30) days after the ratification and approval of this Constitution. There shall be elected three (3) Board members who shall hold office for three (3) years, two (2) Board members who shall serve two (2) years, and two (2) Board members who shall serve one (1) year; and they shall hold office until their successors are duly elected and qualified. After the first election, elections for the Board of Directors shall be called not more than sixty (60) days prior to the expiration of the terms of office of the members of the Board of Directors.

## **ARTICLE IV - ELECTION AND NOMINATION FOR THE BOARD OF DIRECTORS**

**Section 1.** All enrolled members of the Tulalip Tribes eighteen (18) years of age or over and registered to vote, shall have the right to vote. [4] [8]

**Section 2.** The time and places of voting shall be designated by the Board of Directors.

**Section 3.** All elections shall be by secret ballot.

*(Note: Numbers in Brackets [ ] at the end of paragraphs refer to Amendments listed on the last page.)*

**Section 4.** Nominations of candidates for office under this Constitution shall be by petition signed by not less than five (5) legal voters. A voter may sign only one (1) petition. Petitions for nomination shall be filed with the Secretary of the Board of Directors at least thirty (30) days prior to the election for which the candidate makes such petition. The list of qualified candidates shall be posted by the Secretary of the Board of Directors in a public place not less than two (2) weeks prior to the election.

**Section 5.** All elections shall be held in accordance with the rules and regulations laid down by the Board.

## **ARTICLE V - VACANCIES AND REMOVAL FROM OFFICE**

**Section 1.** If a director or official shall die, resign, permanently leave the reservation, or shall be found guilty of a crime or misdemeanor involving dishonesty in any Indian, State, or Federal court, the Board shall declare the position vacant and elect to fill the vacancy until the next general election.[1]

**Section 2.** The Board of Directors may be a two-thirds affirmative vote expel any member for neglect of duty or gross misconduct. Before any vote for expulsion is taken on the matter, such member shall be given an opportunity to answer any and all charges at a designated council meeting; the decision of the tribal council shall be final.

## **ARTICLE VI - POWERS OF THE BOARD OF DIRECTORS**

**Section 1. Enumerated Powers.** The Board of Directors of the Tulalip Indian Reservation shall exercise the following powers, subject to any limitations imposed by the statutes or the Constitution of the United States of America, and subject further to all express restrictions upon such powers contained in this constitution and the attached bylaws and subject to review by the General Council:

- A.** To negotiate with the Federal, State, and local governments on behalf of the Tribe and to advise and consult with the representatives of the Interior Department on all activities of the Department that may affect the Tulalip Reservation.
- B.** To employ legal counsel for the protection and advancement of the rights of the Tulalip Indians, the choice of counsel and fixing of fees to be subject to the approval of the Tribe and of the Secretary of the Interior.
- C.** To approve or veto any sale, disposition, lease, or encumbrance of tribal lands, interests in lands, or other tribal assets which may be authorized or executed by the Secretary of the Interior, the Commissioner of Indian Affairs or any other official or agency of government, provided that tribal lands may be mortgaged or sold as now or hereafter provided by law, with the consent of the Secretary of the Interior on such terms or conditions as the Tulalip Board of Directors may prescribe. [3]
- D.** To advise the Secretary of the Interior with regard to all appropriation estimates or Federal projects for the benefit of the Tulalip Reservation prior to the submission of such estimates to the Bureau of the Budget and to Congress.
- E.** To make assignments of reservation land to members of the Tulalip Tribe in conformity with Article VIII of this Constitution.
- F.** To manage all economic affairs and enterprises of the Tulalip Reservation in accordance with the terms of a charter to be issued to the Tulalip Indians by the Secretary of the Interior.
- G.** To appropriate for salaries of tribal officials or for public purposes of the reservation any available tribal funds, provided that any such appropriation made prior to July 1, 1940, shall be subject to review by the Secretary of the Interior.
- H.** To levy taxes upon members of the Tulalip Tribe and to require to performance of community labor in lieu thereof, and to levy taxes or license fees, subject to review by the Secretary of the Interior, upon non-members doing business within the reservation.

*(Note: Numbers in Brackets [ ] at the end of paragraphs refer to Amendments listed on the last page.)*

- I.** To exclude from the restricted land of the Tulalip Reservation persons not legally entitled to reside therein, under ordinances which shall be subject to review by the Secretary of the Interior.
- J.** To enact resolutions or ordinances not inconsistent with Article II of this Constitution governing adoption and abandonment of membership.
- K.** To promulgate and enforce ordinances, which shall be subject to review by the Secretary of the Interior, governing the conduct of members of the Tulalip Tribes, and providing for the maintenance of law and order and the administration of the justice by establishing a reservation court and defining its duties and powers.
- L.** To safeguard and promote the peace, safety, morals, and general welfare of the Tulalip Reservation by regulating the conduct of trade and the use and disposition of property upon the reservation, provided that any ordinance directly affecting non-members of the Tulalip Tribes shall be subject to review by the Secretary of the Interior.
- M.** To charter subordinate organizations for economic purposes and to regulate the activities of all cooperative associations of members of the Tulalip Tribes.
- N.** To regulate the inheritance of property, real and personal, other than allotted lands within the territory of the Tulalip Reservation, subject to review by the Secretary of the Interior.
- O.** To regulate the domestic relations of members of the tribes, subject to review by the Secretary of the Interior.
- P.** To provide for the appointment of guardians for minors and mental incompetents by ordinance or resolution, subject to review by the Secretary of the Interior.
- Q.** To cultivate and preserve native arts, crafts, culture and Indian ceremonials.
- R.** To adopt resolutions regulating the procedure of the Board itself and of other tribal agencies and tribal officials of the reservation.

