



**PUYALLUP**  
TRIBE OF INDIANS

# **Comprehensive Land Use Plan**

**August 2, 2023**



tiḡdub čəł ʔə ti skʷuy swatxʷixʷtxʷəd, xʷiʔ  
gʷəstiḡdxʷ ti swatxʷixʷtxʷəd. ʔuhigʷalikʷ čəł ʔə  
tiil skʷuyčəł swatxʷixʷtxʷəd. ʔučalalikʷ čəł ʔə tiil  
čəłḡčəb ʔə ti skʷuy swatxʷixʷtxʷəd ʔəsʔistəʔ ʔə tiil  
gʷədʒadad ʔuqʷatšitəb čəł. ʔəbil čəł gʷəł'əld ti skʷuy  
swatxʷixʷtxʷəd čəłə q'p'alikʷtub. luhidup. higʷidup.  
šəqidup. čaligʷəd. ʔ'əbc'idup, gʷəl tiḡdub čəł.

The Mother Earth takes care of us, we do not take care of the land. We honor our Mother Earth. We follow the rules of the Mother Earth just as the teachings have been laid down for us. If we ignore the Mother Earth we pay for that transgression. Listen to the land. Honor the land. Respect the land. Follow with your heart. Pay attention to the land, and it will take care of us.



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# Introduction









# Purpose of the 2040 Comprehensive Plan

The Comprehensive Plan is the key policy document that provides a map or compass to guide toward the Tribe's future vision. The Plan provides an integrated approach to development, and related economic and social issues, with an emphasis on environmental sustainability and climate resilience.

The Comprehensive Plan seeks to:

- Create a shared vision
- Provides direction, identifies options/different ways to achieve the vision.
- Guide high-level policy decisions and investments.
- Provide a roadmap for more sustainable development.
- Build on the ideas and guidance from community members.
- Support grants and funding

Overall, the Plan is a tool for good decision making about the future. It offers strategic guidance to empower the Tribe to be proactive, rather than reactive. It creates a framework for management of the Tribe's land and properties, including consultation with other municipalities. The Plan creates opportunities for different departments to work together for shared planning.

As a key policy and planning document addressing the development of the Planning Area and the community, the Comprehensive Plan is aligned with Tribal Council who supports and funds its implementation, as well as department leaders who will implement it. Department leaders are also charged with creating and updating other plans to align with the broader vision of the Comprehensive Plan.









The Comprehensive Plan is an important source of information and guidance for jurisdictions whose constituents have an impact on the waters and resources of Puget Sound, its rivers and tributaries, and for the various players involved in development. The Plan's vision framework, and goals and policies across chapters, describe the Tribe's values and desired outcomes. Consistency with the Plan will be a factor in the review of development applications.

Finally, the Comprehensive Plan is also a resource for those who seek general information about the Puyallup Tribe. The existing conditions report in the appendix consolidates the best available information on baseline conditions across various topics and is a good source for information.

# Plan Organization

The Comprehensive Plan is organized into eight chapters that follow an introductory chapter. The early introduction, history, community profile and vision framework chapters set the stage for the Plan with information on the Tribe’s history, overview of the community, and summarizes the key themes driving the Plan. Subsequent chapters each contain a summary overview to provide context and key issues, followed by goals and policies to address these issues.

The Plan’s topical chapters include the following:

- 1  *Cultural Resources*
- 2  *Open Space and Natural Habitats*
- 3  *Climate Resiliency*
- 4  *Land Use*
- 5  *Housing*
- 6  *Transportation*
- 7  *Economic Development*
- 8  *Government Services, Capital Facilities, and Utilities*

*Appendices*



# Community and Stakeholder Engagement

## Staff Guidance Team

The project team led nine highly interactive meetings with the Staff Guidance Team (SGT) throughout the development of the Comprehensive Plan. The SGT provided feedback at each phase and milestone to ensure the Plan reflects the needs, priorities, and values of the Puyallup Tribe. The meeting series is summarized below.



Date	Purpose
<b>2021</b>	
4/13	<ul style="list-style-type: none"> <li>Introduce the project—including the project team, comprehensive planning process, and project schedule.</li> <li>Hear the SGT’s vision for how the Comprehensive Plan can best serve the Tribe, as well as potential challenges and/or risks.</li> </ul>
5/18	<ul style="list-style-type: none"> <li>Hear the SGT’s input on a preferred plan structure, community profile, and housing information.</li> </ul>
6/17	<ul style="list-style-type: none"> <li>Introduce and hear the SGT’s thoughts on potential land use categories and different approaches to delineating subareas.</li> </ul>
7/27	<ul style="list-style-type: none"> <li>Share and hear feedback on updated land use categories and different approaches to delineating subareas.</li> <li>Begin developing series of recommendations, questions, and land use designations for a Study Session with Tribal Council.</li> </ul>
9/14	<ul style="list-style-type: none"> <li>Present findings and hear feedback on three chapters of the Existing Conditions Report, including Cultural Resources, Open Space and Natural Habitats, and Climate Resiliency.</li> </ul>
9/21	<ul style="list-style-type: none"> <li>Present findings and hear feedback on two chapters of the Existing Conditions Report, including Economic Development and Housing.</li> </ul>
11/9	<ul style="list-style-type: none"> <li>Prepare for the Study Session with Tribal Council by presenting and hearing feedback on the goals and priorities for Housing and Open Space &amp; Natural Habitats.</li> </ul>
<b>2022</b>	
3/22	<ul style="list-style-type: none"> <li>Share how input from the Study Session with Tribal Council led to updates to the Goals and Policies for Housing and Open Space &amp; Natural Habitat.</li> <li>Share and hear feedback on Draft Actions and begin to confirm the department(s) responsible for each.</li> </ul>
5/3	<ul style="list-style-type: none"> <li>Share and hear feedback on the Draft Comprehensive Plan.</li> </ul>

## Staff Guidance Team

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- John Bell
- Lois Boome
- Mike Bowechop
- Angela Dillon
- Joanne Gutierrez
- Jolene Harris
- Dan Kain
- Jennifer Keating
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- John Strickler
- Andrew Strobel
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- Alissa Varbel
- Matt Wadhvani
- David Winfrey

## Interviews

In the Spring of 2021, the project team conducted a series of short interviews with individual departments during the visioning phase of plan development.

- Andrew Strobel and Robert Barandon, Planning and Land Use (April 26 and April 28)
- Tara Reynon, Social Services (May 6)
- Char Naylor and Russ Ladley, Fisheries/Natural Resources (June 8)
- Matt Wadhvani, Economic Development (June 22)

## Visioning Sessions

In the Fall of 2021, the project team held a series of Visioning Sessions with a range of groups and commissions. These meetings included a brief overview of the Comprehensive Plan followed by a discussion of the following prompts:

- *What are our community's biggest assets?*
- *What are your top three priorities for consideration for comprehensive land use plan development?*

Date (2021)	Group	Participants
8/16	Tribal Canoe Family	28
8/24	Planning Commission	4
9/9	Fish Commission	8
9/23	Shellfish Commission	9
9/28	Sustainability Group	7
10/6	Chief Leschi School Board	12
		<b>68 total</b>

Depending on the group, additional prompts asked more specifically about housing, gathering spaces, outdoor areas, facilities, recreation amenities, and economic development.

## Tribal Council Study Session

The project team presented to and led a discussion with Tribal Council on February 22, 2022 at the Emerald Queen Casino.

The presentation provided an overview of the approach to and contents of the Comprehensive Land Use Plan, which is an aspirational tool for Tribal development.

The discussion focused on policy ideas for the future and priorities for the Plan—particularly for Housing and Open Space and Natural Habitats.

The Study Session resulted in updates to the Goals and Policies for Housing and Open Space and Natural Habitats. A Preliminary Draft Comprehensive Plan will be brought to Tribal Council in Summer 2022.

### Tribal Council Participation

Tribal Council Participation  
Chairman Bill Sterud  
Councilmember Annette Bryan  
Councilmember James Rideout  
Councilmember Monica Miller  
Councilmember Anna Bean

## Broad Outreach to Tribal Membership

The project team will meet with membership to hear feedback on the Draft Comprehensive Plan before the Plan goes to Tribal Council for adoption in August 2023.

Weaving featuring Annie Squally. Weaving has many teachings such as having patience and perseverance, but most importantly to hik<sup>w</sup> t(i) (have a strong mind) while weaving so that good energy goes into the project. Our ancestors taught us that these traditional teachings can be applied to our everyday lives, like to hik<sup>w</sup> t(i) adxəč (have a strong mind) and to remember to q<sup>w</sup>ibid t(i) dʒəč ʔal k<sup>w</sup>i bək<sup>w</sup> sləxil (fix my mind, will, emotions everyday). Photo courtesy of the Puyallup Tribe of Indians Historic Preservation Department.



## Planning Area

The Planning Area for the Comprehensive Plan, shown in [Exhibit 1](#), is based on an expanded growth area beyond the 1873 Survey Area. This Planning Area boundary is intended only for analysis purposes in the development of the Plan and as the applicable area for the Future Land Use Map. Other chapters will incorporate areas beyond the Planning Area to reflect economic, land use, natural, and cultural geographies. [Exhibit 15](#) identifies fisheries management areas and [Exhibit 16](#) shows hunting management areas.

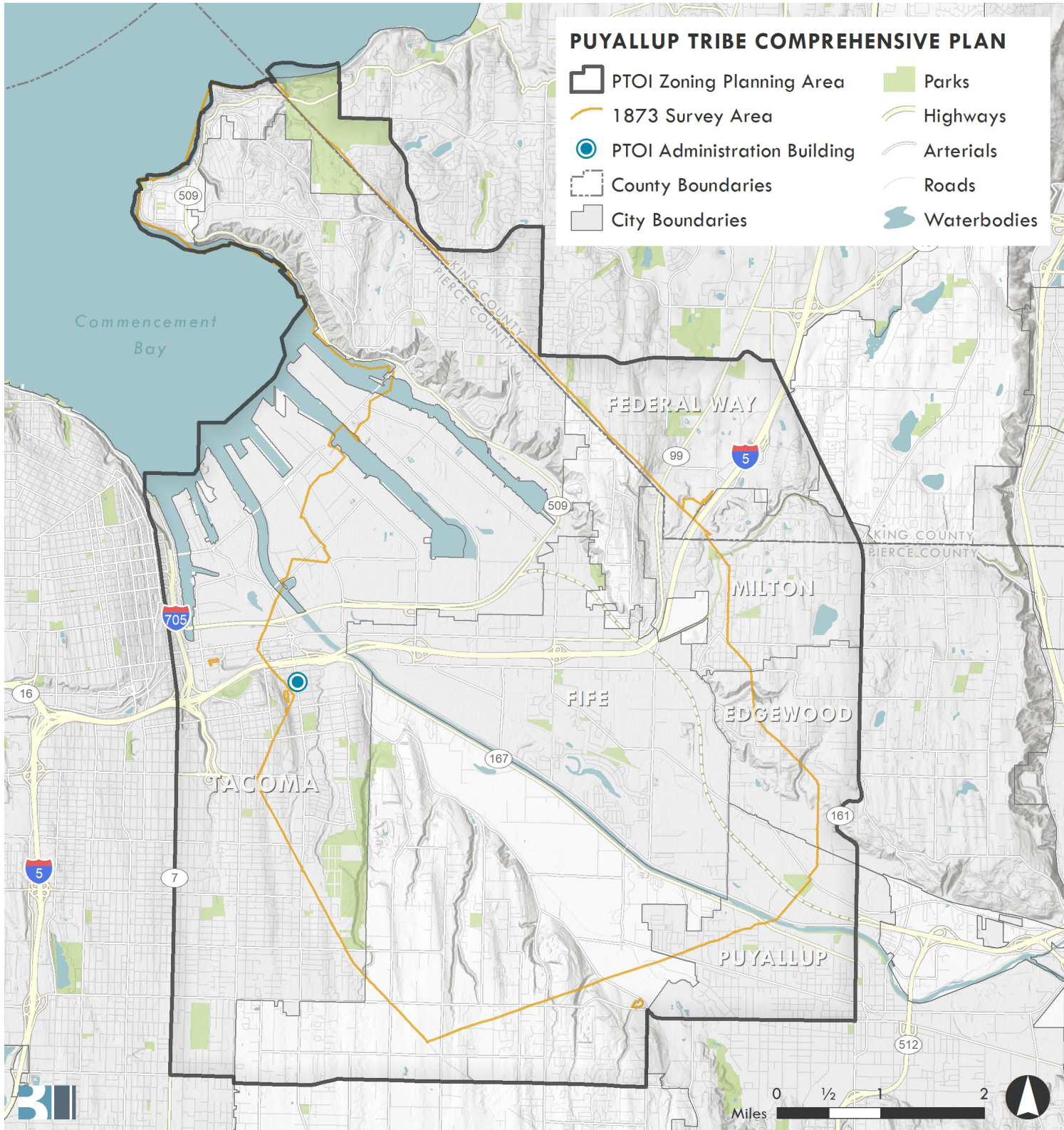
### The 1873 Survey Area and Additional Lands

The gold boundary on these maps reflects the 1873 Survey Area that was used as part of the 1988/1990 Puyallup Land Claims Settlement, 25 U.S.C. § 1773 et seq., plus additional Lands owned by the Tribe. The 1873 Survey Area is a fairly close approximation but does not cover the entire Puyallup Indian Reservation.

**The maps in this Plan identify the Planning Area as well as the 1873 Survey Area.** The boundary of the Puyallup Indian Reservation is similar, but not identical, to the 1873 Survey Area. The boundary on these maps reflects a more current version of the line surveyed in 1873 including lands that are part of the Puyallup Indian Reservation as a result of the 1988 Puyallup Land Claims Settlement, 25 U.S.C. §1773. In this report, the terms “1873 Survey Area” and “Reservation” refer to this geography, outlined in gold on maps.



Exhibit 1: Study Area.



Sources: PTOI, 2021; BERK, 2021.

# History



# Tribal History

## spuyaləpabš cəł, We are Puyallup

In our Lushootseed language we are known as the spuyaləpabš. The literal translation of this word means “people from the bend at the bottom of the river.” This refers to the many dispersed villages that spanned outward from the mouth of the Puyallup River, near the present-day site of the Tacoma Dome. The original river once took a turn into Commencement Bay but has since been straightened by the Army Corps of Engineers. The name spuyaləpabš also became associated with our peoples’ welcoming and generous behavior. Over time the meaning of spuyaləpabš, or Puyallup, has taken on this association.

We are one of the many Lushootseed speaking peoples of the northwest. Prior to European settlement, our people lived in villages from the foothills of təq<sup>w</sup>uʔməʔ, along the rivers, creeks, and prairies, to the shores and islands of the Puget Sound.

Because of the abundance of salmon, shellfish, and other marine resources, historians have often noted that “when the tides were out, the table was set.”

Our people lived in villages throughout the region until the signing of the Medicine Creek Treaty, which forced the relocation of thousands of Native people onto what is now the Puyallup Indian Reservation.

## Creation of the Puyallup Indian Reservation and Beginnings of the Land Grab

The Puyallup River Valley, its surrounding hills, and usual and accustomed areas were once the exclusive home of our people, the spuyaləpabš, also known as the Puyallup Tribe of Indians. When Washington became a territory of the United States in March of 1853, the newly appointed Governor and Superintendent of Indian Affairs, Isaac I. Stevens, was assigned the task of extinguishing Indian title to the lands. On December 26, 1854 the Treaty of Medicine Creek was signed by members of the Nisqually, Puyallup, and Squaxin Island Tribes. The Treaty ceded to the United States lands within all or part of present-day Kitsap, Mason, Thurston, King, and Pierce Counties.

The Treaty of Medicine Creek set aside reservations for three Tribes, including “a square tract containing two sections, or twelve hundred and eighty acres, for Puyallup lying on the south side of Commencement Bay” in the area that is now downtown Tacoma. Its location away from the Puyallup River and its tributaries were completely unsatisfactory for Tribal members. They continued to use their accustomed areas in the River valley, and the result was a series of armed conflicts with non-Indian settlers, which left victims killed on both sides.

Alarmed by the continued conflicts and killings, Isaac Stevens returned to meet with Tribal members in August of 1856 on Fox Island. Stevens understood the difficulty and agreed with the Tribe to expand the Reservation to include the 18,000 plus acres that are now roughly reflected in the 1873 Survey Area. That increase was made official by a Presidential Executive Order in January of 1857.

# spuyaləpabš

People from the bend at the bottom of the river

This added land lies on both sides of the Puyallup River, extending from the mouth upstream about seven miles toward and to the edge of what is now the City of Puyallup, as well as what is now Northeast Tacoma and the City of Fife. The Reservation boundary was again modified by an Executive Order in 1873 to include certain tidelands in Section 34 (in the heart of what is now the Port of Tacoma) that had been inadvertently left out by a survey after the 1857 Executive Order.

The City of Tacoma was established in 1865, increasing the non-Indian community's interest in Reservation land. Efforts by the U.S. to control and correct intrusions onto the Reservation were at best uneven and sometimes non-existent over the years. Federal land grants made to the railroads (as well as to private individuals) increased the pressure to make Reservation land available. Although the decision later changed, the Northern Pacific Railroad announced in the early 1870's that the western terminus for its trans-continental line would be Tacoma. Disputes over land between non-Indians and members of the Tribe became more frequent.

Edwin Eells, Indian Agent for the area coined one of the all-time classic and timeless descriptions of the non-Indian community's crusade against the Tribe and its members. His report in 1883 pointed to the need for "safeguards ... to protect ... [the Indians'] ownership of [land] from the rapacity of avaricious and unprincipled white men ..."

The federal government was, from the beginning of its active involvement with Puyallup Reservation matters, supportive of the concept of assimilation of Indians generally, and Puyallup Indians in particular, into the non-Indian community. That underlying philosophy was never far from the surface. R.H. Milroy, Superintendent of Indian Affairs for the Washington Territory, commented in 1877 that giving Indians title to individual parcels of land "would do more to stimulate and encourage the Indians of this agency in improving their homes and in habits of industry and civilization than anything else that could be done." In 1880 he reported that, "The children of both the Squaxins and Nesquallies are growing up in the ignorance, barbarism, and superstitions of their parents, and our government alone has the power and ability to rescue them." In 1883 Eells posited that "The example of the more energetic Caucasian will stir up his more phlegmatic and untutored neighbor to greater efforts for himself ..." The principal and teacher of the Puyallup Reservation school at the same time observed that "the school buildings ... form quite an attractive feature of the scenery hereabouts to eastern visitors philanthropically inclined, and interested, as all good citizens should be, in a wise and Christian solution of the Indian problem."

## Allotment of Puyallup Reservation Land

Allotment of land on Indian reservations refers to transferring ownership of parcels of communally-owned Tribal land to individual Indians. It became common practice throughout the country, usually with the goal of making the land easier to acquire by non-Indians. Article 6 of the Medicine Creek Treaty had authorized that process on the Puyallup Reservation.

The federal government's policy was—from the time the treaties were signed—to bring an end to Indians' separate identity, culture, in very existence. An integral part of the program to achieve that goal was allotment of reservation land. The Indian agents for the Puyallup Agency, R. H. Milroy from 1872-1882 and Edwin Eells from 1882-1895, pushed the plan forward. Although they expressed concern that allotment



would result in assimilation of Tribes into the non-Indian population and culture, they initiated the work that would bring about allotment at Puyallup.

Eells was uncomfortable with the plan for allotment, but he was given instructions to make a list of those who had settled on and improved land on the Reservation. He did that. In 1886, President Cleveland formally issued 167 allotments covering almost the entire 18,000+ acres of the Reservation. The allotments gave title to those individuals. That left only the approximately 600-acre Agency Tract unallotted and in the Tribe's ownership. The Agency Tract is now labeled the Indian Addition in the City of Tacoma's platting system and covers roughly the area bordered by what is now the Puyallup River and the Ceremonial Grounds on the north, a jagged line between half a block and two blocks west of Portland Avenue on the west, a line angling across Sherman and Fairbanks Streets on the south, and Grandview Avenue on the east.

Allotment did not, however, clear all of the obstacles remaining in the way of acquisition of the land by non-Indians. Eells in his 1886 report noted that as a result of that reality, strong opposition was made by the railroad and land companies interested to the granting of these patents, and great credit is due to the administration for its fearless and efficient protection of their [the Indians'] rights.

The view of those companies was obviously quite narrow because allotment was a major step toward making Reservation land available, both at Puyallup and in Indian country generally. The railroads wanted to be able to deal with a single entity, the Tribe, rather than a host of individual Tribal members.

## 1890 Congressional Act and the First Land Commission

Statehood for Washington in 1889 created a much more focused vehicle for the goal sought by the Tacoma business community: making Puyallup Indian Reservation land available for acquisition by non-Indians. The City of Tacoma pushed eastward toward the Reservation, through the development of more and more land as well as expansion of the city limits. The demand for land intensified and by the late 1880s had reached a fever pitch.