*(Note: Numbers in Brackets [ ] at the end of paragraphs refer to Amendments listed on the last page.)*

- S. To delegate to subordinate boards or to cooperative associations which are open to all members of the tribes any of the foregoing powers, reserving the right to review any action taken by virtue of such delegated power.
- T. To make grants of tribal funds per capita to elderly members of the Tribe and to also distribute tribal funds per capita to all enrolled members of the Tribe from the net income of the Tribe over and above the amount necessary to timely defray tribal obligations, which obligations shall include reserve funds and savings accounts. [5] [7]
- U. To regulate by ordinance the exercise of the right to hunt and fish, gather berries, roots, shellfish and other traditional rights and areas, including those heretofore secured to the tribes and bands of the Tulalip Reservation by Article V of the Treaty of Point Elliott (January 22, 1855, 12 Stat. 927) and to enforce the same. [6] [7]
- V. To promulgate ordinances, subject to review by the Secretary of the Interior, providing for the exercise of the power of eminent domain for public uses. No property shall be taken without due process of law without just compensation having been made.[7]

**Section 2. Manner of Review.** Any resolution or ordinance, which by the terms of this Constitution is subject to review by the Secretary of the Interior, shall be presented to the Superintendent of the reservation no later than ten (10) days from its enactment. Within ten (10) days from receipt thereof, the Superintendent shall approve or disapprove the same. [5]

If the Superintendent shall approve any ordinance or resolution, it shall thereupon become effective, but the Superintendent shall transmit a copy of the same, bearing his endorsement, to the Secretary of the Interior, who may, within ninety (90) days from the date of its receipt by him rescind the said ordinance or resolution for any cause by notifying the Board of Directors of such decision, Article V of the Treaty of Point Elliott (January 22, 1855, 12 Stat. 927), and to enforce the same.

If the Superintendent shall refuse to approve any resolution or ordinance duly submitted to him, he shall within ten (10) days after its receipt by him advise the Board of Directors of his reasons therefore. If these reasons appear to the Board insufficient, it may, by a majority vote, refer the ordinance or resolution to the Secretary of the Interior, who may, within ninety (90) days from the date of its receipt by him, approve the same in writing, whereupon the said ordinance or resolution shall become effective.

**Section 3. Future Powers.** The Board of Directors of the Tulalip Reservation may exercise such further powers as may in the future be delegated to the Board by the Secretary of the Interior, or by any other duly authorized official or agency of government.

**Section 4. Reserved Powers.** Any rights and powers heretofore vested in the tribes or bands of the Tulalip Reservation but not expressly referred to in this Constitution shall not be abridged by this article, but may be exercised by the people of the Tulalip Reservation through the adoption of appropriate bylaws and constitutional amendments.

**Section 5. Manner of Review by the General Council.** The Chairman of the Board of Directors shall call a General Council annually on Election Day, at which time he shall report in detail to the Council what has been done during the past year and set forth the plans of the Board for the coming years. This shall be freely discussed by the General Council, and the wishes of the General Council may be expressed by resolution or ordinance which shall govern the future action of the Board of Directors, or repeal or amend any past action of such Board, as of the date of such repeal or amendment.[7] [8]

The Chairman of the Board of Directors shall also call a Semi-Annual General Council no sooner than one hundred eighty (180) days, nor more than two hundred ten (210) days, following Election Day. The quorum shall be the same as the annual General Council.

The Chairman shall call special meetings of the General Council upon written request of five (5) percent of tribal members eligible to vote on the first day of each calendar year. [9]

The Tulalip Enrollment Department shall, on the first working day of each calendar year, make all calculations necessary to establish the number representing the five (5) percent of tribal members eligible to vote on the first day of each calendar year and immediately publish both the numbers and the method of calculation. [9]

*(Note: Numbers in Brackets [ ] at the end of paragraphs refer to Amendments listed on the last page.)*

## ARTICLE VII - BILL OF RIGHTS

**Section 1. Suffrage.** All members of the Tribes over the age of eighteen (18) shall have the right to vote in all tribal reservation elections. The residence qualifications established by Article IV of this Constitution shall apply to all elections except elections for the amendment of this Constitution and the attached Bylaws. [4]

**Section 2. Economic Rights.** All members of the Tribes shall be accorded equal opportunities to participate in the economic resources and activities of the reservation.

**Section 3. Civil Liberties.** All members of the Tribes may enjoy without hindrance freedom of worship, conscience, speech, press, assembly, and association.

**Section 4. Rights of Accused.** Any member of the Tulalip Tribes accused of any offense shall have the right to a prompt, open, and public hearing, with due notice of the offense charged, and shall be permitted to summon witnesses on his own behalf. Trial by jury may be demanded by any prisoner accused of any offense punishable by more than thirty (30) days' imprisonment. Excessive bail shall not be required and cruel punishment shall not be imposed.

## ARTICLE VIII - LAND

**Section 1. Allotted Lands.** Allotted lands, including heirship lands, within the Tulalip Reservation shall continue to be held as heretofore by their present owners. It is recognized that under existing law such lands may be condemned for public purposes, such as roads, public buildings, or other public improvements, upon payment of adequate compensation, by any agency of the State of Washington, or of the Federal Government, or by the Tribe itself. It is further recognized that under existing law such lands may be inherited by the heirs of the present owner, whether or not they are members of the Tulalip Tribes. Likewise it is recognized that under existing law the Secretary of the interior may, in his discretion, remove restrictions upon such lands, upon application by the Indian owner, whereupon the land will become subject to State taxes and may then be mortgaged or sold. The right of the individual Indian to hold or to part with his land, as under existing law, shall not be abrogated by anything contained in this Constitution, but the owner of restricted land may, with the approval of the

*(Note: Numbers in Brackets [ ] at the end of paragraphs refer to Amendments listed on the last page.)*

Secretary of the Interior, voluntarily convey his land to the Tulalip Tribes either in exchange for a money payment or in exchange for an assignment covering the same land or other land, as hereinafter provided.

## **Section 2. Tribal Lands.**

- A. The unallotted lands of the Tulalip Reservation and all lands heretofore acquired or which may be hereafter acquired by the Tulalip Tribes of Washington, or by the United States in trust for the Tulalip Tribes of Washington, shall be held as tribal lands. Such lands may be mortgaged or sold as now or hereafter provided by law, with the consent of the Secretary of the Interior on such terms and conditions as the Tulalip Board of Directors may prescribe.
- B. Subject to any limitations imposed by this Constitution and Bylaws, or by any applicable Federal statute, the Tulalip Board of Directors may:
  - 1. Purchase, or receive by gift or relinquishment, land or any interest therein.
  - 2. Sell, mortgage, trade or exchange with or without the giving of receipt or other considerations, tribal lands or interest therein heretofore or hereafter acquired.
- C. Tribal lands shall not be allotted to individual Indians, but may be assigned to members of the Tulalip Tribes, or leased, or otherwise used by the Tulalip Tribes for the common benefit of the members thereof.

**Section 3. Leasing of Tribal Lands.** Tribal lands may be leased by the Board of Directors, with the approval of the Secretary of the Interior, for such periods of time as are permitted by law.

In leasing of tribal lands preference shall be given, first, to Indian cooperative associations, and, secondly, to individual Indians who are members of the Tulalip Tribes.



**Section 4. Grant of “Standard” Assignments.** In any assignment of tribal lands which now are owned by the Tribes or which hereafter may be acquired for the Tribes by the United States or purchased by the Tribes out of tribal funds, preference shall be given, first, to heads of families which have no allotted lands or interests in allotted lands.

No allotted member of the Tulalip Tribes who may hereafter have the restrictions upon his land removed and whose land may thereafter be alienated shall be entitled to receive an assignment of land as a landless Indian.

The Board of Directors may, if it sees fit, charge a fee not to exceed \$5 on approval of an assignment made under this section.

Assignments made under this section shall be for the primary purpose of establishing homes for landless Indians, and shall be known as “Standard Assignments.”

**Section 5. Tenure of Standard Assignments.** If any member of the Tribes holding a standard assignment of land, shall, for a period of two (2) years, fail to use the land so assigned or use such land for any unlawful purposes, his assignment may be cancelled by the Board of Directors after due notice and an opportunity to be heard, and the said land may be reassigned in accordance with the provisions of Section 4 of this Article.

Upon the death of any Indian holding a “standard assignment,” his heirs or other individuals designated by him by will or by written request shall have a preference in the reassignment of the land, provided such persons are members of the Tulalip Tribes who would be eligible to receive a “standard assignment.”

**Section 6. Grant of “Exchange” Assignments.** Any member of the Tribes who owns any restricted or unrestricted land or any interest therein may, with the approval of the Secretary of the Interior, voluntarily transfer his interest in such land to the Tribes in exchange for an assignment to the same land or other land of equal value. If the assignee prefers, he may receive, in lieu of a specific tract of land, a proportionate share in a larger grazing unit.

Assignments made under this section shall be known as “Exchange” assignments.

*(Note: Numbers in Brackets [ ] at the end of paragraphs refer to Amendments listed on the last page.)*

**Section 7. Leasing of Exchange Assignments.** Exchange assignments may be used by the assignee or leased by him to Indian cooperative associations, to individual members of the Tribes, or, if no individual Indian or Indian cooperative association is able and willing to rent the land at a reasonable fee, such assignments may be leased to non-Indians, in the same manner as allotted lands.

**Section 8. Inheritance of Exchange Assignments.** Upon the death of the holder of any exchange assignment, such land shall be reassigned by the Board of Directors to his heirs or devisees, subject to the following conditions:

- A. Such lands may not be reassigned to any heir or devisee who is not a member of the Tulalip Tribes, except that a life assignment may be made to the surviving widower or widow of the holder of an assignment.
- B. Such lands may not be reassigned to any heir or devisee who already holds more than forty (40) acres of uncleared lands or other land or interest in land of equal value, either under allotment or under assignment.
- C. Such lands may not be subdivided among heirs or devisees into units too small for convenient management. No area of uncleared land shall be subdivided into units smaller than twenty (20) acres, and no area of agricultural land shall be subdivided into units smaller than two and one-half (2 ½) acres, except that land used for building or other improvements may be divided to suit the convenience of the parties. Where it is impossible to divide the land properly among the eligible heirs or devisees, the Board of Directors shall issue to such heirs or devisees interest in tribal land or property of the same value as the assignment of the decedent.
- D. If there are no eligible heirs or devisees of the decedent, the land shall be eligible for reassignment in accordance with the provisions of Section 4 of this Article.

**Section 9. Inheritance of Improvements.** Improvements of any character made upon assigned land may be bequeathed to and inherited by members of the Tulalip Indians or otherwise disposed of under such regulations as the Board of Directors shall provide. No permanent improvements shall be removed from the land without the consent of the Board of Directors.

*(Note: Numbers in Brackets [ ] at the end of paragraphs refer to Amendments listed on the last page.)*

**Section 10. Exchange of Assignments.** Assignments may be exchanged between members of the Tulalip Tribes by common consent in such manner as the Board of Directors shall designate.

**Section 11. Use of Unassigned Community Land.** Community land which is not assigned, including community timber reserves, shall be managed by the Board of Directors for the benefit of the members of the entire community, and any cash income derived from such land shall accrue to the benefit of the community as a whole. All action of the Board of Directors with respect to such lands shall be in conformity with departmental regulations for protection of Indian range and timber resources authorized by Section 6 of the Act of June 18, 1934.

**Section 12. Purchase of Land by Tribes.** Tribal funds may be used, with the consent of the Secretary of the Interior, to acquire land, under the following conditions:

- A. Land within the Tulalip Reservation or adjacent to the boundaries thereof which is not now in Indian ownership may be purchased by or for the Tulalip Indians.
- B. Restricted land which is in heirship status at the time of the adoption and approval of this Constitution may be purchased by or for the Tribes, with the consent of all the adult heirs, and the legal guardians of minor heirs, payment therefore to be made as may be agreed upon.
- C. Land owned by any member of the Tribes who is over the age of sixty (60) years, or who is physically incapacitated, may be transferred by its owner to the Tribes in exchange for a pension of not more than twice the annual rental value of the land for the life of the pensioner, to be paid out of available tribal funds.
- D. Land owned by any member of the community in excess of his needs for domestic purposes may be purchased by the community, with the consent of the owner, payments to be made under such terms as may be agreed upon by the Board and owner.

*(Note: Numbers in Brackets [ ] at the end of paragraphs refer to Amendments listed on the last page.)*

- E. Land owned by any member of the Tribes who desires to leave the reservation permanently may be purchased by the Tribes, under such terms as may be agreed upon.