The business community and particularly the railroads stepped up pressure to remove the prohibition on conveyance of Reservation land. Descriptions of that process confirm its toxicity. In 1885, Eells described the Puyallup Reservation as having on it "a large body of excellent land, which excites the envy and cupidity of the rich and the powerful." A few years later he noted that, "The unscrupulous and inveterate efforts of speculators to get possession of their lands requires constant vigilance and effective work to check them." The Commissioner of Indian Affairs made note of that dynamic in his 1888 report:

*The great and increasing value of the land belonging to the Indians of the Puyallup Reservation makes it an object of desire to the covetous and avaricious, many of whom are unprincipled and unscrupulous in the means they take to try to get possession of it. This has been one of the causes of the troubles.*

In 1889, the newly created state legislature removed the restrictions on Puyallups selling their land. Under the language of the Treaty, that step would become effective only upon Congressional consent to that action.

Pressure to remove those restrictions took many forms and cited many justifications, not all of them internally consistent. The underlying theme was that Puyallups were not developing their land as it

was meant to be developed, at least as that characterization was understood in the Anglo lexicon and perspective. Puyallups were sometimes characterized as undeserving because some were not full-blooded Indians. On the other hand, Indians were generally characterized by the non-Indian community as less intelligent and not able to take care of their own interests, itself another shorthand phrase for failing to develop the land.

The situation was made even more chaotic by animosity between the local business community and the national railroads. Local entrepreneurs not only wanted the land for their own uses, they feared what would be done with the land if it fell into the railroads' hands. Yet another factor putting pressure on the Tribe and its members was the federal government's ill-advised program of trying to turn Indian folks into farmers. That left some Tribal members in a bind of wanting to hold on to their land but unable to use it for the purpose the government was pressuring them toward.

Congress in 1890 set the process in motion to open Reservation lands to the outside community. In an Act on August 19, 1890, 26 Stat. 354, it established a Commission assigned to investigate several issues concerning the Puyallup Indian Reservation. But the Commission's mandate was spelled out in the purposes listed in the Act and was very clearly not to determine what was best for the Tribe or its members but rather how to take the land away from them.

The Commission carried out its investigation over the next year and in February of 1892, issued its report to the Secretary of the Interior and the President. Its conclusion, not surprisingly, was that the Reservation land should be sold. "That all the land not necessary for the maintenance and support of the Indians should be disposed of is a proposition undisputed." Undisputed, at least, within the non-Indian community whose interests the Commission was very obviously pursuing and carrying out.

That it is a serious detriment to the City of Tacoma to have such a body of unoccupied land blocking its growth and hindering its commercial, manufacturing, and social development seems to us incontrovertible.

The Commission recommendations, if followed, would have resulted in retention of about 4,700 acres by Puyallups, approximately 25% of the land, but the sale of the other three-quarters of the Reservation. In short, the recommendation if carried out would have sold the majority of the land on the Reservation, but ironically far less than what was in fact taken from the Tribe and its members over the next two decades.

McCloud, a Puyallup man, standing and holding hands with a girl and a smaller child, near their home on the Puyallup Indian Reservation, Pierce County, WA, ca. 1890-91. Image Source: Courtesy of Washington State Historical Society, Thomas H. Rutter Collection, 1923.5.22.





C. Cross, a Puyallup man, standing with a boy and a woman holding a small child, in front of their 1 story home with a partially visible porch, on the Puyallup Indian Reservation, Pierce County, WA, ca. 1890-91. Image Source: Courtesy of Washington State Historical Society, Thomas H. Rutter Collection, 1923.5.23.



The Dicks (father, mother and two small children) family sits on the porch of their frame house on the Puyallup Indian Reservation. Thomas H. Rutter, photographer, ca. 1890. Image Source: Courtesy of Washington State Historical Society, Thomas H. Rutter Collection, 1923.5.11.



## 1893 Congressional Act and the Second Land Commission

On March 3, 1893, Congress enacted 27 Stat. 612. That Act authorized a second three-person federal commission, but this one, in sharp contrast to the first commission, was designed and assigned to get the job done – to set up a process to sell land on the Puyallup Indian Reservation and to oversee the sales.

The Act did put a number of requirements and restrictions on the process; the Commission, however, proceeded to sell land paying little attention to those guidelines, skirting some of them and flatly ignoring others. The most important was to sell only land that was not needed by Tribal members for their homes. The Commission instead sold any land for which they could find a buyer without paying any attention to whether the Tribal members wanted to sell the land or needed it for their homes.



View of Mount Rainier looking southeast up Puyallup River, Tacoma, July 1, 1899. Image Source: Courtesy of University of Washington Libraries, Special Collections, WAT149.

The sales initially went very slowly, caused by a nationwide depression, by Tacoma's competition from Seattle to be the western terminus of the railroad, and by the difficulty of precisely determining the owners and their shares of each parcel. But the process gradually ramped up and in the first decade or so after the sales began in 1895, about 7,000 acres were sold, or about 40% of the Reservation. Explicit documentation generated at that time demonstrates that the Commission violated a host of the 1893 Act's requirements and limitations. It (1) did not observe the limits on selection of lands to be sold; (2) did not obtain appraisals of the properties selected for sale; (3) appointed guardians far beyond what was authorized by the Act; (4) appointed as guardians people with dramatic conflicts of interest; (5) sold some properties without Secretarial approval; (6) sold many properties without the consent of the owner; (7) sold properties without conducting public auctions; (8) did not pursue or even require the subsequent payments from purchasers who paid only the required down payment when they took possession; (9) did not make any realistic effort to obtain, and in fact did not obtain, either the highest possible price for land that was sold nor prices matching what similar properties outside the Reservation boundaries were bringing at the same time.





Image ca. 1900. Puyallup Indian basket-maker, seated on cattail mat with bundles of bear grass, plaited cedar-bark and open weave baskets. Photo courtesy of University of Washington, Special Collection, Negative # NA4102.

## Removal of Restrictions on Sale; 1904 Congressional Act

The 1893 Congressional Act provided that the allottees would not have the power of alienation of the lands they retained for a period of ten years from the date of the passage of this act ...” As a result, that restriction expired on March 3, 1903. Although there was some doubt about whether the 1893 Act had accomplished that step, Congress clarified shortly after the ten years had expired that the Act had indeed “expressed the consent of the United States to the removal of restriction upon alienation by said Puyallup Indians to their allotted lands from and after the expiration of [ten years and that the Act] shall be given effect of [the grants of allotted land] having been made without any restrictions upon the power of the allottee to alienate his land.” 33 Stat. 565, April 28, 1904.

In short, federal law placed no restriction on Puyallup Tribal members' authority to sell their land after 1903. They could do that without any involvement by the Commission or by the federal government in any form. The result was very quickly disastrous. Toward the end of 1903, only a few months after the restriction had been lifted, the Commissioner of Indian Affairs reported that, "the removal of the restrictive clause upon the sale of the Puyallup lands ... has been a detriment to the Indians and will result disastrously to them." He concluded with the dispirited observation that, "There is no law to prevent an Indian or a white man from throwing his property away if he desires to do so." However, there were also no laws protecting those Puyallups who desired to keep their lands. Foreclosure due to failure to pay taxes on the land, failure to develop the land to standards foreign to the Puyallup land owner, and marriage to non-natives resulted in lands quickly leaving tribal hands. While legitimate sales of lands did occur, in most cases sales and acquisition of tribal lands by non-natives was villainous. Those Puyallups who held lands that were most desired by non-native individuals were cheated, misled, and in what became the common method, murdered for their properties. In many cases, the non-native would befriend the land owner, then mysteriously that same Puyallup landowner would be found dead, having drowned in a small puddle of water, or found dead near the train tracks. Little or no investigation took place looking into these mysterious murders and deaths, simply stating that the Puyallup was drunk and drowned or struck by the train. Immediately, the land was deemed abandoned or foreclosed and auctioned off to the lowest bidder, quite often at prices significantly lower than market value.

The overall, big picture result was that in the ten years or so after the restrictions were lifted, most of the rest of the Reservation land left Indian hands. By 1915, it was reported that fewer than a dozen Puyallup families still owned land there.

The first half of the 20th century did not see any significant improvement in land ownership by the Tribe or its members. The picture began to change, though, in the 1960s and beyond.

## **Tribal Legal Assertion of Ownership and Authority in 1960's-1980's**

Although the Tribe had been seeking the return of its land ever since the takings had begun, it was the mid part of the century before the Tribe began to regain the resources needed to make serious pursuit of that goal. Litigation was the focus of those efforts. The Tribe in 1979 filed the lawsuit *Puyallup Tribe v. Port of Tacoma*, a case known informally as the former riverbed case. The suit claimed rightful title for the Tribe to 12.4 acres of land, not in use at that point, bordering the Puyallup River. The parcel was part of the bed of the River when the Army Corps of Engineers channelized the lower portion of the River (in the late 1940's), leaving this parcel as dry land bordering the River. The Port had record title to the land since that point.

In order to succeed in the case, the Tribe had to demonstrate two legal conclusions:

First, when the Reservation was expanded in 1857, the intention of the United States and the Tribe was to include the bed of the River as part of the Tribe's ownership. That would require an exception to the general rule that the United States retains title to the beds of navigable waterways when it sets aside land for a purpose such as an Indian reservation.

Second, under Washington state law (+) the Tribe's ownership of the bed shifted to 'follow' the bed with the gradual movement of the River over the years resulting from the regular flooding, and (+) the Tribe retained ownership of what had formerly been land on the bed of the River when it became dry land as a result of the sudden channelization of the River by the Corps.

Judge Jack E. Tanner ruled in the Tribe's favor on both issues in 1981. His ruling on the first issue was based on the importance of the River and its salmon to the Tribe and the awareness and acknowledgement of that importance that Territorial Governor Isaac Stevens had and expressed when he led the federal delegation that negotiated the Treaty with the Tribe then expanded the Reservation shortly thereafter. His ruling on the second issue recognized standard and accepted principles of state law concerning the movement of rivers.

The Port appealed the case and in 1984 the Ninth Circuit Court of Appeals upheld Judge Tanner's ruling. The Port petitioned the United States Supreme Court to review the case. The Supreme Court declined.

The Tribe did two things at that point. It sent a letter to several dozen people who lived on properties near the Puyallup River. Those properties had the same key characteristic as the land in the just-concluded lawsuit – they were part of the bed of the River but were left as dry land when the River was channelized. The Tribe alerted these property owners to the decision in the former riverbed case, and politely informed them that if they wished to discuss the status of their lands, the Tribe would be glad to get together with them for that kind of discussion.

The Tribe also filed another land claims case, this one directed at establishing title to a much larger area in the heart of the Port of Tacoma and its operations. Preparations for that case began, this time involving attorneys for the title companies who had been made very well aware of the Tribe and its litigation.

The combination of these two steps, the letter and the lawsuit, generated an outcry in the community. That reaction was enhanced by several other court cases that had taken place in the late 1970's and early 1980's.

- In *City of Tacoma v. Andrus*, the City was unsuccessful in its attempt to convince the federal court to rule that the Secretary of the Interior was not authorized or allowed to put land in trust for the Puyallup Tribe or its members.
- In *Puyallup Tribe v. Army Corps of Engineers* the federal court issued an injunction requiring the Corps to suspend the permit it had given the Port of Tacoma to build a marina in Hylebos Waterway. That marina was never built.
- The still ongoing treaty fishing rights case *United States v. Washington* was, in the 1970's and 80's regular, front page news and had the state and non-Indian fishing groups in a complete uproar. Judge Boldt made the original ruling in the case, holding that the treaties entitled Tribes in Washington to the opportunity to take 50% of the harvestable salmon and steelhead on each fish run, as well as the right to co-manage the fishery resource with the state government. The Court of Appeals and the U.S. Supreme Court upheld the decision.

A continuing series of rulings in the nearly 50 years since Judge Boldt's decision has extended the principles established in the case and decided a variety of issues related to the fisheries. Those include the treaty right to hatchery bred as well as wild fish runs and the right to protection of the fishery habitat.

The rulings in the case and its decades-long and continuing life have impressed on the community more broadly the continuing effectiveness of the treaties. Gone are the days (we trust) when otherwise responsible public officials blithely contended that the treaties were old and no longer deserving respect. A series of Washington's elected officials learned to their dismay that disregard of the treaties gets them nothing but slapped down (and sometimes criticized) by the courts.

## Puyallup Land Claims Settlement

The Tribe had made known to the larger community the belief that the Tribe was the rightful owner of large areas of land that had been stolen from the Tribe and from Tribal members by the land ‘sales’ in the 1890’s and 1900’s. The Tribe’s success in *Puyallup Tribe. v. Port of Tacoma* in particular, combined with the existence of several dozen parcels of land in the River valley, adding up to several hundred acres, with the same title history created overwhelming fear in the non-Indian community, from individuals all the way through the Port of Tacoma and local elected officials, that the Tribe would continue to pursue lawsuits that would, from the non-Indian perspective, disrupt long-held expectations about their land ownership.

Those circumstances brought non-Indian governments and their elected officials to the realization that the area’s economy and development would grind to a halt if issues with the Tribe were left to play out over years or decades one lawsuit at a time. Key local elected officials, some private businesspeople, and Representative Norm Dicks approached the Tribe proposing a comprehensive negotiation aimed at settling the Tribe’s land claims. The Tribe agreed.

Those negotiations lasted for about four years and resulted, after one proposal was rejected by a vote of the Tribal membership, in the Puyallup Tribal Land Claims Settlement Agreement. The negotiations concluded in 1988; the resulting Agreement was approved by all the parties over the next year and a half, and the Settlement went into effect in March of 1990. Now over 30 years later, the document remains effective, binding on all the parties, and relevant to the Tribe and the local governments today.

The Land Claims Settlement is a far-reaching and tremendously important agreement reached by 12 parties including, among others, the Tribe, the Cities of Tacoma, Fife, and Puyallup, Pierce County, and the Port of Tacoma. The key points in the Settlement can be summarized as follows:

- Land and funding provided to the Tribe. The Tribe received parcels of land for several purposes including economic development, fisheries habitat, and governmental services, and substantial funds for the development of those lands and conduct of programs.
- Additional protection for the fishery resource and habitat, in the form of technical, scientific standards by which development projects are evaluated, measures the local governments agree to carry out, and a dispute resolution procedure for disagreements over whether a proposed development will harm the resource.
- Relinquishment of many of the Tribe’s land claims. The Tribe and the United States gave up all of their claims to the Tribe’s ownership of land other than a list of claims (and in some cases established title) spelled out in the Agreement that the Tribe retained.
- Tribe’s agreement not to exercise jurisdiction over non-Indians on fee land. This provision did not affect the Tribe’s authority over its own fee land or Tribal members’ and other Indians’ fee land.
- Provisions concerning governmental authority and cooperation. This included a variety of measures including standards for evaluating proposed land use decisions and a consultation process when either the Tribe or a local government considers a qualifying land use decision.
- Blair Waterway funding. The Port received from Congress a little over \$25 million for widening of the Blair Waterway.



Chief Leschi High School senior and Puyallup Tribal Member Kenya Scabbyrobe had a unique opportunity to travel to Bismarck, N.D., with her family to take part in a photography session using natural light wet plate photography. This process dates back over 200 years.

Once arriving in Bismarck, the Scabbyrobe family met with ambrotypist Shane Balkowitsch. He is among a small number of individuals who use wet plate collodion, which was the predominant form of creating photography throughout Europe and North America dating back to the 1800s. The process involves exposing an image onto glass or metal when the chemicals are still wet.

“My goal is to capture 1,000 Native Americans in the historic wet plate collodion process of pure silver on glass,” Balkowitsch said. “I am 482 images in, and it has taken me seven years to get to this point. It is going to be a 20-year journey.”

He added that Scabbyrobe was the first Puyallup who participated in the project.

“It was a historic and special moment,” he said, adding that he also captured images of Scabbyrobe’s parents.

Scabbyrobe describes her session with Balkowitsch as a really fun time. “It was something very cool to experience,” she said.

She shared that she had to sit perfectly still without even blinking at times.

A couple of historical societies have already acquired the plates. Black glass ambrotype of Kenya Marie Scabbyrobe “Bird Woman” Puyallup/Blackfeet, on 8×10” taken on 4-2-2021 (#3863) wet plate along with a bio about her, will be held locally at the Washington State Historical Society, Washington State History Research Center, 1911 Pacific Ave., Tacoma.

Her photo will also be at the North Dakota National Historical Society Museum.

“For me, it is all about capturing history and paying respect to the people that came before us,” said Balkowitsch.

Scabbyrobe’s mother, Kathy Scabbyrobe, explained that her daughter is always staying busy with basketball, powwows, sewing, and traveling to attend their Washat ways.

“We are very proud of her,” she said.

Photos courtesy of the Scabbyrobe family and Shane Balkowitsch



## Continued Traditions

2021 marks over 200 years since the first contact between the Puyallup Tribe and white settlers. Unfortunately, negative actions toward the Puyallup community and its Reservation by non-Indian governments and business interests were systematic and largely successful.

Against all odds, the Indian way of life continues to this day. Fishing remains a significant means of perpetuating the traditions and values associated with living in harmony with the natural environment. We, the Puyallup people continue to sustain family growth and development within and around our ancestral homelands, the Puyallup River Valley and the Reservation. Although we have witnessed the destruction of the fishing, hunting, and gathering activities within the Puyallup River Delta, we help to raise awareness among jurisdictions and provide leadership in restoring fish resources and implementing natural resources management practices.

In essence, we have ensured our own survival through an exceptional determination to adapt and adjust to the change of time and ruthless impositions. Now, with the advent of successful Tribal entrepreneurship, we are expanding our exercise of sovereignty and self-determination by acquiring lost lands and building new facilities that will help perpetuate important cultural and traditional values in harmony with the natural environment.

The Puyallup Tribe experiences insufficient and inefficient coordination with the cities within our own Reservation. The impact of this includes enormous development pressures and urbanization in the Puyallup Reservation that have occurred over many decades and without our input. This development pressure threatens the continued destruction to some of our most precious cultural sites and has resulted in environmental degradation of the Puyallup River, Commencement Bay, and other habitats within the Reservation. Along with development pressure and urbanization, climate change is threatening natural resource areas that have high cultural resource value such as shorelands, tidelands, prairies, forests, and other natural areas. Extreme weather events are becoming more frequent and sea level rise is projected to increase over the next decades. These issues highlight the need for increased multijurisdictional coordination and the urgency with which such coordination must take place in order to secure a stable future for the Tribe and others who live on the Reservation.

Despite all of the efforts to eradicate our people, we are still here! Despite all the disease, desecration of sacred sites, destruction of our homes, and the death of 90% of our population, our people have endured! We once again number in the thousands. Our greatest priorities have been re-established: health, prosperity, and wellbeing of our Tribal community and culture. We continue to honor many of the traditions our ancestors have practiced for generations. We raise our children and care for our elders on the same lands that our ancestors have called home since time immemorial. We protect our natural resources, speak our language, share our rich history, practice our culture, and exercise our treaty rights.

We are the culmination of the resiliency of our ancestors.

spuyaləpabš čəł. We are Puyallup!

# Community Profile

## syəcəb ʔə tiit spuyaləpabš

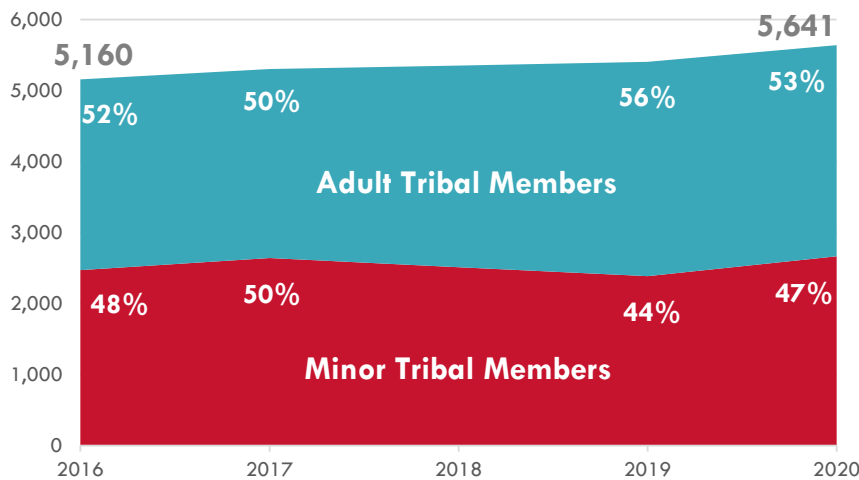


The data in this community profile overview is based on American Community Survey (ACS) reporting for the residents within the Puyallup Tribe Reservation and Off-Reservation Trust Land, as defined by the US government. This extends beyond Tribal membership and is represented by the “1873 Survey Area” boundary on maps in this report. Where available, data from the PTOI enrollment office adds detail about Tribal members.

## Population and Demographics

**There are 5,810 enrolled Tribal members (2021).** Counter to regional trends, the membership has a relatively large and stable proportion of minors. The membership has grown by 9% over 4 years (2016-2020), and the population is split almost evenly between minors and adults. In comparison, the total population within the Survey Area (Reservation) has only 28% of its population aged 19 and under. Counter to regional trends showing increasing proportions of older residents (55+) and decreasing proportions of adults 35-54 and school-aged youth (5-19), the membership has a relatively large and stable proportion of minors. See [Exhibit 2](#).

**Exhibit 2: Tribal Enrollment, by Age, 2016-2020.**



Given the Tribe’s values to make decisions ensuring the welfare of the seven generations ahead—and the large proportion of younger Tribal members—**goals and policies that respond to the diverse needs of younger members will be an important piece of the Comprehensive Plan.**

Sources: PTOI Enrollment, 2021; BERK, 2021.



**“When we respond to the census, we declare our rights to OUR fair percentage of jobs, financing, and services. We also made obvious any discrimination in education or law enforcement. We cannot be pushed aside, we count.”**

—Ramona Bennett, Puyallup Tribe of Indians

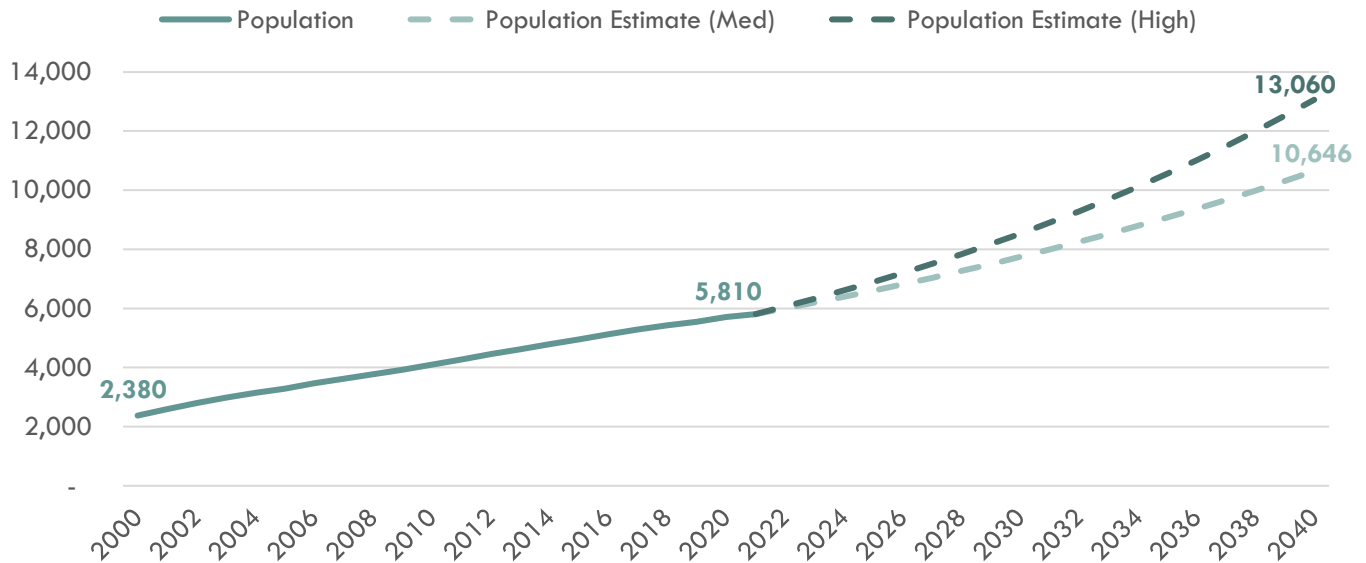
### **Best Practices for American Indian and Alaska Native (AI/AN) Data Collection.**

Many AI/AN individuals are unidentified with current ACS collection practices. There is a large proportion of Indigenous people who identify as multi-racial, and without the ability to disaggregate selections within the “Two or more races” category, these individuals cannot be recognized as part of the larger AI/AN community. Organizations such as the Urban Indian Health Institute advocate solutions for this loss of identity, such as the addition of a space to identify Tribal affiliation within the surveys. To date this problem remains unaddressed.

Source: UIHI, 2021.

**Future population projections, based on rates of growth for the past 20 years, estimate a 2040 population between 10,646 and 13,060.** This represents a doubling—or more—of enrolled members from the 2021 enrollment. This population increase has implications for planning efforts, resources needed to provide consistent levels of service, and future opportunities for future generations of the Puyallup Tribe. See [Exhibit 3](#).

**Exhibit 3: Population History and Forecasts for PTOI Membership, 2000-2040.**



Sources: PTOI Enrollment, 2022; BERK, 2022. Forecasts are based on projecting previous population growth rates into the future. Medium estimates based on the 2000-2021 average annual membership growth rate, and the high estimates are based on the 2010-2021 average annual growth rate.

**There are 53,026 residents within the Survey Area, and approximately 19% of enrolled Tribal members live within this area.**<sup>1</sup> The total population in this area has grown by 14% between 2010-2019, or an average annual growth of 741.<sup>2</sup> Residents in the Reservation Area include all age cohorts, with increasing proportions of older residents (55+) and decreasing proportions of adults 35-54 and school-aged youth (5-19). See [Exhibit 4](#). The increase in older adults reflects trends in the greater Pierce County area, where adults 65 and older are expected to continually increase as a proportion of the population, reaching 21% in 2040.<sup>3</sup>

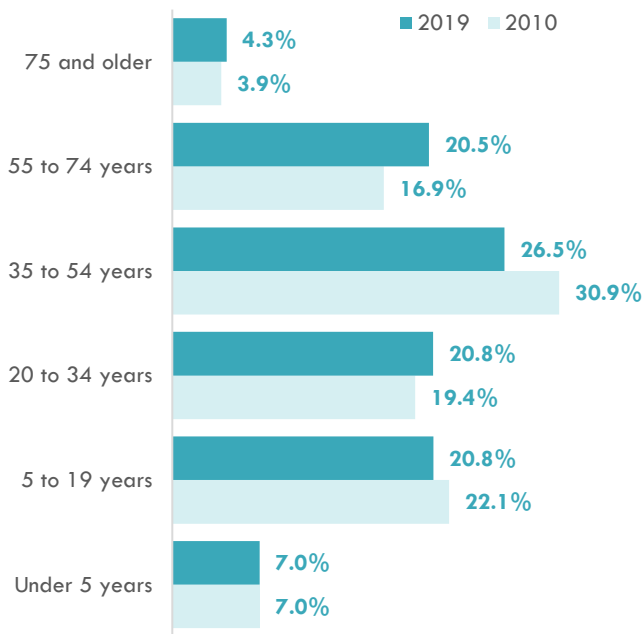
<sup>1</sup> PTOI Enrollment Office, 2021. Member residence location is approximate and based on ZIP code.

<sup>2</sup> ACS 5-year estimates, 2010 & 2019.

<sup>3</sup> Washington OFM Medium-Series Projections, 2017.



**Exhibit 4: 1873 Survey Area Population by Age Cohort, 2010 & 2019.**



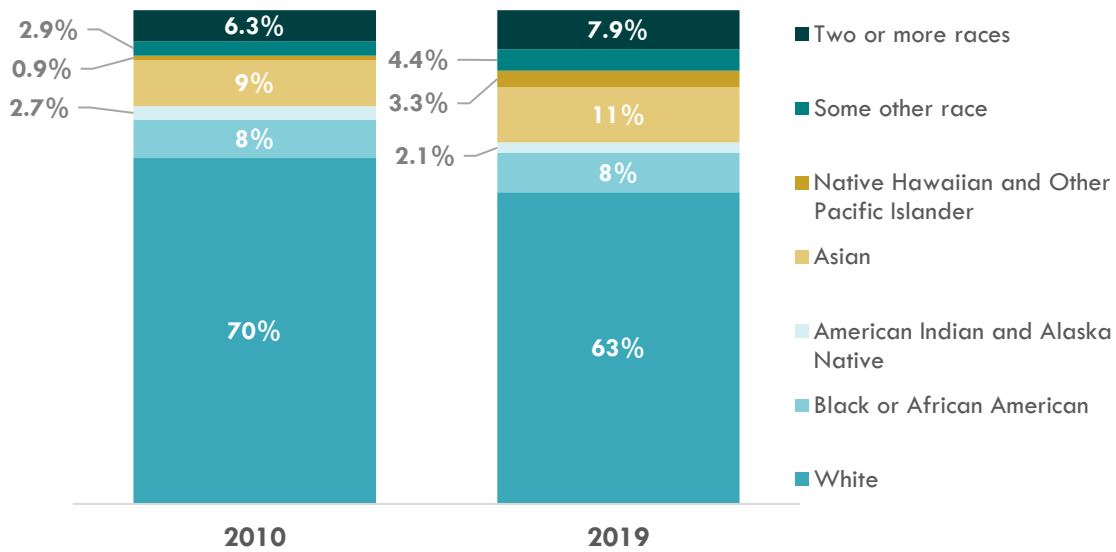
Between 2010 and 2019, the general population within the Reservation area saw increasing proportions of older residents (55+) and decreasing proportions of adults 35-54 and school-aged youth (5-19). Affordable and accessible services, housing, and transportation are key to quality of life for people of all ages, but especially for older adults.

Sources: PTOI Enrollment, 2021; BERK, 2021.

**Between 2010 and 2019, the Planning Area became more racially and ethnically diverse.** Residents who identify as American Indian and Alaska Native, however, decreased slightly during this same time period. The Census reports data on residents by self-identified race, ethnicity, and country of origin. The options available for selection by racial identity include American Indian and Alaska Native (AI/AN), Asian, Black or African American, Native Hawaiian and Other Pacific Islander, White, and Some Other Race. Respondents are allowed to select more than one racial identity. While some Puyallup Tribal members would select AI/AN when choosing a racial identity, others will be lost in the shuffle by selecting one or more alternatives from the options provided. Identity by race is not a perfect proxy for identifying Puyallup Tribal members within Census data. It is still an important group to track, however, as many Puyallup members are likely to be identified in this group. See the sidebar for additional information on this topic.

**In 2019, the American Indian and Alaska Native population within the Planning Area is 1,122.** There was a slight decrease in Planning Area residents who identify as American Indian and Alaska Native from 2010 to 2019, shown in **Exhibit 5**. Looking at the total Planning Area population during this period, non-White residents grew as a proportion of the population: from 30% to 37%. Groups that increased proportionally over this time include Asian residents (9% to 11%), Native Hawaiian and Pacific Islander residents (0.9% to 3.3%), those who identify as Some other race (2.9% to 4.4%), and those who identify with Two or more races (6.3% to 7.9%). Planning Area residents who identify as Hispanic, regardless of race, also increased from 10% to 14% over the same time period.

**Exhibit 5: Race Identity of 1873 Survey Area Residents, 2010 & 2019.**



Sources: American Community Survey, 5-year estimates, 2010 & 2019; BERK, 2021.

Considering country of origin is one additional method for identifying Puyallup Tribe members within the geographic boundaries considered in ACS reporting. **In 2019, 1,996 residents selected American as their national origin.** This ranks 5th in order of most common national origin for residents within the Planning Area boundary. See [Exhibit 6](#).

**Exhibit 6: National Origin for 1873 Survey Area Residents, 2019.**

Rank	National Origin	% of Total
1	German	13%
2	Irish	9%
3	English	8%
4	Norwegian	4%
5	American	4%

Sources: American Community Survey, 5-year estimates, 2010 & 2019; BERK, 2021.



# Income

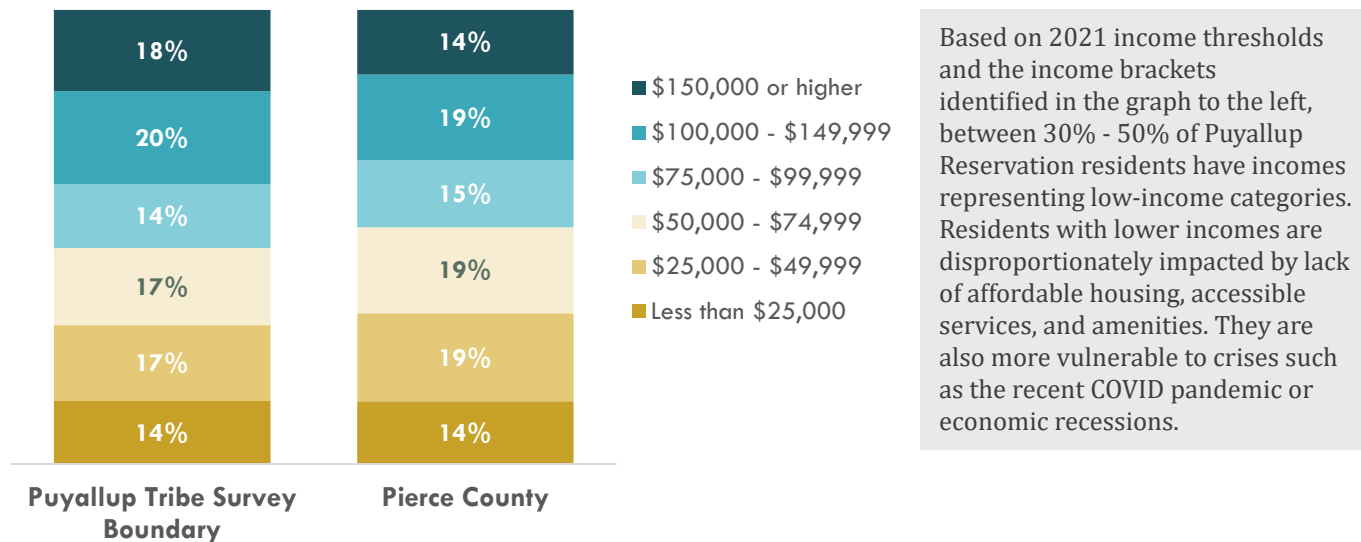
Residents within the Planning Area have slightly higher median household incomes than the county overall. The 2019 median household income for residents of the Planning Area is \$78,526. This is slightly higher than the countywide median, as shown in [Exhibit 7](#). The overall distribution across income brackets is similar for Planning Area residents as in Pierce County. The Planning Area has more residents in the highest earning income brackets, however, with 38% of its population earning \$100,000 or more annually, compared to 31% countywide. The relative proportions of income brackets represented across Planning Area residents suggests a balance of income groups within the community. See [Exhibit 8](#).

**Exhibit 7: Median Household Income for the 1873 Survey Area and Pierce County, 2019.**



Sources: American Community Survey, 5-year estimates, 2010 & 2019; BERK, 2021.

**Exhibit 8: Household Income Brackets for the 1873 Survey Area and Pierce County, 2019.**



Sources: American Community Survey, 5-year estimates, 2010 & 2019; BERK, 2021.

The US Department of Housing and Urban Development (HUD) establishes income thresholds that categorize “low-income,” “very low-income,” and “extremely low-income” households. These thresholds are based on household size, shown in **Exhibit 9**. These limits are used in determining a family’s eligibility to participate in certain housing assistance programs. For a family to be eligible for federal housing assistance in Pierce County, the total household income must not exceed these established yearly income limits listed in **Exhibit 9**.

Based on 2019 income estimates, somewhere between 30-50% of Planning Area residents fall into one of HUD’s low-income household categories. These residents are more likely to face challenges balancing household costs such as housing, transportation, healthcare, and education. Residents with lower incomes are likely to be disproportionately affected by lack of affordable housing, accessible services, and amenities. They are also more vulnerable to crises such as the recent COVID pandemic or economic recessions.

**Exhibit 9: HUD-Area Income Thresholds for Low-Income Households in Pierce County, 2021.**

National Origin	Household Size				
	1-person	2-person	3-person	4-person	5-person
<b>Extremely low-income (30% AMI or less)</b>	\$19,140	\$21,870	\$24,600	\$27,330	\$29,520
<b>Very low-income (30 - 50% AMI)</b>	\$31,900	\$36,450	\$41,000	\$45,550	\$49,200
<b>Low-income (50 - 80% AMI)</b>	\$51,040	\$58,320	\$65,600	\$72,880	\$78,720

Sources: Washington State Housing Finance Commission, 2021; BERK, 2021.

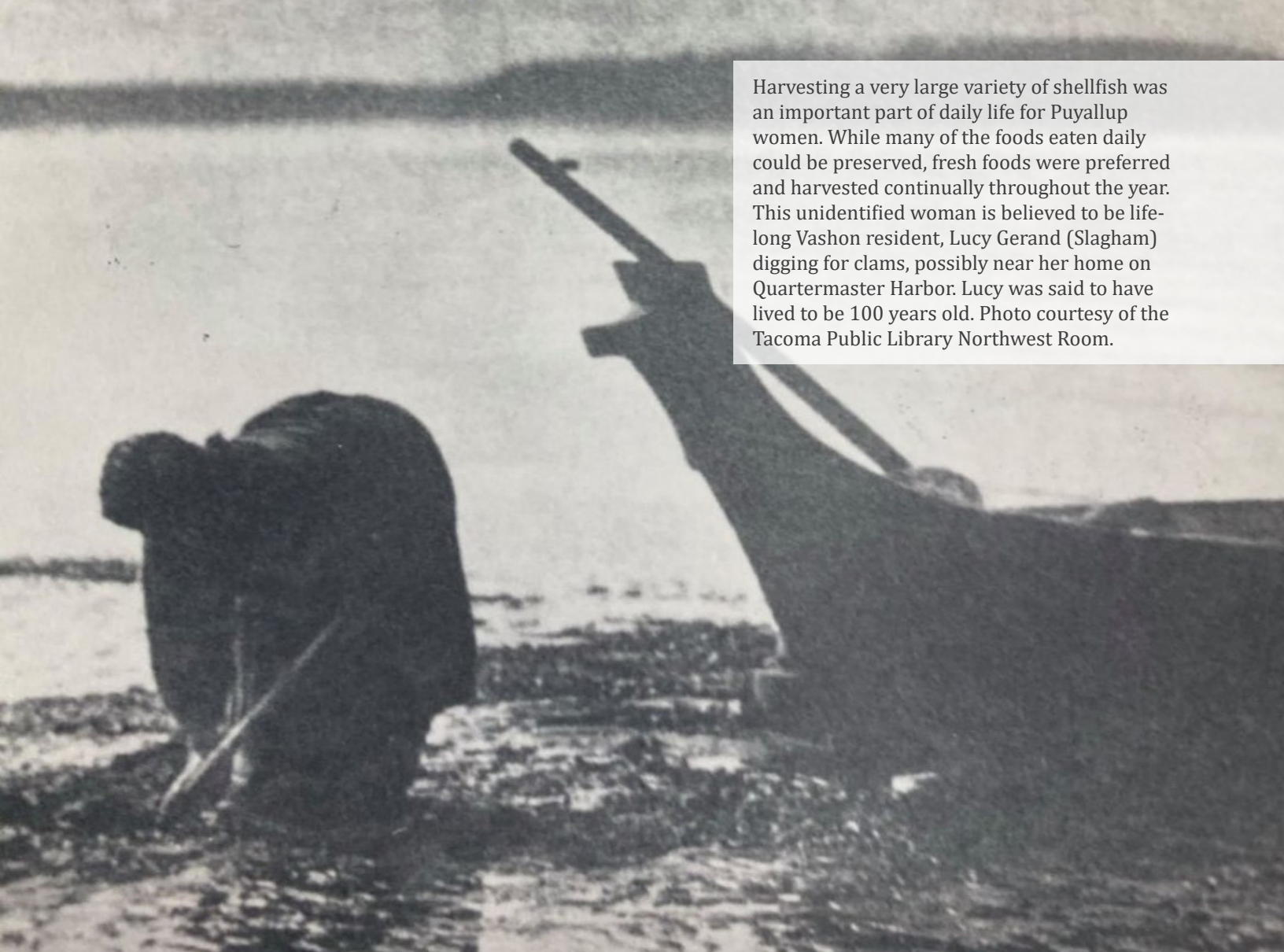
# Vision Framework



These vision themes were identified through stakeholder engagement and represent the overarching ideas of the Comprehensive Plan. All goals and policies in this Plan advance the following vision themes:

- **Conservation and stewardship of natural resources.** The Comprehensive Plan is centered on the natural environment and seeks to protect and restore it for generations to come. The economic value of land is considered but offset by the importance of environmental stewardship of the land. Goals and policies in the Plan seek to acquire land for conservation, protect critical areas, increase restoration projects, and improve habitats. Recognizing the need for the collaboration among jurisdictions to ensure ecological connectivity and health across boundaries, the Plan seeks opportunities to work together.
- **Planning for healthy salmon.** The Plan recognizes the interconnectedness of the natural environment and the community. The Plan's goals and policies are intended to improve and restore the health of natural species, especially fish, because the health of the community is closely tied to the health of these natural species.
- **Coordinated land use, conservation, and cultural resources.** The protection of cultural resources is a key focus of the Plan. The Tribe's right to fish, harvest shellfish, hunt, and gather at usual and accustomed areas is central to the cultural identity of the Puyallup. It is an abrogation of the Tribe's treaty rights if there are no fish to catch, crabs to harvest, elk to hunt, nor berries to gather. It is also a diminishment of the treaty rights if all the salmon and crab are contaminated with toxins that hurt the Tribe's elders and children. Given this connection between the natural environment and cultural identity, discussion about cultural resources is woven throughout the Plan. Tied to cultural identity, the Plan also tells the Tribe's history in our own voice.
- **Taking care of each other.** Reflecting our values of prioritizing community over individuals, the Plan focuses on collective wellbeing. Goals and policies ensure the community's resources are shared for the wellbeing of all.
- **All Tribal members who want a home should have a home.** As an urban reservation located in a growing region, members face a challenging housing market unlike any other Tribal reservation in the United States. This is compounded by the barriers created by decades of exclusionary housing practices. While others can move out of the area to pursue more affordable housing, our members do not want to leave their ancestral lands. The Plan envisions an expanded range of housing choices affordable to Tribal members across the income spectrum and across ages, abilities, and diverse household situations. Affordable housing in a range of sizes and formats will provide stability that improves life outcomes—including health, education, and economic outcomes—and reduces the risk of homelessness. Programs will support Tribal members and remove barriers to accessing housing.
- **Action around climate change.** The future of the Planning Area's ecosystem will be affected by climate change, with differing impacts on various species. The Plan places the Tribe as a regional leader with goals and policies that demonstrate a commitment to climate adaptation and resilience building.
- **Economic opportunity for Tribal members.** The Plan envisions increased access to economic opportunity for its members. Expanded workforce development programs will increase opportunities for members to participate in the regional and local economy. Members will prosper from a combination of PTOI's traditional strengths and investments to foster new industries. Programs and investments will support Tribal arts and entrepreneurs to ensure members have access to a range of economic opportunities.