**Section 13. Method of Making Assignments.** Applications for assignments shall be filed with the Secretary of the Board and shall be in writing, setting forth the name of the person or persons applying for the land and as accurate a description of the land desired as the circumstances will permit. Notices of all applications received by the Secretary shall be posted by him in the agency office and in at least three (3) conspicuous places on the reservation for not less than twenty (20) days before action is taken by the Board. Any member of the Tribes wishing to oppose the granting of an assignment shall do so in writing, setting forth his objections, to be filed with the Secretary of the Board, and may if he so desires appear before the Board to present evidence. The Secretary of the Board shall furnish the Superintendent or other officers in charge of the agency a complete record of all action taken by the Board on applications for assignment of land, and a complete record of assignments shall be kept in the agency office and shall be open for inspection by members of the Tribes.

The Board shall draw up one or more forms for standard and exchange assignments, which shall be subject to the approval of the Secretary of the Interior.

## **ARTICLE IX - AMENDMENTS**

Amendments to the Constitution and Bylaws may be ratified and approved in the same manner as this Constitution and Bylaws.

Whenever five members of the council shall consider an amendment necessary such amendment shall be duly approved by five or more members of the council and sent to the Secretary of the Interior. It shall then be the duty of the Secretary of the Interior to call an election. If at such election the amendment is adopted by a majority of the qualified voters of the Tribes voting therein and if at least thirty percent (30%) of those entitled to vote shall vote in such election, such amendment shall be submitted to the Secretary of the Interior and, if approved by him, shall thereupon take effect.

*(Note: Numbers in Brackets [ ] at the end of paragraphs refer to Amendments listed on the last page.)*

## ARTICLE I - DUTIES OF OFFICERS

**Section 1. Chairman of the Board.** The Chairman of the Board shall preside over all meetings of the Board, shall perform all duties of a chairman and exercise any authority delegated to him by the Board. He shall vote only in the case of a tie.

**Section 2. Vice-Chairman of the Board.** The Vice-Chairman shall assist the Chairman when called upon so to do and in the absence of the Chairman he shall preside. When so presiding he shall have all the rights, privileges, and duties as well as the responsibilities of the Chairman.

**Section 3. Secretary of the Board.** The Secretary of the Board of Directors shall conduct all tribal correspondence and shall keep an accurate record of all matters transacted at Board meetings. It shall be his duty to submit promptly to the Superintendent of the jurisdiction and Commissioner of Indian Affairs copies of all minutes of regular and special meetings of the Board of Directors.

**Section 4. Treasurer of the Board.** The Treasurer of the Board of Directors shall accept, receive, receipt for, preserve, and safeguard all funds in the custody of the Board, whether same be tribal funds or special funds for which the Board is acting as trustee or custodian. He shall deposit all such funds in such bank or elsewhere as directed by the Board and shall make and preserve a faithful record of such funds and shall report on all receipts and expenditures and the amount and nature of all funds in his possession or custody, such report being made in writing to the Board at regular meetings and at such other times as requested by the Board.

He shall not pay out or otherwise disburse any funds in his possession or custody, or in the possession or custody of the tribal Board when properly authorized so to do by resolution duly passed by the Board.

The books and records of the Treasurer shall be audited at least once each year by a competent auditor employed by the Board and at such other times as the Board or the Commissioner of Indian Affairs may direct.

The Treasurer shall be required to give a bond satisfactory to the Board and to the Commissioner of Indian Affairs.

The Treasurer shall be present at all special or regular meetings of the council.

*(Note: Numbers in Brackets [ ] at the end of paragraphs refer to Amendments listed on the last page.)*

**Section 5. Appointive Officers.** The duties of all appointive committees or officers of the Tulalip Indians shall be clearly defined by resolution of the Board at the time of their creation or appointment. Such committees and officers shall report, from time to time as required, to the Board, and their activities and decision shall be subject to review by the Board upon the petition of any person aggrieved.

## **ARTICLE II - QUALIFICATIONS OF DIRECTORS**

No person shall be a candidate for membership in the Board of Directors unless he or she shall be a member of the Tulalip Tribes and shall have resided upon the reservation for any continuous period of one (1) year prior to the election, and shall be at least twenty-one (21) years of age. No person may be a candidate for membership on the Board of Directors if he or she shall have been found guilty of any felony, or a misdemeanor involving controlled substances or dishonesty, in any Indian, State, or Federal Court within three (3) years prior to the election. [7] [8]

## **ARTICLE III - CERTIFICATION OF ELECTION**

It shall be the duty of the members of the Board of Directors to certify to the election of the duly elected Board members. This shall be done immediately, and the certificate filed with the Secretary.

## **ARTICLE IV - INSTALLATION OF DIRECTORS**

Newly elected members who have been duly certified shall be installed at the first regular meeting of the Board of Directors following the election upon subscribing to the following oath:

“I, \_\_\_\_\_, do hereby solemnly swear (or affirm) that I shall preserve, support, and protect the Constitution of the United States and the Constitution and Bylaws of the Tulalip Indians to the best of my ability, so help me God.”

## **ARTICLE V - TIME AND PLACE OF REGULAR MEETINGS AND PROCEDURE**

**Section 1. Meetings.** Regular meetings of the Board of Directors shall be held on the first Saturday of each month at Tulalip, Washington, at a designated building or hall where official records will be kept. Special meetings may be called by a written notice signed by the Chairman or by a majority of the Board of Directors and when so called the Board of Directors shall have power to transact business as in regular meetings. [3]

**Section 2. Quorum.** No business shall be transacted unless a quorum is present. A quorum of the Board of Directors shall consist of five (5) Directors. A quorum of the General Council shall consist of five (5) percent of the tribal members eligible to vote on the first day of each calendar year. [7] [10]

The Tulalip Enrollment Department shall, on the first working day of each calendar year, make all calculations necessary to establish the number representing the five (5) percent of tribal members eligible to vote on the first day of each calendar year and immediately publish both the number and the method of calculation. [10]

**Section 3. Order of Business.** The following order of business is established for all meetings:

- A. Call to order by the Chairman
- B. Roll call
- C. Ascertainment of a quorum
- D. Reading of the minutes of the last meeting
- E. Adoption of the minutes by vote or common consent
- F. Unfinished business
- G. New business
- H. Adjournment

**Section 4. Ordinances and Resolutions.** All final decisions of the Board or of the General Council on matters of general and permanent interest to the members of the Tribes shall be embodied in ordinances. Such ordinances shall be collected and published from time to time for the information and education of the members of the Tribes.