Harvesting a very large variety of shellfish was an important part of daily life for Puyallup women. While many of the foods eaten daily could be preserved, fresh foods were preferred and harvested continually throughout the year. This unidentified woman is believed to be life-long Vashon resident, Lucy Gerand (Slagham) digging for clams, possibly near her home on Quartermaster Harbor. Lucy was said to have lived to be 100 years old. Photo courtesy of the Tacoma Public Library Northwest Room.



First fish remains at First Fish Ceremony, 2019.

# Goals and Policies



# Cultural Resources

## sp'ak'<sup>w</sup>/sp'ak'<sup>w</sup>p'ak'<sup>w</sup>

### Existing Conditions

The Puyallup Reservation is rich in archaeological and cultural sites of great significance. These areas may have buried resources, are used for ceremonial purposes, or are used for traditional practices. Many are threatened by climate change. Sites along the waterfront may experience higher frequency and greater intensity of flooding, and temperature and precipitation changes may affect traditional plants and species, such as salmon.

### Puyallup River

The Puyallup River is approximately 45 miles long, with headwaters on the west side of Mount Rainier. The river itself is a cultural resource of the highest importance and is home to many sites of historical and cultural significance. It flows generally northwest and empties into Commencement Bay in the Puget Sound. Because the river is glacially-fed, it contains a high volume of sediment deposits. These sediment deposits lower water capacity, which leads to flooding. Historic flooding events led to the river being modified over time. In 1913, a legal settlement between King County and Pierce County led to the beginning of an effort to straighten the Puyallup River over the next several decades. Levees and revetments that still exist today were built during this time. Today the Puyallup River looks very different than it did prior to river modifications. There is a very high likelihood of cultural resources along both the original alignment as well as the altered alignment.

### *Puyallup River Original Alignment (1907)*

The Tribe has existed along the historic alignment of the river and its tributaries, where our ancestors fished for salmon and other resources. Salmon were historically and continue to be vital to Tribal ceremonies. The river itself—along with several historic and cultural sites along the river—are all part of the culturally significant ecosystem of the Puyallup River.

There is a known large traditional Tribal village site located on high ground near the original mouth of the Puyallup River. There are additional known cultural and archaeological sites along the Puyallup River and its tributaries, and there is a high probability that there are additional cultural resources and sites that have yet to be discovered.

The Puyallup River and its tributaries continue to be a significant historical, cultural, and economic resource for the Tribe. The Puyallup's "Ceremonial Grounds," another area of great cultural and spiritual significance, are also located in a wooded area along the bank of the Puyallup River between the Fishing Wars Memorial Bridge and the I-5 Puyallup River Bridge. Many traditional ceremonies and events, such as the First Fish Ceremony, are held along the Puyallup River as well as many of the historical "fish-ins" related to the Fishing Wars of the 1960's-70's.

The terms "cultural" and "cultural resources" are used throughout this chapter and the entirety of this Plan. For the purposes of this Plan, "Cultural" is defined as the Tribe's customs, ideas, practices, and values that embody the Tribe's identity. "Cultural resources" are defined as physical locations, areas, structures, and materials that have ceremonial, historical, archaeological, and/or other significant meaning to the Tribe.



## Puyallup Indian School/Cushman Indian School<sup>1</sup>

One of the promises made in the Treaty of Medicine Creek was that a free school education would be provided for Indian children. The Puyallup Indian School (later renamed to the Cushman Indian School) was the first boarding school to open on the Puyallup Reservation. The Puyallup Indian School was a boarding school that originally opened in 1860 but was relocated in 1864, opening that year as the Puyallup Indian School. It educated Native American children for over 60 years and closed in 1920. Like all Federal Indian boarding schools, the school focused on assimilating Native American children through a Western-based curriculum. While it mostly educated Puyallup children, the school eventually expanded to enroll children from other tribes.

### Exhibit 10: Puyallup Indian School, 1889.



Source: Washington State Historical Society Collection.

The school served as an extension of the U.S. Government's efforts to assimilate Native American children into the dominant Western worldview and culture. Children were forcefully removed from the love and care of their families and tribes and placed in the care of church staff, where they were forbidden from speaking their language or practicing their culture. Physical, emotional, and sexual abuse were rampant. Though

<sup>1</sup> Sources: <https://historylink.org/File/20736>, <https://www.federalwayhistory.org/wp-content/uploads/2020/04/FtHylebosJuly92009.pdf>.



the schools left a devastating legacy, they failed to eradicate Native American cultures as they had hoped. By the 1910s, many families were seeking education for their children elsewhere in the area. In 1915 local Indian children were allowed to attend local public schools. When many families sent their children to the Fife public schools, attendance at the Puyallup Indian School began to suffer. Plagued by low enrollment and a shift toward industrial-based training, the newly renamed Cushman Indian School began to falter, closing temporarily in 1917 due to a lack of funding. During this time, there was an upswelling in political and social measures for Native American self-determination. Combined with shifts in the sociopolitical climate and funding and enrollment issues at the school, the school closed permanently in 1920.

### **The Boarding School & Cushman Project**

Recently the Tribe's Historic Preservation Department was engaged in The Boarding School & Cushman Project. The purpose of the project was to collect and hear the stories of Tribal Elders who attended St. George's Indian Boarding School, Cushman Indian Boarding School, or the Cushman Indian Hospital & Sanatorium. A full tx̣ẉəlšucid immersion video in the voices of the First People of the land is available on the Tribe's website that describes the experiences that Elders had attending these schools.

### **St. George's Indian School<sup>2</sup>**

St. George's Indian School was a boarding school established by Father Peter Hylebos, the pioneer Priest of Tacoma. Following Father Hylebos's search for funding to establish a boarding school, he obtained money from a woman named Katharine Drexel, the Bureau of Catholic Indian Missions in Washington, D.C., grants from the government, and the support of a group of Franciscan Sisters from Philadelphia. Shortly after acquiring funding, Father Hylebos opened the "St. George's Industrial School for Indians" in 1888.

Like the Puyallup Indian School/Cushman Indian School, the intent of the St. George's Indian School was to assimilate Native American children into dominant culture. Children were separated from their families to distance them from their culture & language and assimilate them into Western culture. Children learned new trades so they would become assimilated and make productive use of the land. Speaking native languages was forbidden as well as eating traditional foods and partaking in ceremony. Several atrocities occurred at St. George's Indian School to prohibit and extinguish Tribal Member's traditional way of life. Issues of abuse mirrored the experience described above from the Puyallup Indian School. The school continued through the 1920s and early 1930s.

Facing money troubles and massive debt during the Great Depression, the school closed in 1936. In 1944 a Bishop involved in the school wrote in a letter to the Bureau of Catholic Indian Missions admitting that financial concerns were not the only reason the school closed: The government's attempt to assimilate Native American children into Western culture was a failure. The school buildings remained intact for years until they were razed to construct the St. Gethsemane Cemetery.

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<sup>2</sup> Sources: <https://www.stjames-cathedral.org/history/holythings/35hostiron.aspx>; <https://www.federalwayhistory.org/wp-content/uploads/2020/04/FtHylebosJuly92009.pdf>

### Exhibit 11: St. George's Indian School.



Source: The Puyallup Tribal Language Program Video "The Boarding School & Cushman Project."

The Boarding School era was a very dark part of our history. The U.S. Government made a deliberate effort to extinguish our culture and our people. The effects of having our language beaten out of us, or culture forcibly being taken from us was a trial our People endured. We are proud to say that despite their best efforts, the Boarding Schools were unsuccessful in their mission. Warrior children fought to speak their language at night, performed and shared culture in secret and endured the worst possible circumstances a child could face. Those effects are still felt today by the descendants of these Warriors. We continue to practice our culture, while recognizing that some aspects were lost. We are revitalizing our language and learning from the acts of our Ancestors to make sure we never face extermination again. We are a strong people, we are resilient, and we stand upon the shoulders of our brave warrior Ancestors as we continue their culture and traditions, they fought so hard to preserve. We are the culmination of their sacrifices.

### St. George's Cemetery

St. George's Cemetery was established in 1886 in connection with St. George's Indian School. St. George's Cemetery is adjacent to the modern Gethsemane Cemetery. When I-5 was built, part of the east side of the school property was forcibly sold for the interstate. In 1980 the Catholic Church donated the land covering the original St. George's Cemetery to the Puyallup Tribe of the Puyallup Reservation. Records show that many Indians, nuns, and pioneers were buried in the cemetery until the 1920s. The exact locations of burial plots are largely unknown and the identities of those buried are largely obscured. Records indicate that

non-Native burials were relocated however, records were poorly kept for Native burials, consistent with Indian boarding schools Nation-wide. To this day, many Native families continue to search for their loved ones, having never received notice of their deaths or final resting places. Many Native Americans went by European surnames, as they were easier for White settlers to pronounce. These surnames were often inscribed on gravestones, making it harder to identify the Puyallup people buried there.

### **Gethsemane Cemetery**

The Gethsemane Cemetery is at the original location of St. George's Indian School and follows the eastern border of SR 99. St. George's Indian School buildings were demolished in 1971, after which the Catholic Church began construction of the present Gethsemane Cemetery.

### **Cushman Indian Cemetery**

The Cushman Indian Cemetery is located south of the I-5 Puyallup River Bridge and is a culturally important area to the Tribe.

### **Willard Cemetery**

The Willard Cemetery is located in the City of Puyallup near Valley Avenue and 90th Ave E and is a culturally important area to the Tribe.

### **Emerald Queen Casino<sup>3</sup>**

The purpose of this Comprehensive Plan is to not only protect significant historic and archaeological resources, but also protect current Tribal enterprises and future culturally significant resources. Tribal gaming and gambling have been a part of our culture for thousands of years. Gaming was used to unite communities and families. Gaming was used to resolve disputes to avoid violence or ease tensions. Gaming has always been a part of our community for the benefit of us all. As such, the Emerald Queen Casino is an example of a modern cultural resource and enterprise that merits inclusion in this report and the Comprehensive Plan. The Tribe finished construction of the new Emerald Queen Casino at 2920 East R Street in Tacoma, replacing the old Emerald Queen Casino on I-5. The facility was completed after more than 20 years of planning and 5 years of construction. A 12-story, 170-room hotel and spa opened in 2021. The hotel furnishes a conference space and a rooftop restaurant.

The Emerald Queen Casino represents a modern cultural resource that will be managed through the Comprehensive Plan's new land use districts for cultural resources. The facility includes several commissioned pieces of art including murals, story poles, finishings, and other culturally significant items, including its traditional basket weave exterior design.

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<sup>3</sup> Source: <https://www.thenewstribune.com/news/local/article239724883.html>



**Exhibit 12: Slehal games at Audoma Park, Puyallup, Washington 1934.**



Source: Courtesy of Tacoma Public Library, Richards Studio 807-2 and 807-3.

**Exhibit 13: Slehal game on the beach in Tacoma, Washington 1886.**



Source: Courtesy of Tacoma Public Library, C.E. and Hattie King Collection King-003.



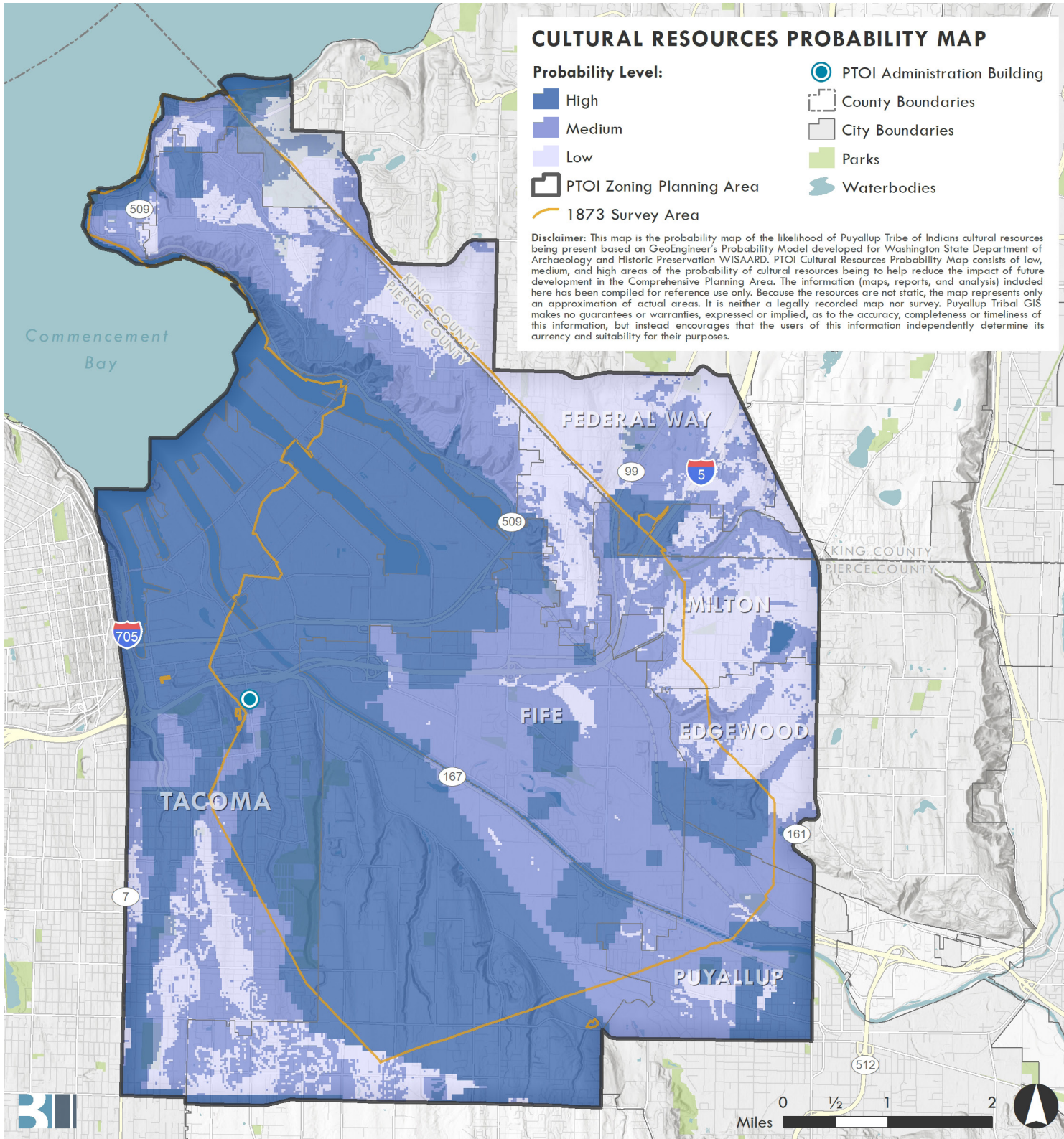
## Current Regulations to Protect Cultural Resources

The Puyallup Tribe's first zoning ordinance was adopted in 1997 and currently contains a "Historical, cultural, and other significant lands" district (PTC 15.12.190) that is intended to protect historic, cultural, and other significant lands. Additionally, the "Forests, wetlands and other significant resource lands" zone (PTC 15.12.210) provides protection for areas of undeveloped forest, wetlands, and other significant resource lands. The new Comprehensive Plan builds on these zoning districts and provides additional clarity and protection for cultural resources.

## Cultural Resources Probability Mapping

In order to further protect cultural resources, the Comprehensive Plan identifies cultural resource probability in the PTOI Planning Area (**Exhibit 14**). A larger Ceded Area Map is currently being developed and will be integrated into the plan when complete. The purpose of this tool is to work with local jurisdictions to protect traditional and sacred sites from development to avoid impacts to those resources. Given the sensitive nature of these resources, the map offers a way to not expose a location where known cultural resources exist. Those sites are private and not for public dissemination in order to prevent their exposure and harm.

**Exhibit 14: Cultural Resources Probability in the PTOI Planning Area.**



Sources: PTOI, 2022; BERK, 2022.

## Opportunities

**The protection and preservation of cultural resources represent a key focus of this Comprehensive Plan, and discussion of cultural resources is woven throughout the entire Plan.** History and values are intrinsically linked to identity and connection to Tribal culture serves the wellbeing of future generations.

**The terms “cultural” and “cultural resources” are used throughout this element and the entirety of this document.** For the purposes of this Plan, “Cultural” is defined as the Tribe’s customs, ideas, practices, and values that embody the Tribe’s identity. “Cultural resources” are defined as physical locations, areas, and structures that have ceremonial, historical, archaeological, and/or other significant meaning to the Tribe. Land use tools can be used to protect cultural resources in the PTOI homelands.

**Shorelines, tidelands, prairies, forests, and other accustomed and traditional sites are all areas with high cultural value that could be threatened by impacts from climate change.** Development pressures and urbanization add to this concern. The Puyallup Tribe of Indians will need to navigate difficult decisions on the appropriate response to site vulnerabilities. A map identifying sites with high probability for cultural significance within the Planning Area is shown in **Exhibit 14**. Coordination with jurisdictional partners is an important piece of this puzzle, to ensure that proper studies and protections are being respected by all agencies in the region.

## Goals and Policies


### Goal 1.0 Work across PTOI departments protects cultural resources and Tribal values.

- Policy 1.1 Identify opportunities to promote and preserve PTOI culture across all departmental planning and implementation activities.
- Policy 1.2 Develop a set of guiding principles that reflect PTOI cultural values and that can be used across Planning efforts.
- Policy 1.3 Invest in programs that advance cultural values.

-  > Policy 1.4 Create a strategic land acquisition plan for sites of high importance for cultural activities, ceremony, and traditional food sovereignty.

### Goal 2.0 Areas of high cultural importance are preserved.

- Policy 2.1 Identify key cultural areas and institutions, both modern and historical, for protection and preservation.

-  > Policy 2.2 Develop a process for considering priority areas in future development of housing, transportation, and capital facility/utility infrastructure.

-  > Policy 2.3 Use land use regulations to detail appropriate protections for areas of cultural significance.

### Policy Connections



Icons are used to identify policies with a connection to other topical chapters of the Plan. The icons match those at the beginning of each topical chapter (see also the table on page 4) and can be clicked on to jump to the relevant chapter.



> Policy 2.4

Develop a process for protecting cultural sites from encroachment within usual and accustomed areas.

Policy 2.5

Protect cultural sites impacted by urban development from additional adverse environmental impacts (destruction of cultural resources, light, sound, water quality, air quality)

**Goal 3.0**

**Local and regional governments plan within the cultural resource protection framework established by the Tribe.**



> Policy 3.1

Clearly and consistently communicate priorities for cultural resource protection with other governments and agencies.

Policy 3.2

Educate neighboring jurisdictions' staff on legal framework and financial responsibilities related to cultural resources.

Policy 3.3

Assist local jurisdictions in applying appropriate protections during site development to address avoidance of impacting cultural resources.



> Policy 3.4

Educate neighboring jurisdictions about the cultural importance of language revitalization, traditional food sources, and salmon restoration & recovery efforts.



> Policy 3.5

Use mapping and tracking tools to holistically review and assess cumulative impacts to cultural resources, rather than review on a project-by-project basis.

**Goal 4.0**

**Cultural resources are protected for future generations.**



> Policy 4.1

Promote regional climate policies that help preserve cultural resources.



> Policy 4.2

Identify adaptation policies that protect both cultural and natural resources.



> Policy 4.3

Protect historic and modern ceremonial sites that may be impacted by climate change.



> Policy 4.4

Identify and plan for a space such as a museum and/or longhouse in a climate-resilient location for the purpose of to showcase ceremony and storage of historical artifacts for the benefit of current and future generations.

## Actions

Action Steps	Primary	Timeline
1 Host an annual interdepartmental meeting to discuss cultural resources progress, goals, and issues.	Heritage Committee	Ongoing
2 Create a shared map or resource that all Tribal departments can use internally and externally to track sites of high importance.	Heritage Committee	Short-term
3 Explore additional youth education and language programs.	Heritage Committee	Short-term
4 Use probability map and inventory to identify key cultural areas, both modern and historical.	Heritage Committee	Ongoing
5 Develop a process and schedule for updating the probability map as new cultural resources are discovered or probability categories change over time.	Heritage Committee	Medium-term

Action Steps	Primary	Timeline
<b>6</b> Use identified areas on Land Use Map to communicate Tribal priorities.	Planning	Medium-term
<b>7</b> Establish regular check-ins to communicate priorities for cultural resource protection with other governments and agencies.	Heritage Committee	Short-term
<b>8</b> Develop a tracking system and maintain adequate staffing levels to manage the high volume of neighboring jurisdiction project permitting reviews.	Fisheries/Natural Resources	Short-term
<b>9</b> Identify cultural resource areas that overlap with habitat preservation and restoration efforts.	Fisheries/Natural Resources	Short-term
<b>10</b> Facilitate cross-departmental dialogue between Historic Preservation and Tribal Natural Resources to align priorities and conservation regulations.	Heritage Committee	Medium-term
<b>11</b> Set site parameters for the ideal artifact showcasing and storage location and communicate to all departments.	Heritage Committee	Short-term



# Open Space and Natural Habitats

## ʔalʔaltəd

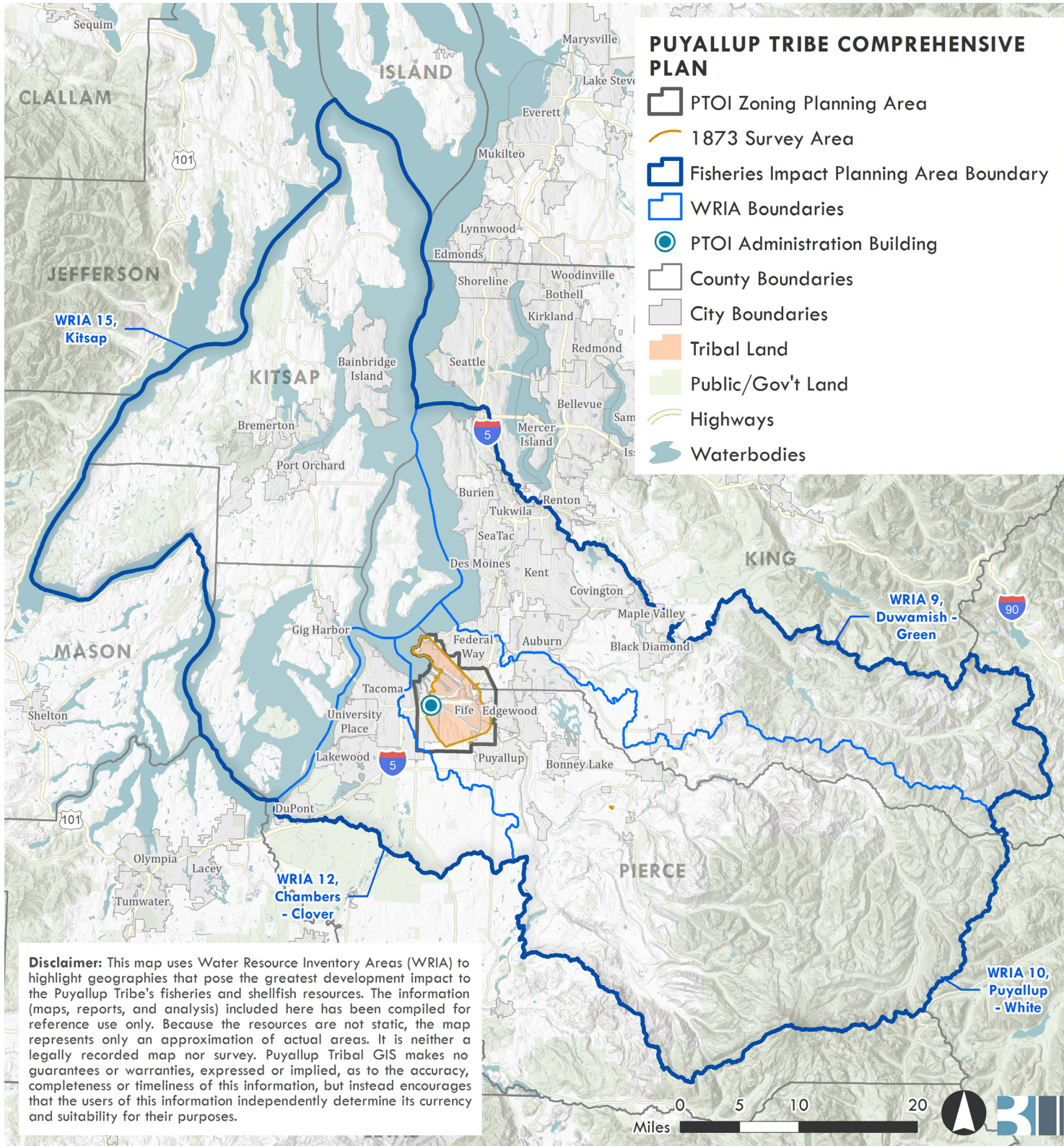
### Puyallup Tribe Fisheries and Hunting Resource Impact Areas

The Puyallup Tribe Fisheries and Hunting Resource Impact areas are lands and waters where development is most likely to impact resources to which the Tribe's Treaty fishing, hunting, and gathering rights apply. These areas are not the full extent of where those resources could be negatively impacted as the resources are migratory and may move in and out of these areas. The Fisheries resource map uses Water Resource Inventory Areas (WRIA) and the Hunting Resource uses Game Management Units (GMUs) as appropriate sub-geographies to describe the management of these resources from a development perspective. The purpose of both Resource Impact Area designations is to promote protection of the resource and work with jurisdictions within these areas that also are responsible for development actions. See [Exhibit 15](#) and [Exhibit 16](#).





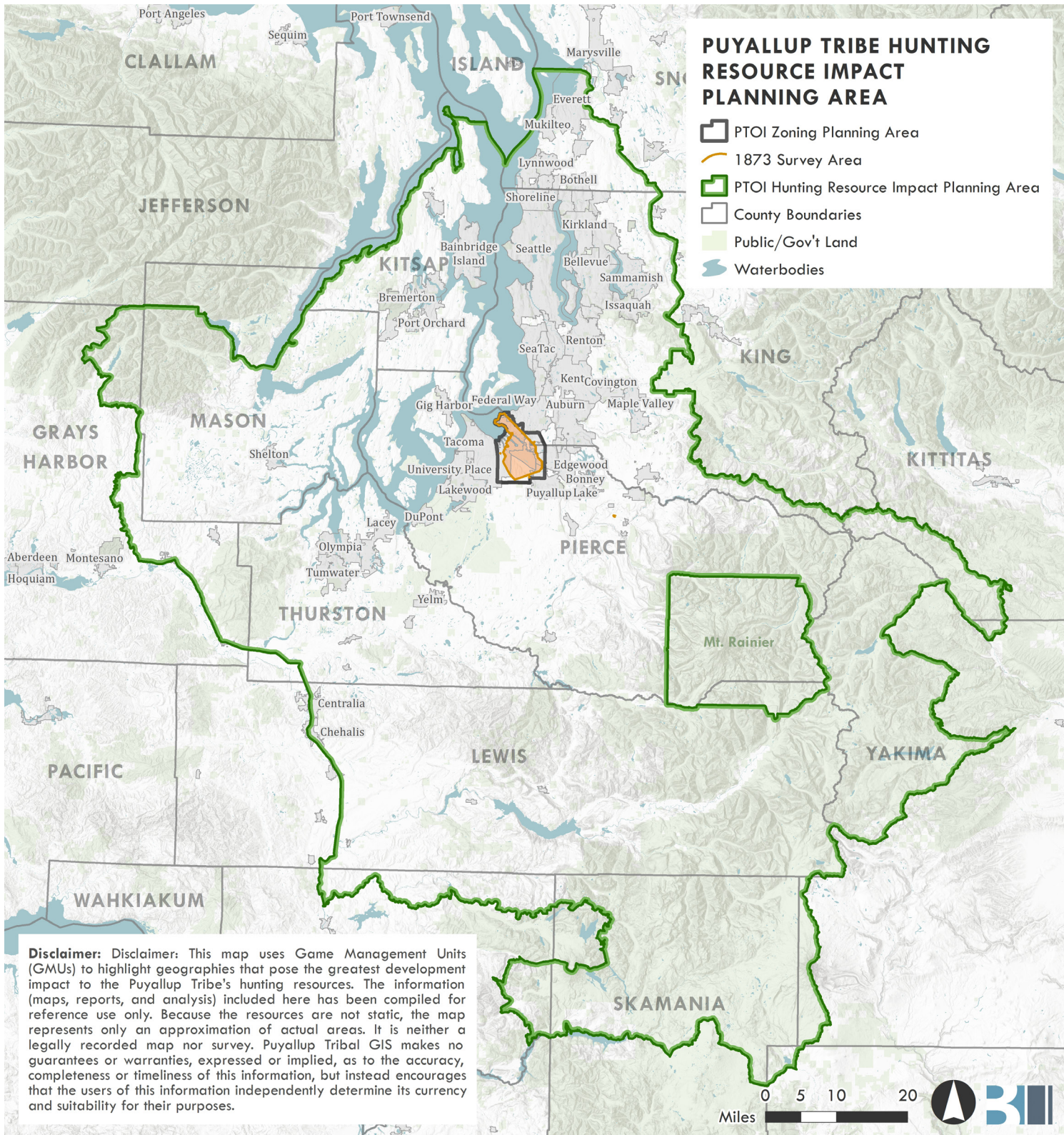
**Exhibit 15: Puyallup Tribe Fisheries Impact Area.**



Sources: PTOI, 2021; BERK, 2022.



**Exhibit 16: Puyallup Tribe Hunting Resource Impact Planning Area.**



Sources: PTOI, 2021; BERK, 2022.

## Existing Conditions

The PTOI Planning Area includes several fish-bearing streams. This report separates them into six basins: Puyallup mainstem, Hylebos, Wapato, delta area streams, Browns Point streams, and Puyallup tributary ravines. See **Exhibit 17**.

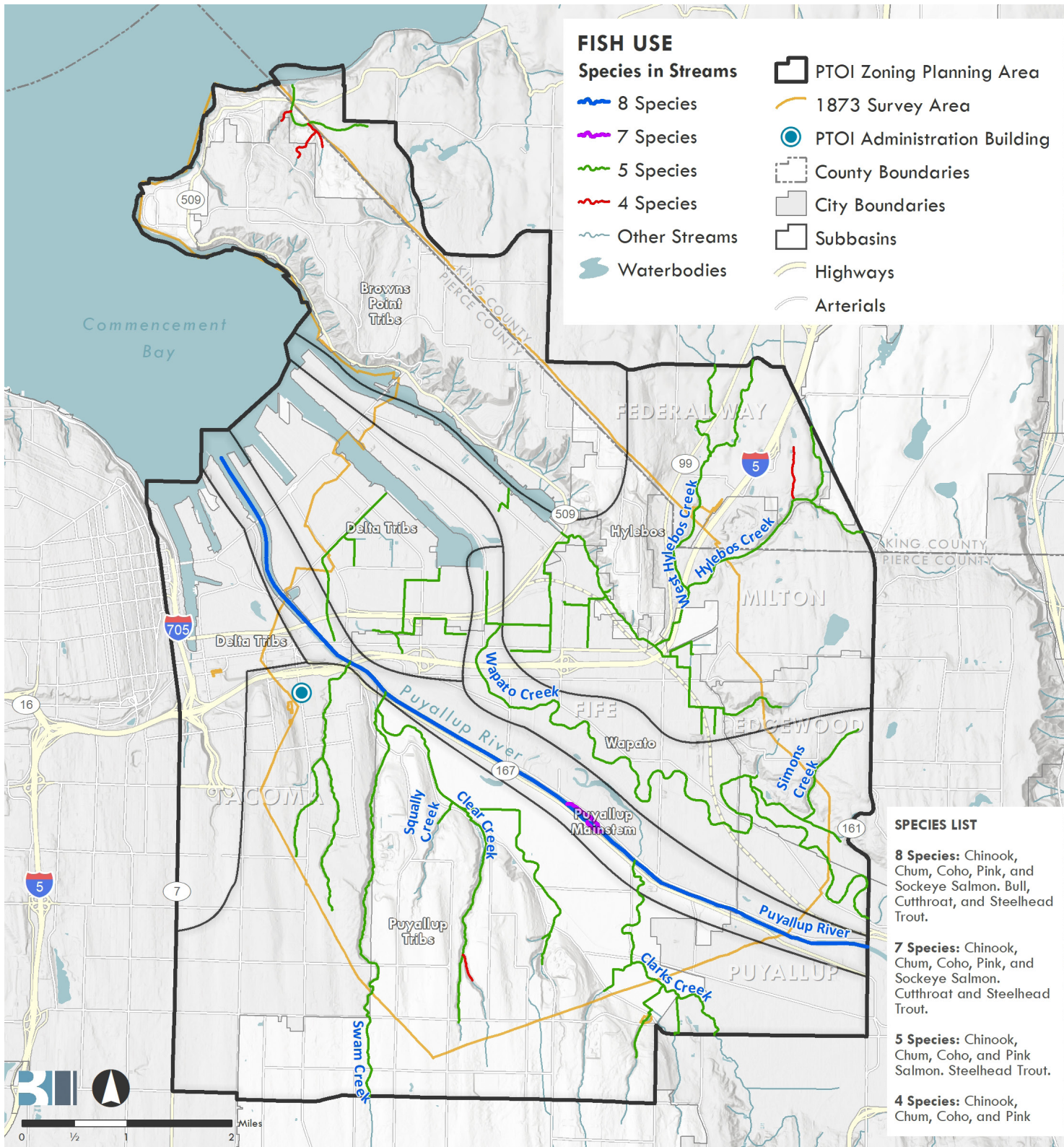
Historically, the land cover in the Planning Area consisted of forest and floodplain that was converted to agricultural lands following the arrival of European settlers.<sup>4</sup> Open space within the Planning Area encompasses 1,120.1 acres of parks and trail corridors and 958.1 acres of natural and conservation areas in the cities of Federal Way, Milton, Fife, Edgewood, Puyallup, Tacoma, and in unincorporated Pierce County. Of this total acreage, 59% falls within the 1873 Survey Area. See **Exhibit 18**.

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<sup>4</sup> Puget Sound River History Project, University of Washington.



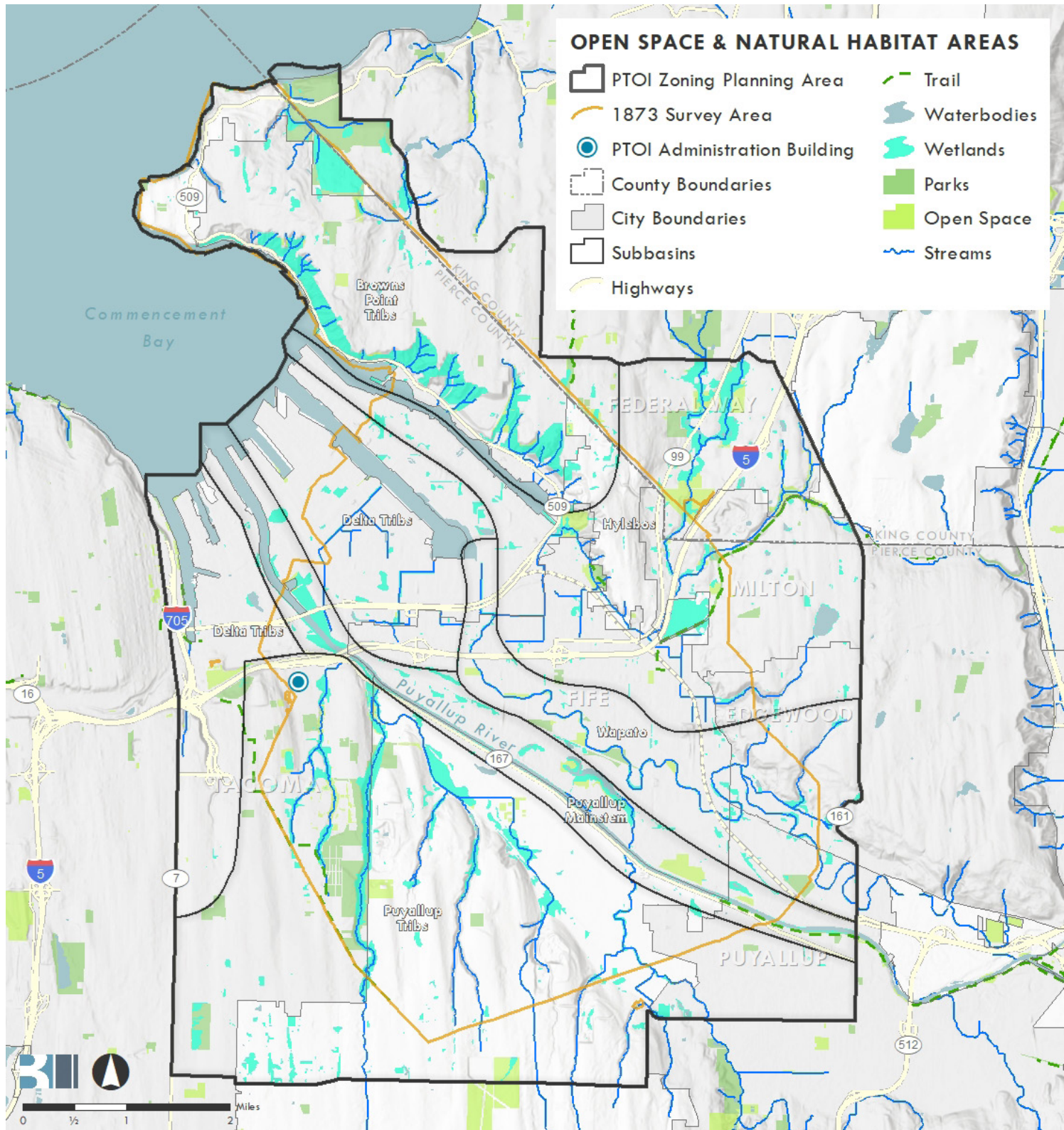
**Exhibit 17: Fish Use in the Puyallup Tribe Planning Area.**



Sources: PTOI, 2021; BERK, 2022.



**Exhibit 18: Open Space and Natural Habitat Areas in the PTOI Planning Area.**



Note: The PTOI Fisheries Department compiles annual reports on salmon species observed in each stream, which identifies more species than shown on this map featuring WDFW data. The department plans to adapt these reports to mapping data in the future.

Sources: WDFW, 2021; BERK, 2021.


## Opportunities

**Open space and natural habitat areas sustain and protect clean water, provide natural flood control, enhance wildlife biodiversity, and provide areas for people to relax and recreate.** Designation of these areas protect them from development impacts and help protect manmade development from hazardous environmental events. The regulations that protect these sites, however, are fractured and disjointed, reflecting variation from over multiple overlapping jurisdictional agencies including 7 cities, 1 port district, 1 county, state regulated lands and highways, and several regional and local agencies. The PTOI's role in the region can be providing leadership for a more coordinated and effective policy framework for land use from a holistic perspective, rather than reacting to each jurisdiction's individual motivations and policy legacy.


**The greatest natural resource concern is that the waters and sediments of the rivers and streams and forests are protected in the tribe's U&A as well as their Reservation homeland.** The salmon runs are in decline. The waters and habitat where these salmon live must be cleaned up and restored if runs are going to rebound and future populations are going to thrive. The Tribe's right to fish, harvest shellfish, hunt and gather at usual and accustomed fishing and hunting areas is not only treaty right but central to cultural identity of Puyallup members and the paramount driver of our programs. But it is an abrogation of the right if there are no fish to catch, no crabs to harvest, no elk to hunt or no berries to gather. It is also a diminishment of the right if all the salmon and crab are contaminated with toxic poisons that hurt the tribe's elders and children.

## Goals and Policies

### **Goal 5.0 Natural resources, culture, and traditional values are protected in the region.**

-  > Policy 5.1 Work with local, county, state, and federal governments, and agencies, to ensure that Puyallup Tribe culture and traditional values are preserved.
- Policy 5.2 Work with governments to ensure project cumulative impacts are adequately evaluated and effects of past and current pollution are considered before permits may be issued.
- Policy 5.3 Leverage superfund and MTCA funding to advance natural environment protection goals and comprehensive cleanups.

### **Goal 6.0 Critical areas are preserved and protected.**

-  > Policy 6.1 Preserve traditional lands that represent a valuable natural and cultural resource to the Tribe (and community).
- Policy 6.2 Identify the nature and extent of contaminants at potential habitat restoration sites during the planning phase. If found, remediate during the construction phase to prevent the spread of contaminants.
- Policy 6.3 Acquire land for conservation.


















May on the Mowich: Trillium, elk, skunk cabbage, Steelhead, and sunshine.