*(Note: Numbers in Brackets [ ] at the end of paragraphs refer to Amendments listed on the last page.)*

All final decisions of the Board or of the General Council on matters of temporary interest (such as action on the reservation budget for a single year, or petitions to Congress or to the Secretary of the Interior) or relating especially to particular individuals or officials (such as adoption of members, instructions for tribal employees or rules of order for the Board) shall be embodied in resolutions. Such resolutions shall be recorded in a special book, which shall be open to public inspection.

All questions of procedure (such as acceptance of committee reports or invitations to outsiders to speak) shall be decided by motion duly passed or by ruling of the Chairman if no objection is heard.

In all ordinances, resolutions, or motions the Board may act by majority vote, but all matters of importance shall be fully discussed and a reasonable attempt shall be made to secure unanimous agreement, and parliamentary procedure shall otherwise be governed by Robert's Rules of Order.

**Section 5. Legislative Forms.** Every ordinance shall begin with the words: "Be it enacted by the Board of Directors (or the General Council) of the Tulalip Tribes . . . ."

Every resolution shall begin with the words: "Be it resolved by the Board of Directors (or the General Council) of the Tulalip Tribes . . . ."

Every ordinance or resolution shall contain a citation of the laws of the United States and the provisions of the Tulalip Constitution under which authority for the said ordinance or resolution is found.

## **ARTICLE VI - CENTRAL GENERAL COUNCIL**

**Section 1.** The Board of Directors shall have the power to select delegates to sit in a Central General Council of the Northwest Indian.



## ARTICLE VII - ADOPTION

This Constitution and Bylaws attached hereto shall be in full force and effect whenever a majority of the adult voters of the Tulalip Tribes voting at an election called by the Secretary of the Interior in which at least thirty percent (30%) of the eligible voters shall vote, shall have ratified such Constitution and Bylaws, and the Secretary of the Interior shall have approved same, as provided in the Act of June 18, 1934, as amended by the Act of June 15, 1935.

## CERTIFICATION OF ADOPTION

Pursuant to an order, approved October 29, 1935, by the Secretary of the Interior, the attached Constitution and Bylaws were submitted for ratification to the Indians of the Tulalip Tribes and were on November 23,

1935, duly adopted by a vote of 98 for and 9 against, in an election in which over thirty percent (30%) of those entitled to vote cast their ballots, in accordance with Section 16 of the Indian Reorganization Act of June 18, 1934 (48 Stat. 984) as amended by the Act of June 18, 1935 (Pub. No. 147, 74<sup>th</sup> Cong.)

(Sgd.) Joseph James  
Chairman of Election Board

(Sgd.) Wilfred Steve  
Chairman, Tulalip Tribal Council  
(Sgd.) Sebastian Williams  
Secretary, Tulalip Tribal Council

(Sgd.) O. C. Upchurch  
Superintendent

*(Note: Numbers in Brackets [ ] at the end of paragraphs refer to Amendments listed on the last page.)*

## APPROVAL

I, Harold L. Ickes, the Secretary of the Interior of the United States of America, by virtue of the authority granted me by the Act of June 18, 1934 (48 Stat. 984), as amended, do hereby approve the attached Constitution and Bylaws of the Indians of the Tulalip Reservation.

All rules and regulations heretofore promulgated by the Interior Department or by the Office of Indian Affairs, so far as they may be incompatible with any of the provisions of the said Constitution or Bylaws are hereby declared inapplicable to the Indians of the Tulalip Reservation.

All officers and employees of the Interior Department are ordered to abide by the provisions of the said Constitution and Bylaws.

Approval recommended January 18, 1936.

(Sgd.) William Zimmerman, Jr.  
Assistant Commissioner of Indian Affairs

(Sgd.) Charles West  
Acting Secretary of the Interior

(SEAL)

Washington, D.C.  
Date: January 24, 1936

- [1] Adopted March 8, 1941; Approved May 9, 1941
- [2] Adopted March 14, 1959; Approved April 24, 1959
- [3] Adopted May 11, 1968; Approved June 19, 1968
- [4] Adopted February 10, 1972; Approved April 27, 1972
- [5] Adopted April 6, 1974; Approved April 27, 1974
- [6] Adopted November 1, 1974; Approved January 17, 1975
- [7] Adopted April 13, 1988; Approved June 22, 1988
- [8] Adopted March 12, 1991; Approved March 14, 1991
- [9] Amendment Adopted September 17, 2004; Approved September 10, 2004
- [10] Amendment Adopted February 18, 2005; Approved February 7, 2005

*(Note: Numbers in Brackets [ ] at the end of paragraphs refer to Amendments listed on the last page.)*

## **APPENDIX B: REFERENCED PLANS, REPORTS, AND STUDIES**

### **Tulalip Tribes – Existing**

- Tulalip Comprehensive Plan, 1972
- Tulalip Comprehensive Plan, 1994
- Traffic Impact Analysis for Tulalip Reservation Access and Circulation, 2006
- Tribal Housing Needs Analysis Survey, 2006
- Tulalip Tribes Tribal-/State-level Hazard Mitigation Plan, 2006
- Tulalip Utilities Water Supply Planning Report, 2007
- Indian Reservation Roads (IRR) Inventory and Project list, 2008
- Tulalip Tribes Long Range Transportation Plan, 2009

### **Tulalip Tribes – Pending**

- Tulalip Tribes Water System Improvement Plan
- Tulalip Tribes General Sewer Plan
- Tulalip Tribes Shoreline Management Plan
- Tulalip Bay Vision Plan
- Tulalip Bay Vision Plan II (AKA Tulalip Master Plan)

### **The Consolidated Borough of Quil Ceda Village – Existing**

- Design Manual for Quil Ceda Village, 2005
- Quil Ceda Village Master Plan, 2003