## **Goal 7.0 Fish and shellfish have healthy habitats.**

-  > Policy 7.1 Restore habitats such that Chinook, Steelhead, and Bull trout are removed from the Endangered Species Act (ESA) list.
- Policy 7.2 Protect and restore fish runs that are not on the ESA list.
-  > Policy 7.3 Implement restoration projects that enhance floodplain connectivity and increase thermal diversity thereby providing refuges for salmonids from summer high temperature and winter/spring high-energy flows.
-  > Policy 7.4 Continue to pursue holistic strategies that manage stormwater flows and prevent or substantially reduce flows and pollutant loads discharged to streams. This includes impactful strategies that go beyond typical engineering approaches such as disconnecting conveyances into streams and infiltrating, building constructed wetlands, bioretention systems, modified swales, modified ponds.
-  > Policy 7.5 Require, where feasible, Low Impact Development (LID) techniques such as rain gardens for water runoff detention and infiltration in all Tribal facilities and permitted projects.
-  > Policy 7.6 Create and restore off-channel habitat (including wetlands and marshes) in place to prepare for the inundation of saline conditions as sea level rise pushes the salt wedge further inland.
-  > Policy 7.7 Require consideration of the impacts of upstream development that could affect species migration.
-  > Policy 7.8 Where site conditions support them, plant drought-resistant, heat-resistant, and saline-tolerant plant species for erosion control.
-  > Policy 7.9 Protect shellfish resources and tidal areas from development.
- Policy 7.10 Protect shellfish harvest areas from maintenance and dredge actions and stormwater contamination.
-  > Policy 7.11 Mitigate saltwater intrusion—which affects species distribution, abundance, and timing—to reduce impacts on how we restore salmon rearing areas.

## **Goal 8.0 The land use framework prioritizes natural resources and habitats for generations to come.**

-  > Policy 8.1 Create a conservation zone designation for lands that are protected from development.
-  > Policy 8.2 Develop natural resources and cultural resources codes that avoid and minimize impacts associated with Tribal developments.
-  > Policy 8.3 Ensure opportunities to inform Tribal members of development applications during the TEPA (Tribal Environmental Policy Act) process to provide opportunity for informed comments that shape development.
-  > Policy 8.4 Educate agencies on consultation obligations under Land Claims Settlement for significant developments.






Skunk cabbage, nettle, and stealhead from the upper watershed. Photo credit Julian Close, Field Biologist, Puyallup Tribe Fisheries.








**Goal 9.0 The Tribal community has access to improved water and air quality.**

-  > Policy 9.1 Maximize opportunities for open space investments.
- Policy 9.2 Preserve and expand tree canopy across the Planning Area.
-  > Policy 9.3 Develop natural protective infrastructure such as embankments, sea walls, beach nourishment, and/or natural infrastructure such as marshes, reefs, beaches, barrier islands, and vegetated shorelines.
-  > Policy 9.4 Identify policy loopholes for stormwater control and partner with neighboring jurisdictions to reduce runoff and promote green stormwater programs.

**Goal 10.0 Access to natural areas, parks, open space and recreation is equitable, with full protection of Tribal treaty rights.**

-  > Policy 10.1 Develop partnerships with other public agencies and the private sector to ensure Tribal members have access to natural areas, open space, parks, and cultural and recreation facilities.
- Policy 10.2 Advocate for improved access to fishing sites as part of exercising Tribal treaty rights.
- Policy 10.3 Work to increase access to traditional hunting and gathering grounds through access agreements and land acquisition.
- Policy 10.4 Identify gaps in access to natural areas, parks, open and recreation for Tribal members. Work to address these gaps to promote community health and wellness.

**Goal 11.0 Jurisdictional partnerships support habitat restoration and climate resilience projects.**

- Policy 11.1 Continue to work with partner jurisdictions to leverage seed funding for habitat restoration projects.
- Policy 11.2 Work with the Army Corps of Engineers to allow more vegetation and shade along levees through their variance process.
-  > Policy 11.3 Encourage local jurisdictions to remove bulkheads and shore defense works to restore shoreline, preserve natural processes, and help adapt to sea level rise.
-  > Policy 11.4 Work with partner jurisdictions to encourage management of forest density to reduce susceptibility to severe fire, insect outbreaks, and drought by establishing or enhancing structural prescriptions.
- Policy 11.5 Pursue funding opportunities in partnership given the limited amount of funding earmarked for Tribes in urban areas.

## Actions

Action Steps	Primary	Timeline
1 Leverage superfund and MTCA funding to advance natural environment protection goals and comprehensive cleanups.	Fisheries/Natural Resources	Medium-term
2 Create and restore off-channel habitat (including wetlands and marshes) in place to prepare for the inundation of saline conditions as sea level rise pushes the salt wedge further inland.	Fisheries/Natural Resources	Ongoing
3 Where site conditions support them, plant drought-resistant, heat-resistant, and saline-tolerant plant species for erosion control.	Fisheries/Natural Resources	Short-term
4 Use targeted acquisition to improve access to open space networks and to conserve natural areas.	Realty	Ongoing
5 Continue the work of the sustainability commission in identifying priorities to reach net zero carbon emissions and other environmental measures.	Sustainability	Ongoing
6 Continue to participate in inter-jurisdictional and interagency planning processes to advance Tribal values and priorities.	Planning	Ongoing
7 Identify opportunities for additional restoration sites.	Fisheries/Natural Resources	Short-term
8 Explore impactful strategies that go beyond typical engineering approaches to managing stormwater such as disconnecting conveyances into streams and infiltrating, building constructed wetlands, bioretention systems, modified swales, modified ponds.	Fisheries/Natural Resources	Medium-term
9 Mitigate saltwater intrusion—which affects species distribution, abundance, and timing—to reduce impacts on how we restore salmon rearing areas.	Fisheries/Natural Resources	Short-term
10 Create tree planting and stewardship pilot projects on Tribal property.	Sustainability	Medium-term



# Climate Resiliency

## ʔay'wasil

### Existing Conditions

#### Climate Change Impacts on the Puyallup Watershed

Climate change will affect PTOI in many ways, including sea level rise that threatens critical infrastructure and residential communities, precipitation changes, increased flood frequency and magnitude, saltwater intrusion, habitat loss, and elevated temperatures in salmon-bearing streams. Changes in stream hydrology, including temperature, may affect the timing of salmonid migration, reduce growth rates, increase egg mortality (from increased temperatures and high flows), and increase vulnerability to toxins, parasites, and diseases. Hazardous events such as floods, heat waves, landslides, and coastal and stream bank erosion will increase in intensity and frequency, putting additional pressure on critical infrastructure, such as the Puyallup River levees, which are necessary to prevent catastrophic damage from flood events. The Planning Area is particularly climate-sensitive.

Key drivers of change in the Puyallup watershed are due to many factors, including:

- Substantial warming
- Increasing heavy rainfall in winter and lower river & stream flows in summer
- Changes in hydrology such as snow and streamflow
- Sea level rise
- Changes in ocean conditions

#### Precipitation and Streamflow

The timing and duration of annual precipitation patterns are expected to bring wetter winters and drier summers, though changes will affect basins differently. The Planning Area will transition from a rain-on-snow dominated basin to a rain dominated basin, which will affect the timing of peak river flows—the Puyallup River usually experiences an annual bimodal peak flow distribution. The transition to a rain dominated pattern will likely affect salmon run timing and migration.

#### Stream Temperature and Ocean Acidification

Under current modeling, ocean acidification is anticipated to accelerate. Shellfish productivity is expected to decline and food web changes in the open areas of Commencement Bay and Puget Sound are expected to trend away from fin fish (e.g., salmon and rockfish) to pelagic invertebrates (e.g., krill and jellyfish). The more significant change will be elevated stream temperatures, which can be lethal for salmon. While impacts will be different for each basin, most streams in the Planning Area are already experiencing warmer conditions due to development induced heat island effect and minimal shade vegetation.



## Sea Level Rise

Sea level rise has already impacted the project area, though the impacts to date have been modest. The most significant has been to the Puyallup River itself, with sedimentation in the levee reaching several feet in places, but inland-advancing salt wedges and marine life can be seen in most of the major drainages.

**Exhibit 19** shows the areas expected to be inundated during exceptionally large tides for 2050 and 2100. Sea level rise will continue beyond 2100, with many additional changes expected: although a risk to wells closest to marine areas, saltwater intrusion should be mitigated by artesian conditions that are present throughout the delta. Impacts to different basins and detailed below.

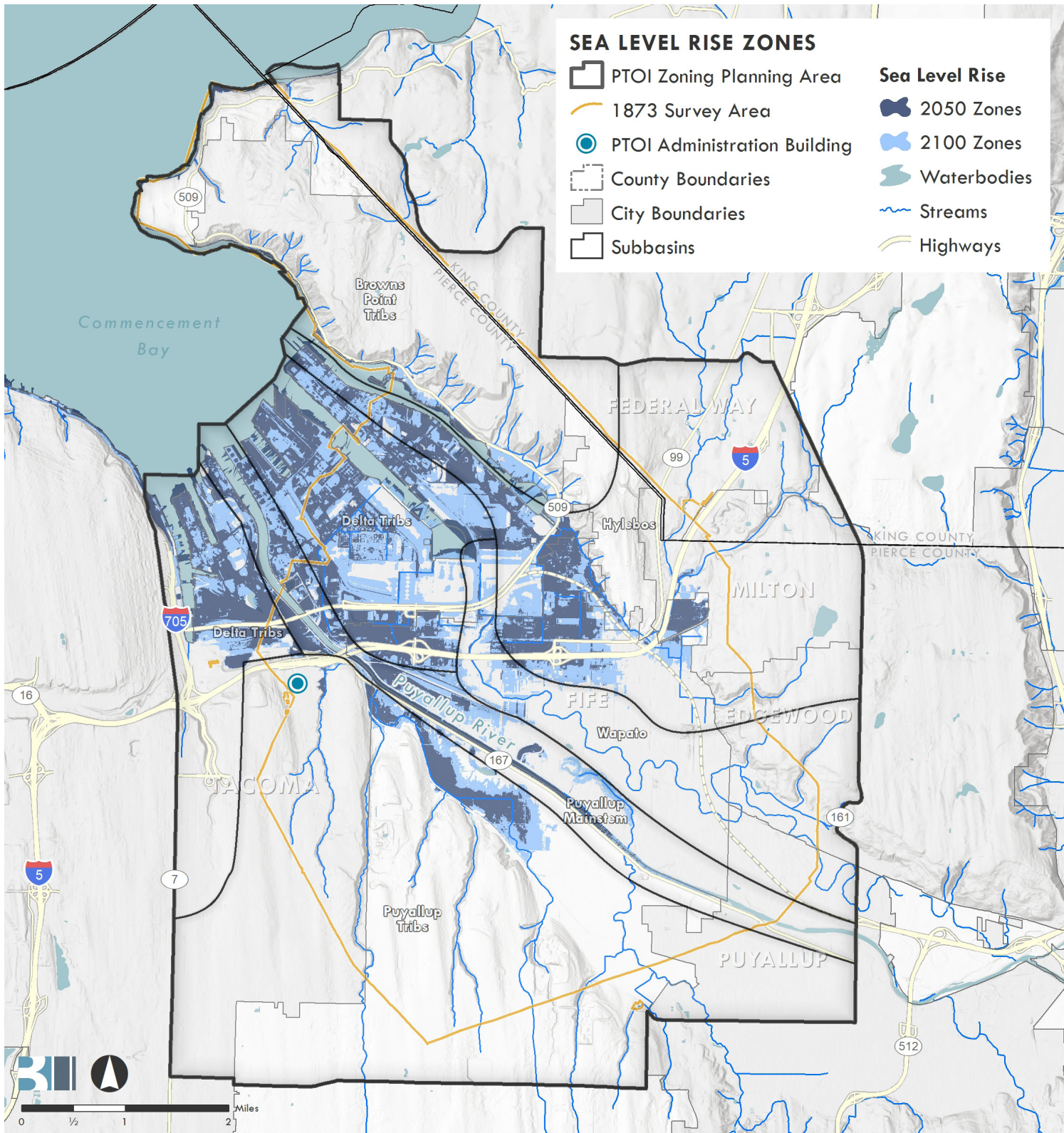
## Other Natural Hazards

While wildfire hazard is expected to increase, little is known about the character of that hazard in these basins of the Planning Area. More research is needed to understand how increased summer dryness will affect the developed forest canopies in the Puget Lowland. Regardless of the changing local hazard, air quality is likely to be affected by distant fires throughout the region.

Similarly, little is known about landslide hazard to the steeper portions of the Planning Area. Increased tidal prism may undermine channel banks, leading to mass movement. More intense precipitation is likely, which can contribute to slope stability issues in areas that are already sensitive, but it is unclear whether the nature of the increases (e.g., their relatively short duration) would trigger increased instability in areas that are currently stable. See **Exhibit 20**. Increasingly short wet seasons might reduce landslide hazards in areas that are currently stable.

And as was discovered in June 2021, extreme heat waves may become more common. The degree of this hazard for the Reservation is largely unknown and remains a significant data gap.

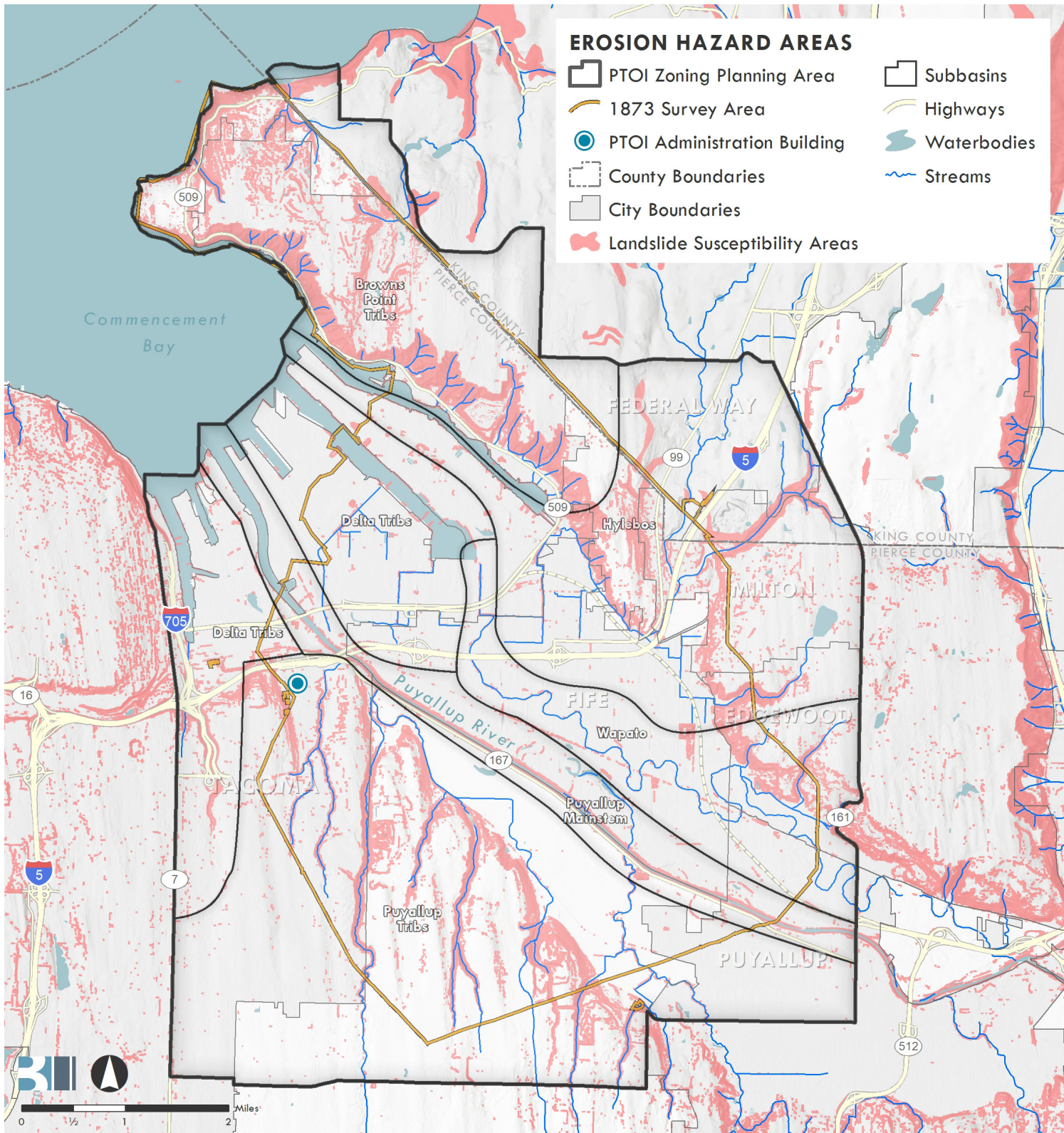
**Exhibit 19: Sea Level Rise Zones.**



Note: Map includes king tides and the sea level rise is added to a 100-year high water event. Precipitation is not included.  
Sources: City of Tacoma, 2016; BERK, 2021.



**Exhibit 20: Climate Erosion Hazard Areas.**



Sources: WA DNR, 2021; Federal Way, 2021; King County, 2021; Pierce County, 2021; BERK, 2021.





## Opportunities

**Impacts from climate change affect all elements in this plan.** Changing environmental conditions expose infrastructure vulnerabilities, change land use patterns, and can create additional demand for social support services. Impacts vary across the subareas, but the PTOI’s fishery, shellfish, and natural resources are placed at risk in particular. The future of the Planning Area’s ecosystem will be affected by climate change, with differing conditions for various species’ survival. Regional leadership is needed to demonstrate a commitment to adaptation plans and resilience building.



**The combined impacts of larger flood events and sea level rise will produce many hazards in the PTOI Planning Area in coming decades.** Expected impacts include stream temperature rise, sea level rise, increased flooding events, and changes in hydrology and ocean conditions. Restoration efforts should continue their focus along major waterways. These areas are most vulnerable to changing conditions and impacts from climate change.

## Goals and Policies

### **Goal 12.0 Expanded habitat restoration efforts and public education programs address climate change impacts.**

-  > Policy 12.1 Identify solutions to improve water quality in salmon bearing streams.
-  > Policy 12.2 Plan for the impacts of rising water temperatures and salt water intrusion on vegetation.
- Policy 12.3 Prioritize the protection of key restoration sites within the Planning Area.
-  > Policy 12.4 Preserve landscape function and process to mimic natural hydrology.
-  > Policy 12.5 Use public access points, nature centers, and hunting and fishing regulation guides to inform people of climate change impacts on wildlife, and what they can do to help.

### **Goal 13.0 Develop and implement hazard mitigation and emergency management plans.**

- Policy 13.1 Work with PTOI membership to develop household and community building emergency response plans, particularly for Tribal children and elders.
- Policy 13.2 Create and test evacuation plans for Tribal facilities within flood zones.
-  > Policy 13.3 Protect important Tribal facilities across the Planning Area from the effects of climate change.
- Policy 13.4 Implement public education program regarding climate change impacts and disaster preparedness.
-  > Policy 13.5 Explore creation of a facility to provide services and coordinate resources distribution and services before, during or after a natural hazard event.











**Goal 14.0 Improve community health by addressing climate-related health impacts.**







- Policy 14.1 Ensure residents in areas of low air quality are aware of existing air quality conditions and improvement plans and actions.
- Policy 14.2 Explore community facilities for cooling/warming/clean air during extreme events.
- Policy 14.3 Provide incentives for relocation for tribal members with homes located in floodplains.
- Policy 14.4 Partner with the Puget Sound Clean Air Agency and others to distribute clean air kits, including filter fans.

**Goal 15.0 Take steps to decarbonize Tribal buildings, transportation, and economy.**




- Policy 15.1 Conduct a tribal building assessment to develop a plan for transitioning all tribal buildings toward renewable sources of energy.
-  Policy 15.2 Improve building energy efficiency through lighting, HVAC, and weatherization upgrades.
- Policy 15.3 Use on-site solar and high efficiency heat pumps or other clean alternatives to fossil fuels where feasible.
- Policy 15.4 Design new buildings to be as energy efficient as possible.

-  > Policy 15.5 Consider back-up battery storage and microgrids for critical facilities.
-   > Policy 15.6 Invest in electric vehicles and charging stations.
- Policy 15.7 Reduce emissions from school buses.
- Policy 15.8 Assist Tribal members to install solar panels and shift to heat pumps.
- Policy 15.9 Increase awareness of the benefits of electrification.
-   > Policy 15.10 Take steps to decarbonize Tribal business and casino operations.

**Goal 16.0 Assess PTOI land and assets to determine climate resilience strategies.**

-  > Policy 16.1 Identify Tribal facilities & land that will be inundated by sea level rise and explore options for federal compensation.
-   > Policy 16.2 Inventory Tribal property, structures, and cultural sites at risk from natural hazards and sea level rise. Create a criteria for assessing an approach for adaptation or relocation of identified land and facilities.
-  > Policy 16.3 Study anticipated climate impacts to the Tribal economic sector.
-  > Policy 16.4 Study economic development impacts associated with sea level rise in the tideflats.
-  > Policy 16.5 Identify and create a plan to preserve historic and modern cultural sites in flood zones at risk of climate events.

**Goal 17.0 Partner with local, regional, and state governments to develop climate resilience policies.**

- Policy 17.1 Continue to collaborate with jurisdictions on a long-term climate resilience and adaptation plan that unites disparate planning efforts.
-   > Policy 17.2 Partner with neighboring jurisdictions to identify transportation infrastructure vulnerabilities within the Planning Area, particularly along arterials and roads providing important connections for Tribal homes and businesses.
-  > Policy 17.3 Partner with neighboring jurisdictions to identify and plan for utility infrastructure vulnerabilities.
- Policy 17.4 Create a position within Tribal government to coordinate efforts around climate resilience and sustainability.



Chasing bull trout on Tahoma.





## Actions

Action Steps	Primary	Timeline
1 Protect the limited brackish areas within the Planning Area, such as that found at Clear Creek.	Fisheries/Natural Resources	Short-term
2 Reduce emissions from school buses.	Fisheries/Natural Resources	Medium-term
3 Invest in electric vehicles and charging stations.	Planning	Ongoing
4 Identify and create a plan to preserve historic and modern cultural sites in flood zones at risk of climate events.	Heritage Committee	Short-term
5 Expand sustainability response by continually investing in staff.	Sustainability Manager	Long-term
6 Conduct a tribal building assessment to develop a plan for transition to sustainable energy.	Sustainability Manager	Short-term
7 Assist Tribal members to install solar panels and shift to heat pumps.	Sustainability Manager	Medium-term
8 Use public access points, nature centers, and hunting and fishing regulation guides to inform people of climate change impacts on wildlife, and what they can do to help.	Fisheries/Natural Resources	Medium-term
9 Explore creation of a facility to provide hazard mitigation services and coordinate resources distribution and services before, during or after a natural hazard event.	Public Safety	Short-term
10 Create a plan to decarbonize all Tribal departments.	Sustainability Manager	Long-term
11 Partner with the Puget Sound Clean Air Agency and others to distribute clean air kits, including filter fans.	Fisheries/Natural Resources	Short-term

# Land Use talxidup

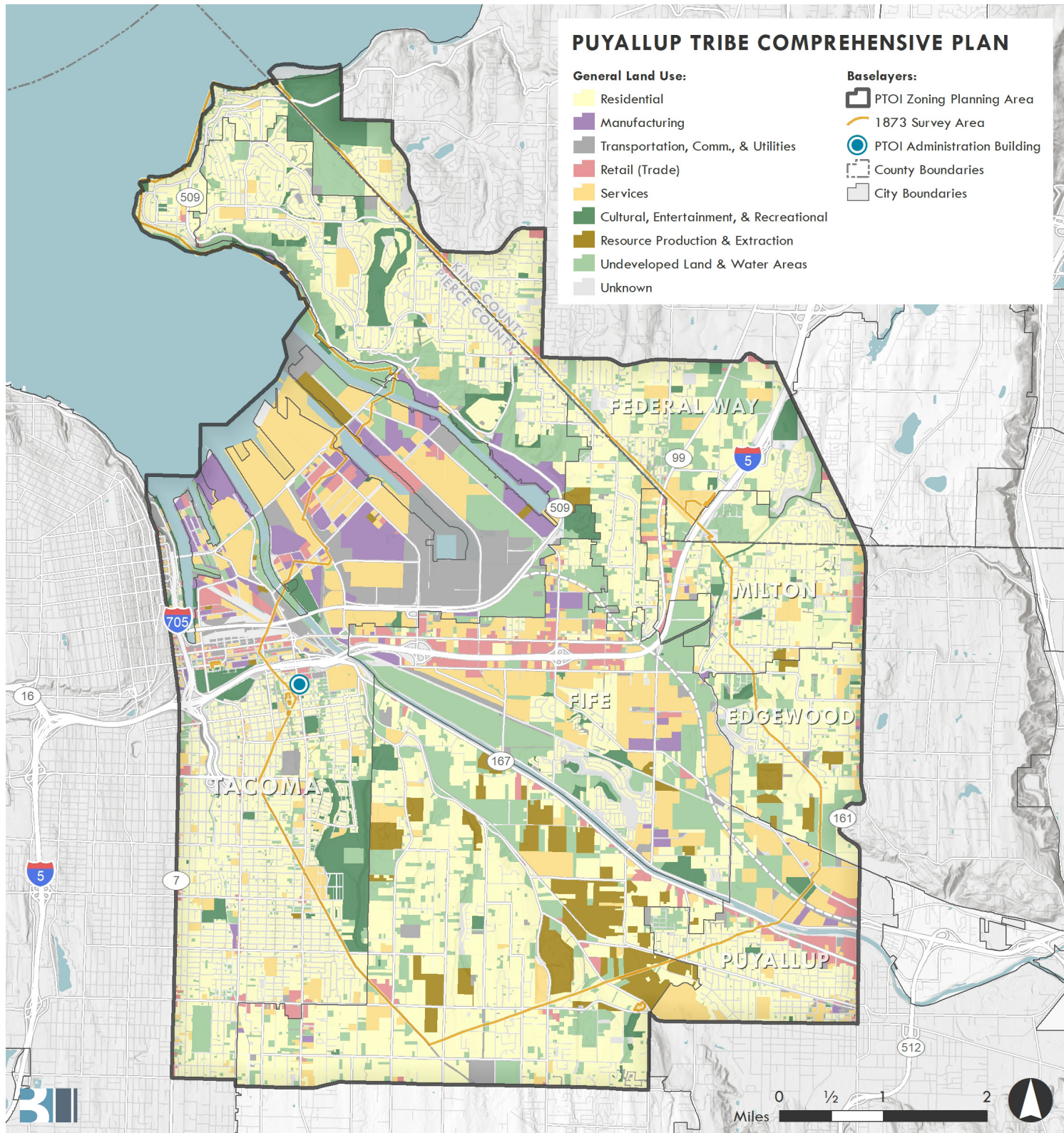
## Existing Conditions

The study area includes 26,400 acres. 91% of this land is within Pierce County and the remaining 9% is within King County. Land use within the study area is predominantly residential, with close to 44% of land devoted to housing. Service uses are a distant second in terms of land use by acreage, accounting for only 14% of study area acreage. See [Exhibit 21](#) and [Exhibit 22](#).

**Exhibit 21: Parcel Acres by General Land Use Category, PTOI Planning Area.**

Land Use Category	Pierce County	King County	All	% Total
Residential	10,218	1,342	11,561	44%
Manufacturing	938	0	938	4%
Retail (Trade)	865	28	894	3%
Transportation, Communication, & Utilities	1,497	0	1,497	6%
Services	3,618	146	3,764	14%
Cultural, Entertainment, & Recreational	1,180	278	1,458	6%
Resource Production & Extraction	1,092	0	1,092	4%
Undeveloped Land & Water Areas	4,523	675	5,198	20%
<b>Total Acres:</b>	<b>23,931</b>	<b>2,469</b>	<b>26,400</b>	

**Exhibit 22: Land Use Map, PTOI Planning Area.**



Sources: Pierce County Assessor, 2021; King County Assessor, 2021; BERK, 2021.



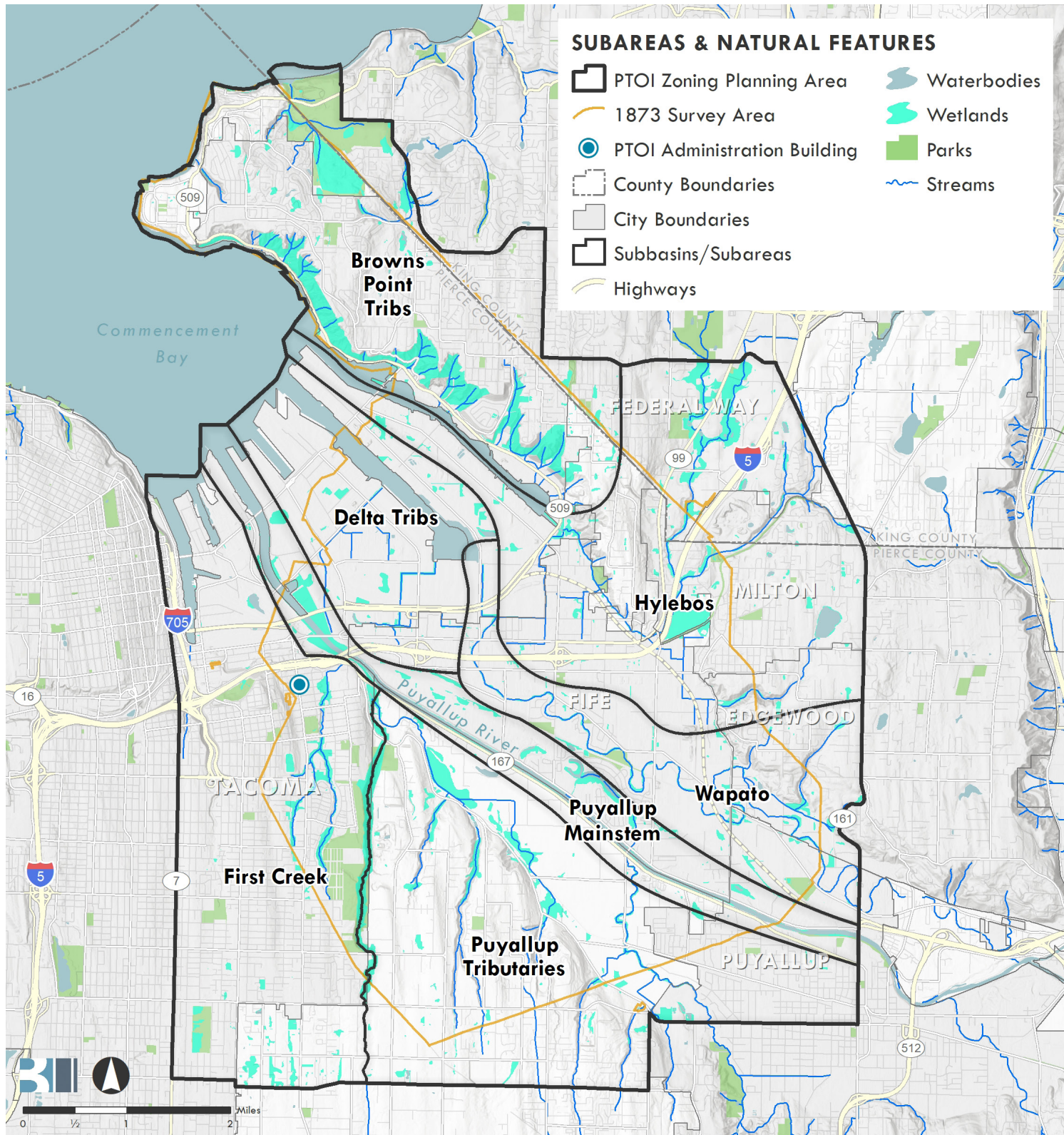
## Opportunities

**The Puyallup Tribe's identity is shaped by a connection to water, earth, and the native species of its homelands.** Today, much of the Planning Area's environment has been degraded by pollution or cleared and reshaped for development purposes. Land use policy and regulations control where certain uses are allowed and how the built environment interacts with the natural.

**Land use policy tools can be used by the Puyallup Tribe to promote climate resilience and community health.** Regulations for housing development, commercial activity, and industrial uses are explored as a method for visioning a strong future for current and future generations. The PTOI Planning Area overlaps with boundaries of eight city and county jurisdictions. This interjurisdictional landscape introduces complexity and inconsistency in regulations, demanding regional coordination for policymaking. Creating a zoning map and set of land use regulations will help the Puyallup Tribe communicate its vision for the Planning Area in a clear and consistent manner for stronger political advocacy.

**Seven subareas organize the Planning Area into distinct zones, defined by waterways and natural features of the landscape.** These areas are: First Creek, Puyallup Tributaries, Puyallup Mainstem, Delta Tributaries, Wapato, Hylebos, and Browns Point Tributaries. See **Exhibit 23**. The framework described on page 74 outlines potential zoning categories that could be applied across these subareas, with a central focus of prioritizing the health of the land, water, and wildlife. Land use planning should also account for anticipated climate change impacts to these subareas, protecting the natural and cultural resources of the Tribe for future generations.

Exhibit 23: Subarea Map for PTOI Planning Area.



Sources: PTOI, 2021; BERK, 2021.

## Land Use Designations

This plan identifies a set of potential land use designations based on these guiding principles:

1. **Prioritize natural resource areas for protection.** The protection of resources, such as the Puyallup River and its salmon habitat, is the top priority for land use regulations.
2. **Integrate cultural resource protection.** Improve coordination between land use planning and cultural resource to preserve significant lands.
3. **Avoids further urbanized encroachment into undeveloped areas.** Residential, commercial, and industrial zone designations are largely based on existing development patterns.
4. **Prioritizes flexibility and predictability for property owners.** Regulations should be simplified into a few, clear categories that communicate the intent of the Tribe but avoid restrictions that could inhibit desired activities and future growth.

These designations were developed collaboratively with the PTOI's Staff Guidance Team, consisting of leadership across various departments at the Tribe. These land use designations have not yet been applied to specific parcels to create a Future Land Use Map. The land use designations would be implemented through land use regulations, such as zoning districts and a Critical Areas Ordinance that provide additional detail on use, height, density, and other development standards.

A total of 9 land use designations or categories were developed. The individual categories and their intent are described below.

### Conservation

Intent: The intent of this designation is to provide protection for environmental resources, historical, cultural, and other significant areas which are of importance to the Puyallup Tribe of Indians.

Allowed Land Uses: Allowed land use include all uses that align with the intent of the designation including natural resources and cultural resources. This includes shoreline, tidelands, and historic, cultural and other significant lands. Minimal development is anticipated in this designation with development limited to walking paths, picnic shelters, interpretative facilities where appropriate.

### Residential

#### *Rural Residential*

Intent: This residential designation provides for housing suitable in rural areas and serves as a buffer between urban and agricultural uses. These areas are generally beyond the service area of city sewer and water facilities.

Allowed Land Uses: All land uses that align with the intent of the designation are allowed. Development here is typically low density housing, primarily as detached homes.

#### *Low Density Residential*

Intent: A residential designation to provide areas for urban low-density residential development.



Locational criteria: Should have good thoroughfare access, and be in proximity to community and neighborhood facilities, i.e., schools, parks, shopping areas, etc. This development will normally require all public utilities. Residents may run small businesses out of their homes.

Allowed Land Uses: Low-density housing with small, home businesses are typical uses. Building types include detached houses, cottage housing, live-work units and ADUs.

### ***High Density Residential***

Intent: A residential designation to provide areas for urban multiple-family development. These areas should have good thoroughfare access, and be in proximity to community and neighborhood facilities, i.e., schools, parks, shopping areas, etc. This development will require all public utilities.

Allowed Land Uses: Active commercial uses that are complementary with housing, such as ground-floor retail, are allowed. Building types include townhomes, duplex/triplex/fourplex, mid-rise apartments (5 wood/2 concrete) with ground floor retail, walk-up apartments (wood) and ADUs.

### **Mixed-use**

Intent: The intent is to provide for pedestrian- and transit-oriented housing and employment uses together with complementary retail/services.

Allowed Land Uses: This designation encourages high-activity uses like restaurants, entertainment, and shops, and residential above the ground floor. Typical uses include multifamily housing, low-density (attached) housing, mixed use and commercial. Building types include townhomes, multifamily, offices and small and medium commercial.

### **Commercial/Flex**

Intent: This zone encourages a lively mix of uses, including workshops, small manufacturing and commercial.

Allowed Uses: Allowed land uses here include commercial, light industrial, commercial with industrial, artisan/small workshops/manufacturing, auto-oriented retail and gaming. Housing (with exception of workforce housing near casinos) and Heavy industrial uses with noise, exhaust, etc. are not allowed. Building types include casinos, workshops, single-story flexible buildings, small footprint retail/services, big box retail and car sales.

### **Industrial**

Intent: The intent of this designation is for an industrial district to provide areas for heavy manufacturing, processing, fabrication and assembling of products or materials.

Allowed Land Uses: Land uses here include Heavy industrial – noise, exhaust, etc. and Light industrial. Housing and commercial uses (except for auto-related uses) are not allowed here. Building types include warehouses, storage facilities and factory employment.

## Institutional

Intent: The intent of this designation is to apply to public and private institutional uses.

Allowed Land Uses: Few uses are prohibited in this designation to promote flexibility for PTOI institutions to adapt to community needs over time. Typical uses include in this category include public administration, educational, health care, and other institutional uses. Building types include facilities such as schools, community Centers, hospitals/clinics, and government offices.

## Recreational

Intent: The intent is to designate land uses for recreational purposes.

Allowed Land Uses: Land uses in this category will be areas primarily used for open space and recreation. Development supportive of these purposes are found here including sport courts, boat houses, comfort stations, playgrounds and campsites.

## Goals and Policies



### Goal 18.0 A clear land use regulatory framework reflects Tribal values.



Policy 18.1 Provide a mix of land use designations consistent with the community's vision.

Policy 18.2 Develop a Future Land Use Map and designate zoning categories and descriptions that can bring predictability to the permitting review and approval process.

Policy 18.3 Publish, manage and maintain the land use code and corresponding Zoning map to ensure consistency with the Comprehensive Plan and communicate Tribal intent for land use across the Planning Area.

- Refine the land use code on an ongoing basis to make it accessible and user-friendly with simple language, easy to read charts, and explanatory graphics.
- Update development regulations to ensure predictability and flexibility by offering multiple ways of meeting the intent of requirements when possible.

  > Policy 18.4 Use the land use code to limit low density development near natural and cultural resources and promote moderate and higher density development within existing neighborhoods.




  > Policy 18.5 Use zoning districts to identify existing single family neighborhoods, without expanding their footprint. Where possible, encourage development flexibility that accommodates multigenerational households, such as ADUs, clustered lots, or adjoining lots.

Policy 18.6 Prioritize supporting Tribal Member Fee-to-Trust applications to move land into trust and avoid regulatory ambiguity.

Tribal and state biologist work up juvenile salmon. Photo credit Julian Close, Field Biologist, Puyallup Tribe Fisheries.





**Goal 19.0 Land use policies encourage protection of natural habitats and cultural resources.**

-  > Policy 19.1 Identify areas of high climate vulnerability and high cultural importance on a map with a land use designation that prioritizes their protection from development.
-  > Policy 19.2 Land use policies should focus development in areas that are already developed to reduce the impacts of development on the natural environment.
-  > Policy 19.3 Develop a critical areas ordinance policy that establishes consistent buffers and regulations for natural areas.



**Goal 20.0 The Tribe’s land use strategy promotes community health, including both environmental and human health.**


 > Policy 20.1 Advocate for high performance standards for uses that cause adverse health impacts to adjacent housing or natural habitats.


 > Policy 20.2 Use land use designations to identify assets and gaps in access to parks and recreation opportunities for Tribal members.

 > Policy 20.3 Use zoning districts to identify existing low density single family neighborhoods, without expanding their footprint.

Policy 20.4 Study how certain land use indicators play a role in negative health consequences to the Tribal community (ex. MMIW, asthma, cancer rates, etc).

**Goal 21.0 Ongoing collaboration and dialogue among governments and agencies implements the Tribe’s Comprehensive Plan**

 > Policy 21.1 Work with local governments to create a long-term shared vision to address climate change.

 > Policy 21.2 Leverage jurisdictions’ equity and inclusion programs to identify opportunities for land use policy influence. Focus influence on topics of promoting diversity in housing types within residential zones, mixed-use zoning, and stronger environmental protections.