### **The Consolidated Borough of Quil Ceda Village – Pending**

- Quil Ceda Village Master Plan (update)

### **Other Jurisdictions – Existing**

- Highway Capacity Manual, Transportation Research Board, 2000
- Destination 2030: Metropolitan Transportation Plan, Puget Sound Regional Council, 2001
- Snohomish County Comprehensive Plan, Snohomish County, 2006
- Maintenance Manual for Roadways and Bridges, American Association of State Highway Transportation Officials, 2007
- Washington State's Strategic Highway Safety Plan: Target Zero, Washington State Department of Transportation, 2007
- Transit Development Plan, Community Transit, 2008

*(this page intentionally left blank)*

## **APPENDIX C: LAND SUITABILITY ANALYSIS**

A land suitability analysis was completed as part of the Tulalip Tribes Comprehensive Land Use Plan. This analysis figures in opportunities for development, constraints to development, and areas unsuitable for development. Opportunities are attractors of development that have been identified in the Comp. Plan such as existing infrastructure and development. Constraints to development are also noted throughout the Comp. Plan and limit development to varying degrees. Unsuitable areas for development are identified where streams, lakes, and soils unsuited to development exist.

Each opportunity and constraint is given point values to designate whether they are positive (+1) or negative (-1) influences to development. Unsuitable areas are given extreme values (-999) so as to “drop out” of the analysis using GIS, which was the software used to conduct the land suitability analysis.

Opportunities and constraints are given weights, which were developed by Community Development staff and the Planning Commission, to gauge how relatively-important each feature is. The highest weight (3) indicates the greatest impact on development while the lowest weight (1) indicates the least impact on development.

The development weights, opportunities, constraints, and unsuitable areas are identified as follows:

	Weights	
<b>3 - Highest</b>	<b>2 - Medium</b>	<b>1 - Lowest</b>

**Table C-1: Land Suitability Opportunities**

Opportunities	Measure	Within 1/4 mile (1 point)	Weight	Total	Opportunity Descriptions
Sewer Line (existing)	Proximity	1	3	3	Areas within 1/4 mile of existing sewer lines
Water Line (existing and future)	Proximity	1	3	3	Areas within 1/4 mile of existing and future water lines
Roadways (existing)	Proximity	1	3	3	Areas within 1/4 mile of existing roadways
Developed Areas (existing)	Proximity	1	2	2	Areas within 1/4 mile of development
			<b>Total</b>	<b>11</b>	

**Table C-2: Land Suitability Constraints**

<b>Constraints</b>	<b>Measure</b>	<b>Within (-1 point)</b>	<b>Weight</b>	<b>Total</b>	<b>Constraint Descriptions</b>
Steep Slopes (> 45%)	In/Out	-1	3	-3	Slopes equal to or exceeding 45%
Steep Slopes (15-45%)	In/Out	-1	2	-2	Slopes between 15% and 45%
Landslide Areas	In/Out	-1	3	-3	Landslide areas that are either active, dormant, dormant/active, or relict.
Inside Wetland Buffer (I)	In/Out	-1	3	-3	Critical value wetlands with a 200 foot buffer
Inside Wetland Buffer (II)	In/Out	-1	2	-2	High value wetlands with a 100 foot buffer
Inside Wetland Buffer (III)	In/Out	-1	1	-1	Moderate value wetlands with a 50 foot buffer
Streams Buffer (I)	In/Out	-1	3	-3	Class 1 streams with a 200 foot buffer
Streams Buffer (II)	In/Out	-1	2	-2	Class 2 streams with a 100 foot buffer
Aquifer Recharge Area	In/Out	-1	3	-3	The aquifer recharge area for the utilities wells on Waterworks Road
Wildlife Corridors	In/Out	-1	1	-1	Areas that facilitate the movement of wildlife

Constraints	Measure	Within (-1 point)	Weight	Total	Constraint Descriptions
Hunting Areas	In/Out	-1	1	-1	Areas used as Tribal hunting lands on the Reservation
Forestry Area	In/Out	-1	1	-1	Areas of Tribally-owned timber stands
Essential Upland Habitat Area	In/Out	-1	1	-1	Habitat crucial to the survival of sensitive species
Wildlife Areas	In/Out	-1	1	-1	General wildlife habitat
Culturally Sustainable Areas	In/Out	-1	3	-3	Areas, usually around waterways, that have been identified by the Cultural Resources Department as being culturally sustainable
Unsuitable for Septic	In/Out	-1	3	-3	Soil types that are unsuitable for septic systems of any kind
Waste Water Treatment Plant	500' Proximity	-1	3	-3	A 500 foot buffer around the wastewater treatment plant on Tulalip Bay
Marine Shoreline Areas	In/Out	-1	3	-3	Upland areas near saltwater
			<b>Total</b>	<b>-39</b>	



**Table C-3: Unsuitable Areas for Development**

<b>Unsuitable Areas</b>	<b>Measure</b>	<b>Within (-999 points)</b>	<b>Description</b>
Streams	In/Out	-999	Both Class 1 and Class 2 streams are unsuited to development
Lakes	In/Out	-999	Lakes are unsuited to development
Unsuitable Soils	In/Out	-999	Mukilteo Muck (34) and Tidal Fluvaquents (20) soils are unsuited to development

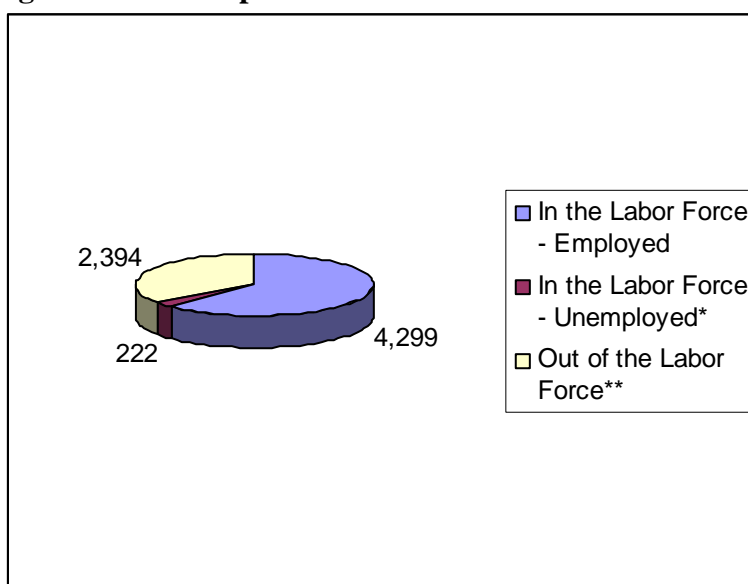
## **APPENDIX D : EMPLOYMENT RATES AND OCCUPATIONS**

Although the 2000 U.S. Census continued to have problems with undercounting of minorities and other data inaccuracies that apply to Indian Country, it is used here because of the level of detail it provides for employment. The Census provides a snapshot of the economic situation at the time the Census was taken, showing both Tribal and non-Tribal populations living within the exterior boundaries of the Reservation.

### **2000 U.S. Census – Employment Rates and Occupations**

The 2000 U.S. Census indicates that there were 6,915 people of working age (16-years and older) living on the Reservation. Of those people, 4,521 were considered in the labor force and 2,394 were considered out of the labor force (Figure 5-1). The unemployment rate is only tabulated based on who is in the labor force, and the Census indicated a 4.9% unemployment rate being slightly higher among men (5.1%) than women (4.6%).

**Figure D-1: Tulalip Reservation Residents in Labor Force**



Source: 2000 U.S. Census

\*Only those looking for work that are not employed are considered in calculating the unemployment rate. Those counted as unemployed were not working at the time, but had sought employment within the previous four weeks or had been laid-off but were expecting recall.

\*\*For any persons on the Reservation that are of working age, but that did not meet these criteria, they were classified as being out of the labor force. This percentage is near the Washington state average of 33.5% considered not in the labor force.

For the 4,156 Reservation residents that were employed at the time the Census was taken, there employment occupation was recorded. The following table shows Census occupation types and employment within each of these sectors:

**Table D-1: Reservation Occupational Categories**

<b>Occupation Category</b>	<b>Both Sexes</b>	<b>Male</b>	<b>Female</b>
Management, professional, and related occupations	1,073	487	586
Sales and office occupations	971	289	682
Production, transportation, and material moving occupations	716	509	207
Service occupations	705	320	385
Farming, fishing, and forestry occupations	73	66	7
<b>TOTAL</b>	<b>4,156</b>	<b>2,247</b>	<b>1,909</b>

Source: 2000 U.S. Census

It is important to note that occupations are identified for residents of the Reservation. These jobs are not necessarily on the Reservation, although many of them are likely to be.

A more detailed breakdown of Reservation residents' occupation types is in the following table:

**Table D-2: Reservation Occupation Percentages**

<b>Occupation</b>	<b>Percentage of Total Reservation Employed Labor Force</b>
Manufacturing	20.3
Educational, health, and social services	16.1
Arts, entertainment, recreation, accommodation, and food services	10.6
Construction	10.5
Retail trade	10.4
Professional, scientific, management, administrative, and waste management services	6.5
Other services (except public administration)	5.6
Public administration	5.2
Transportation and warehousing, and utilities	4.8
Finance, insurance, real estate, and rental and leasing	3.7
Wholesale trade	2.7
Agriculture, forestry, fishing and hunting, and mining	1.9
Information	1.7
<b>TOTAL</b>	<b>100</b>

Source: 2000 U.S. Census

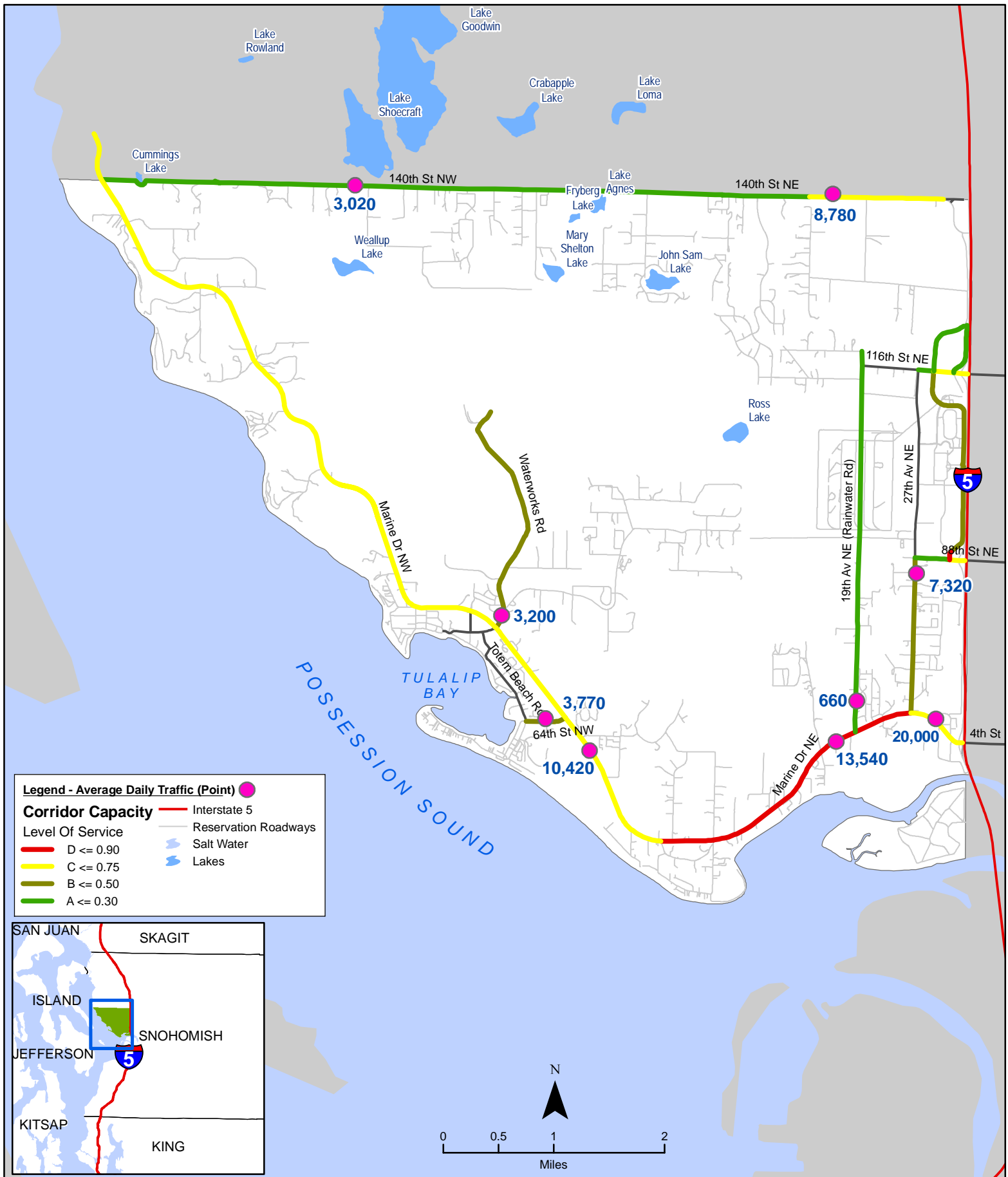
**Income**

The 2000 Census reported that in 1999, there was a significant disparity amongst earnings between men and women in the labor force living on the Reservation. The average income for male, year-round workers, was \$47,054 while the average for female, year-round workers, was \$32,521.

*(this page intentionally left blank)*

## **APPENDIX E: TRAFFIC COUNT MAPS**

*(this page intentionally left blank)*



## 2008 Average Daily Traffic (ADT) Volumes and Level of Service (LOS) - Average Weekday



Tulalip Data Services  
(360) 716-5157  
gis@tulaliptribes-nsn.gov  
Oct 17, 2008

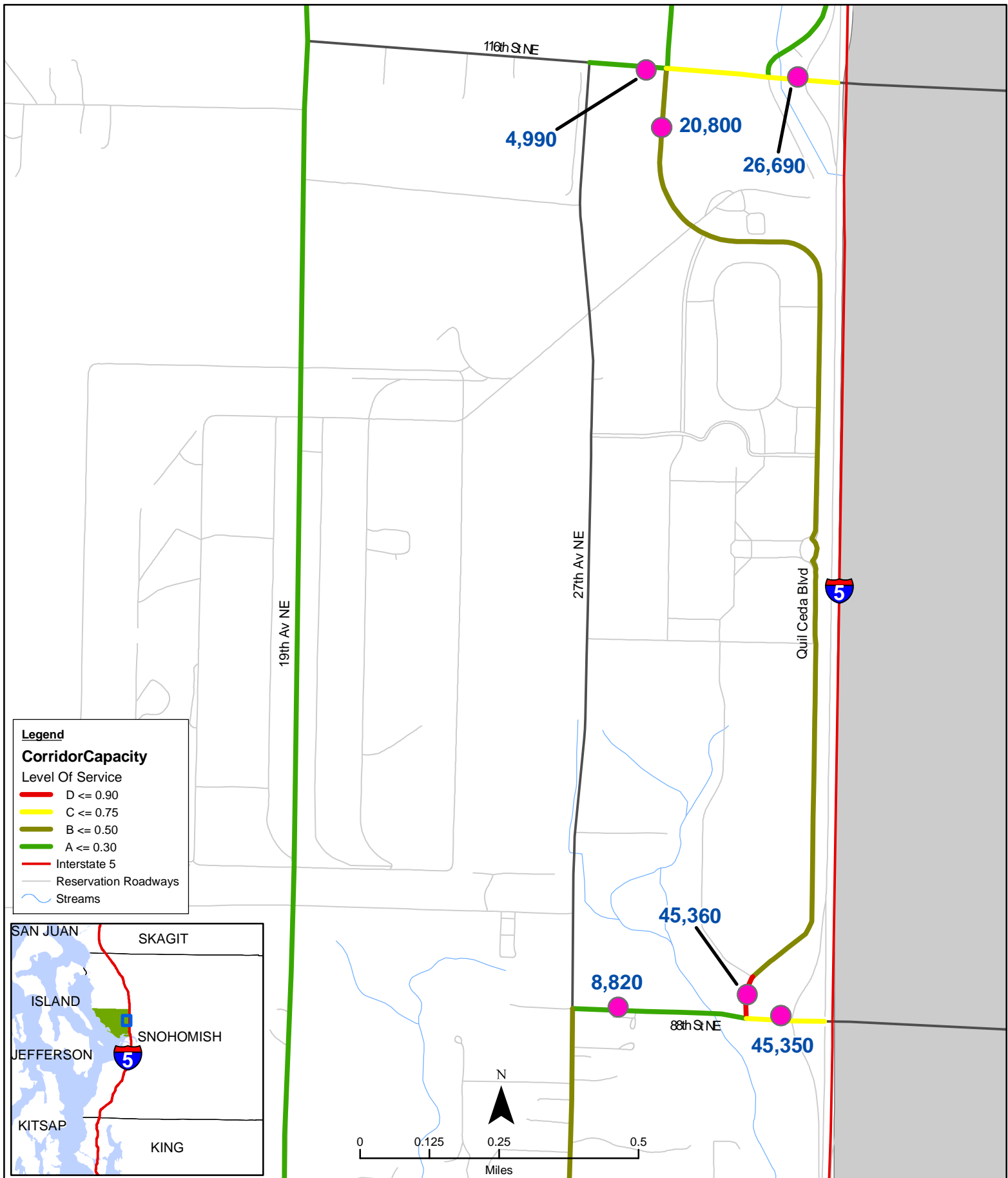
Disclaimer:  
Tulalip Data Services (TDS) provides this data "as is."  
TDS does not make any guarantees or warranties concerning  
the accuracy of the information contained in the geographic data.  
TDS assumes no liability or responsibility for errors or inaccuracies.

Data Source:  
Quil Ceda Village,  
Gibson Traffic Consultants

Map Path: M:\GISData\Maps\Tulalip\Project\CompPlan\2008\10-17-08\2-4\_PD\_Ground-disturbed-Residential.mxd



*(this page intentionally left blank)*



*(this page intentionally left blank)*