**Actions**

Action Steps	Primary	Timeline
1 Create a future land use map where land use designations from this Plan are applied throughout the PTOI Planning Area.	Planning	Short-term
2 Establish a Critical Areas Ordinance.	Fisheries/Natural Resources	Short-term
3 Develop a set of land use regulations that promote Tribal values and protect culturally important areas.	Heritage Committee	Short-term
4 Engage with overlapping jurisdictions' planning processes, using the PTOI land use map to advocate for changes aligned with Tribal values.	SEPA Group	Long-term
5 Develop an education program that supports Tribal members moving lands from Fee-to-Trust and permitting.	Realty/Land Use	Short-term

# Housing ʔalʔaləb

## Existing Conditions

### Residential Patterns of PTOI Members

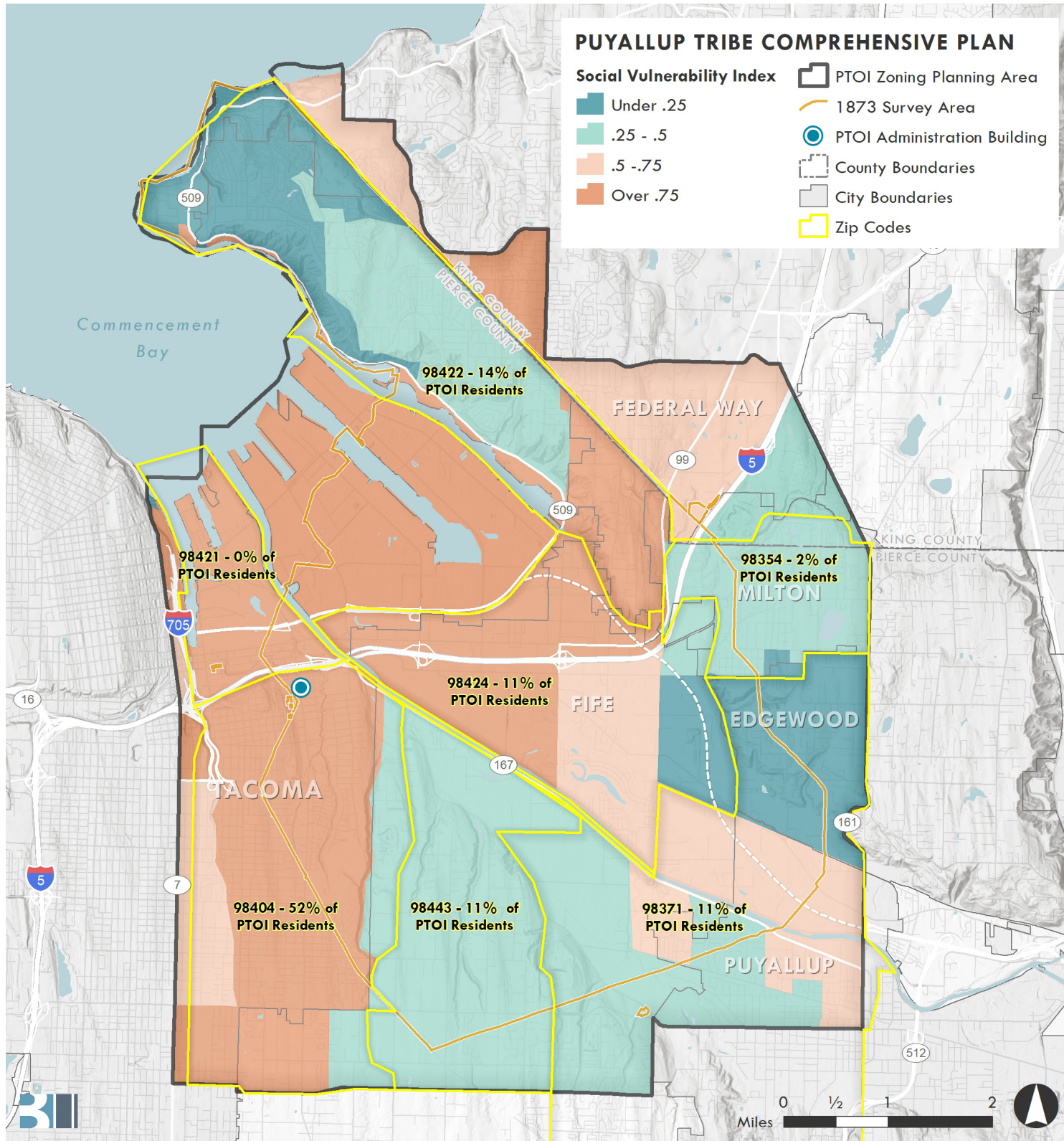
As of 2021, Puyallup tribal members live across the globe in seven different countries, as reported by the enrollment office. Data for the 2021 PTOI membership show that 78% of members live within Washington state and 19% live in and around the Planning Area. For PTOI members who live within the Planning Area, over half live within the First Creek Subarea (or northeast Tacoma, ZIP code 98404), as listed in **Exhibit 24**. This is also an area identified as vulnerable based on social vulnerability risk factors. Census tracts in this area, shown in dark orange on **Exhibit 25**, score above 0.75 on the Social Vulnerability Index (SVI), as defined by the CDC. SVI scores range from 0–1.0, and higher scores demonstrate higher relative risk levels across themes such as socioeconomic status, household composition, language and ethnic diversity, and transportation access. The SVI was developed to help public health officials and emergency response planners identify and map the communities that will most likely need support before, during, and after a hazardous event. The First Creek Subarea should be a focus for planning, public health, and hazard mitigation efforts for the Puyallup Tribe of Indians, considering the increased risk of climate events throughout the Planning Area (read more in the **Climate Resiliency** chapter), the concentration of PTOI membership, and higher social vulnerability risk factors. More detail and documentation of the Social Vulnerability Index can be found in Appendix A.

#### Exhibit 24: PTOI Membership Residential Distribution Across Planning Area.

Planning Area ZIP	Percent (%) of Planning Area Residents	Subarea of ZIP Code Boundary (approximate)
98422	14%	Puyallup Tributaries
98421	0%	Delta Tributaries
98354	2%	Hylebos
98424	11%	Wapato/Hylebos
98371	11%	Puyallup Tributaries/Wapato
98404	52%	Tacoma, First Creek
98443	11%	Waller

Sources: PTOI Enrollment Office, 2021; BERK, 2021.

**Exhibit 25: PTOI Membership Distribution and Social Vulnerability Index Scores within the Planning Area.**

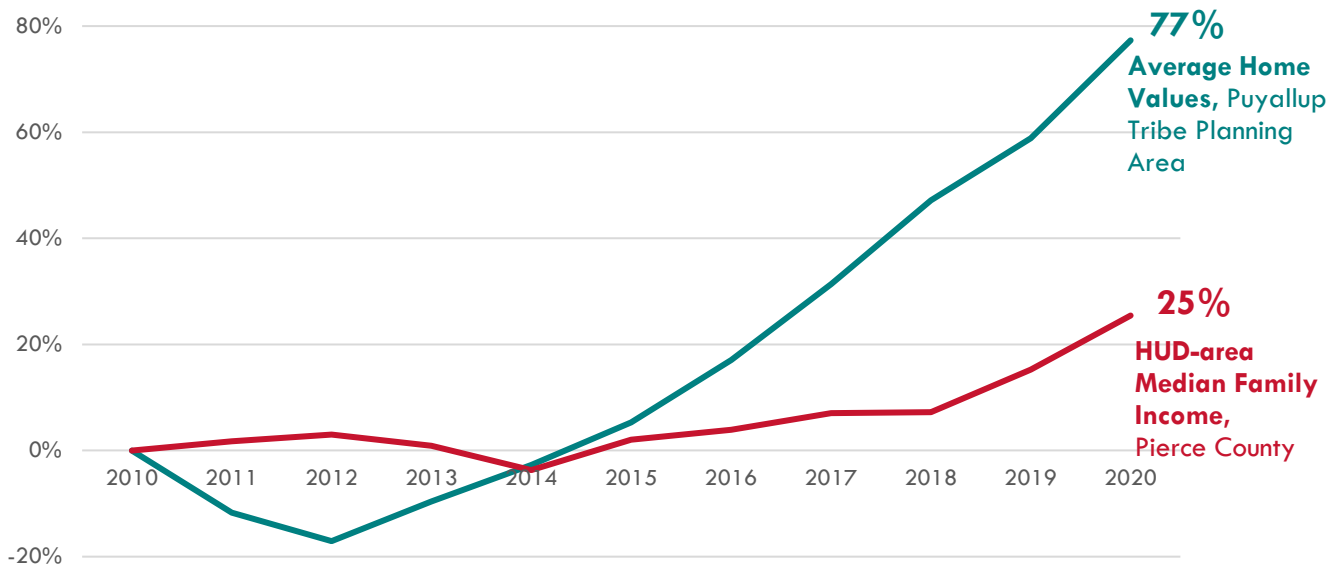


Sources: PTOI Enrollment Office, 2021; CDC SVI Index, 2014-218; BERK, 2021. See full documentation for the Social Vulnerability Index in Appendix A.



The Puyallup Tribe of Indians’ urban location makes it one of the most expensive Reservation areas in the country. Housing affordability is a pervasive challenge, pushing many Tribal households off their traditional homelands. These challenges are strongly felt by elders or those in need of social supportive services, and affordability challenges contribute to homelessness among Tribal members. A combination of housing assistance, supportive health and social services, and financial education could help build housing security and wellness among the PTOI community. See **Exhibit 26**.

**Exhibit 26: Percent Increase from 2010 in Home Values and Incomes, 2010-2020.**



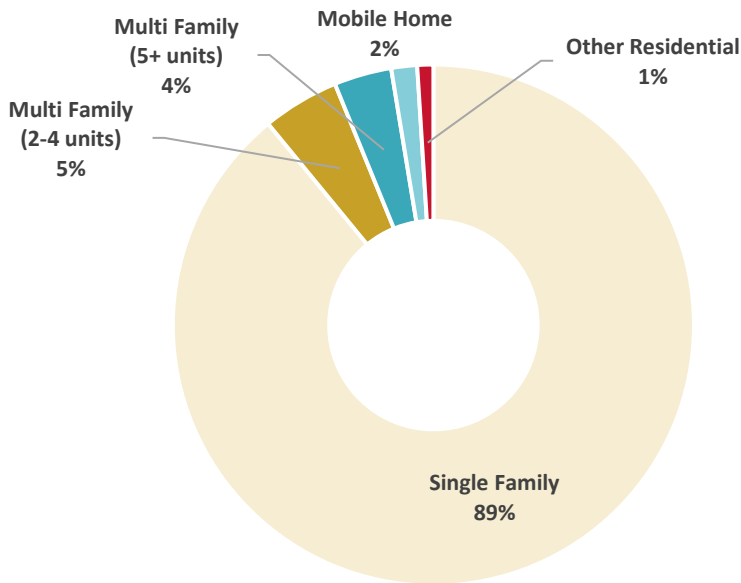
Sources: Average home values taken from ZIP codes within the PTOI Planning Area boundary on Zillow, 2021; Income estimates from HUD, 2021.

## Opportunities

**Safe and adequate housing is an essential need for all PTOI members.** Housing conditions can provide connection to one’s community and a sense of stability and security. Housing is often the largest expense in a household budget, however, and when costs rise too high a state of housing insecurity can make it challenging to focus on other life priorities.

**Housing is intrinsically tied to land use and transportation networks.** Development patterns, when approached with respect and intention, can promote community health and environmental sustainability. Limiting residential encroachment into environmentally sensitive areas is one way to address environmental health. Promoting a diverse mix of housing types within residential areas would help address the variety of needs experienced by Tribal members. Currently, most housing within the Planning Area is low-density single family development which can be the most expensive unit type with the biggest environmental footprint. See **Exhibit 27**.

**Exhibit 27: Residential Parcels by Housing Type, Puyallup Planning Area.**



Sources: Pierce County Assessor, 2021; King County Assessor, 2021; BERK, 2021.



## Goals and Policies





### **Goal 22.0 PTOI members have access to homeownership opportunities within the Planning Area.**

- Policy 22.1 Support down payment assistance and first-time homebuyer education programs, such as the Set Aside program.
- Policy 22.2 Build income-restricted affordable housing for ownership.
- Policy 22.3 Consider models and partnerships such as community land trusts that emphasize shared ownership.
- Policy 22.4 Work with young adults to build tenancy skills and develop longer-term financial planning goals.
- Policy 22.5 Raise awareness for outside funds or build programs that support home repairs.
- Policy 22.6 Establish a program for elders with services that modify the home environment to increase safety and their ability to age in place.






-  > Policy 22.7 Use the Land Use map to identify residential areas that should be protected from conversion to industrial development.

### **Goal 23.0 Every Tribal member who wants housing has housing.**





-  > Policy 23.1 Provide housing and supportive services for Tribal elders.
-  > Policy 23.2 Offer housing for those in substance abuse recovery programs.

-  > Policy 23.3 Provide housing and supportive services for those transitioning out of juvenile and adult prison systems.
-  > Policy 23.4 Expand the tiny home village program to support those at risk of homelessness.
-  > Policy 23.5 Colocate various types of supportive housing with associated social services for greater convenience to residents, both adults and children.
- Policy 23.6 Build relationships with people experiencing homelessness to better track and understand barriers to housing.
- Policy 23.7 Consider a housing arrangement that replicates the Lummi Nation’s Sche’lang’en Village with the express goal of reuniting and protecting families. Sche’lang’en Village is designed for parents who want to reunite with their children in foster care, families experiencing homelessness, those overcoming addictions and women fleeing domestic violence.
-  > Policy 23.8 Advocate for better services & utilities to Tribal housing in rural areas of Pierce County.

**Goal 24.0 Housing choices address community needs and vision.**

-  > Policy 24.1 Purchase property that can be developed into permanent supportive housing for Tribal members.
-  > Policy 24.2 Pursue funding opportunities from state or federal sources that could be used toward housing development given the limited affordability of the region.
-  > Policy 24.3 Leverage funding to support more innovative housing models such as buying hotels or other models that create housing units.
-  > Policy 24.4 Encourage and build new housing and mixed-use developments in transit-oriented development sites, such as the upcoming light rail station.
-  > Policy 24.5 Consider opportunities for the Tribe to act as a developer, focused on sustainable and resilient housing colocated near amenities, services, and Tribal community gathering areas.
- Policy 24.6 Provide housing and supportive services for elders and the growing elder demographic.



**Goal 25.0 Low-density residential development and urban sprawl do not encroach into environmentally sensitive areas.**

-  > Policy 25.1 Use zoning districts to identify existing low density single family neighborhoods, without expanding their footprint.
-  > Policy 25.2 Encourage a greater mix and density of housing types in new development.
-  > Policy 25.3 Encourage development flexibility that accommodates multigenerational households, such as ADUs, clustered lots, or adjoining lots.
-  > Policy 25.4 Create a consistent map of areas (with critical areas, areas with highly infiltrative soils, and areas already identified for restoration such as old, disconnected oxbows, channel scars where streams were historically located) where no new development should occur.
- Policy 25.5 Leverage jurisdictions’ equity and inclusion programs to identify opportunities for policy influence and potential funding sources.







Policy 25.6 Support multifamily housing while trying to discourage impactful development in rural areas.





**Goal 26.0 Anti-displacement policies help renters avoid unwanted relocation.**

-  > Policy 26.1 Ensure that renters cannot have their rent raised or be evicted when basic health, safety or energy efficiency improvements are made.
-  > Policy 26.2 Provide emergency rental assistance for residents at risk of eviction.

**Goal 27.0 Tribal members in the Planning Area form a climate-resilient community.**

-  > Policy 27.1 Facilitate neighborhood education programs for disaster preparedness.
-  > Policy 27.2 Build redundancy into local systems that serve Tribal housing, such as transportation networks and power grids.
-  > Policy 27.3 Develop a trusted network of tradespeople and handy services for home repairs.
-  > Policy 27.4 Provide alternatives and risk reduction methods to Tribal members who live in floodways, floodplains, or low-lying areas.

**Goal 28.0 Housing is energy efficient.**

-  > Policy 28.1 Consider emissions caps for various building types over 25,000 square feet.
-  > Policy 28.2 Expand knowledge of and access to existing energy efficiency programs for housing.
-  > Policy 28.3 Consider programs that provide financing for energy efficiency upgrades.
-  > Policy 28.4 Support the Housing Department to conduct energy audits of their buildings and make energy improvements.

**Actions**

Action Steps	Primary	Timeline
1 Allocate additional staff and funding for renter and homeowner assistance programs, such as Set Aside Housing and the Tiny Home Village.	Social Services	Short-term
2 Investigate and pursue opportunities to build and/or acquire housing that can be used for Tribal members. Prioritize those in need of supportive services.	Housing	Short-term
3 Allocate staff resources to grant writing, in search of federal dollars that could be used for Tribal housing development, home repairs, and/or aging in place renovations.	Government Affairs	Short-term
4 Dedicate funding and housing opportunities specifically focused on community elders.	Housing	Ongoing
5 Connect social workers with the pipeline of Tribal members being released from substance abuse recovery programs, prisons, and juvenile detention centers.	Re-Entry	Short-term

Action Steps	Primary	Timeline
6 Create an outreach program focused on connecting with individuals experiencing homelessness and connected with broader housing and social services.	Social Services	Medium-term
7 Develop zoning language for residential districts within the Planning Area that can be used to communicate the Tribe's priorities to other jurisdictions.	Planning	Short-term
8 Create an inventory of residential land and critical areas in the Planning Area. Communicate their priority to jurisdictions during the 2024 Comprehensive Planning cycle.	GIS	Short-term
9 Identify service deficiencies impacting Tribal members in rural communities. Bring these concerns to relevant service providers and continually advocate for changes in local planning meetings.	Planning	Long-term
10 Establish a network of neighborhood-based programs for disaster preparedness and community resilience.	Public Safety	Long-term
11 Use existing studies that identify system vulnerabilities, such as the Climate Change Impact Assessment and WSDOT Climate Impacts Vulnerability Assessment, and advocate for resiliency in services that extend to Tribal housing areas.	Fisheries/Natural Resources	Short-term
12 Study the feasibility of emissions caps for multifamily buildings within the Planning Area and energy efficiency upgrades in Tribal facilities.	Sustainability	Long-term
13 Partner with Chief Leschi Schools to develop a program for youth financial education.	Finance & Economic Development	Medium-term
14 Develop a needs-based assessment for elders and their specialty housing care needs. Analyze memory care facility, skilled nursing facility, adult protective services, and developmentally impaired adult care.	Elders	Medium-term
15 Analyze existing elder housing needs and the need for growth given population increase.	Elders	Medium-term
16 Improve the lives and well-being of vulnerable adults through the support of tribally owned and operated adult family homes.	Social Services	Medium-term
17 Train and hire native caregivers for adult family home and in-home care	Social Services	Medium-term
18 Develop permanent supportive housing program for graduates of adult family homes to learn independent living	Social Services	Medium-term
19 Create vulnerable adult activity services to include but not limited to cultural classes, therapeutic activities, physical and occupational therapies, daily exercise and more.	Social Services	Medium-term



# Transportation

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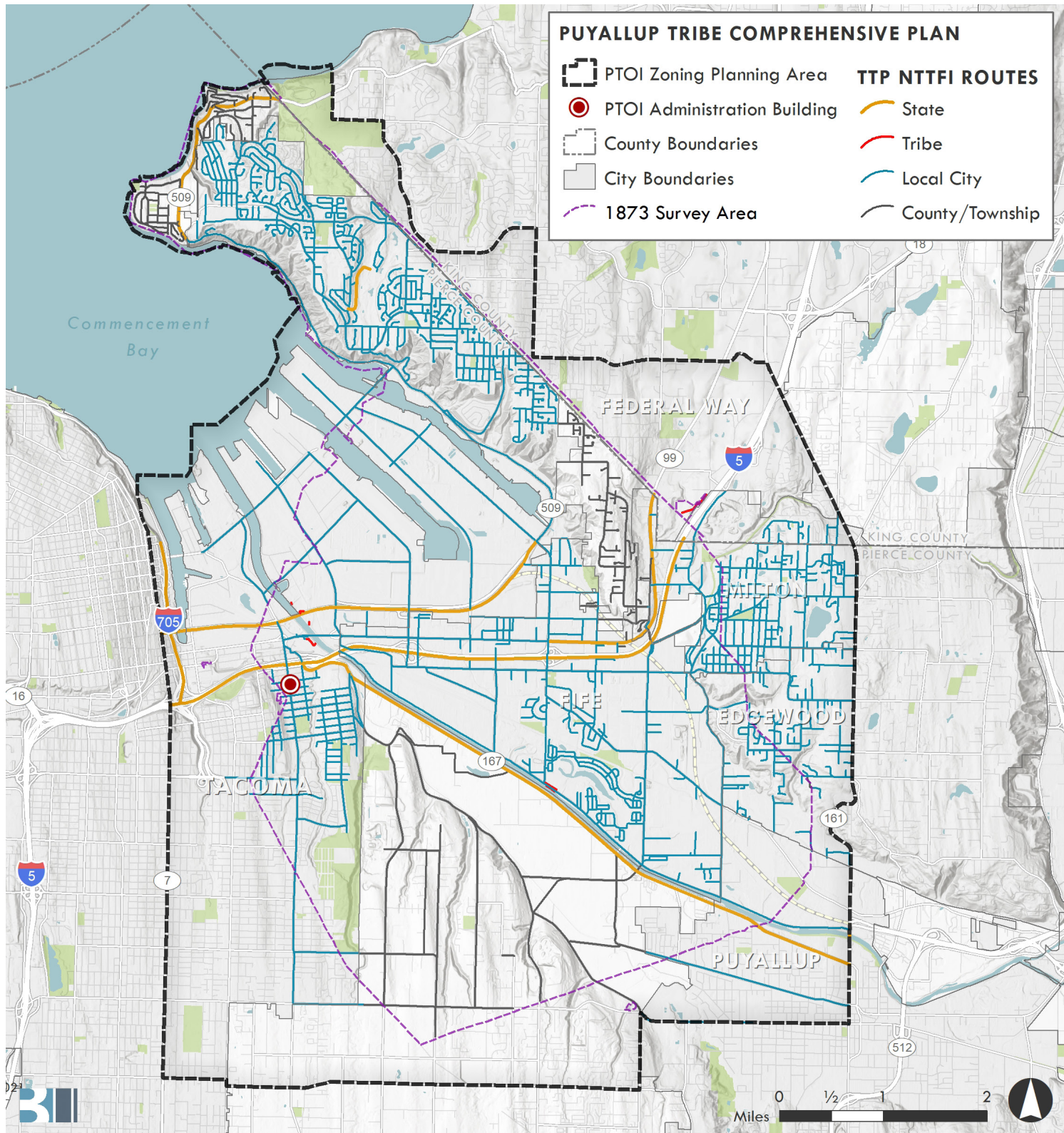
## Existing Conditions

**The Planning Area has a complex, multijurisdictional transportation system.** The Tribe must collaborate with local and state jurisdictions to ensure that transportation and mobility investments implement the Tribe's vision and improve quality of life for the Tribal community. See **Exhibit 28**. The transportation environment consists of automobiles, transit, pedestrians, and bicycles offering access to homes and destinations throughout the Planning Area. Ensuring safe, consistent, and reliable mobility for all users is a priority for the Tribe.

**Linking people to their community through work, health care, social events, and shopping is essential to a strong economic future.** Transportation plays a key role in economic development for Tribes, whether on or off reservations, to bring economic growth to their members.



**Exhibit 28: PTOI Transportation Network, Roads by Ownership.**



Sources: NTTFI RIFDS, 2021; BERK, 2021.

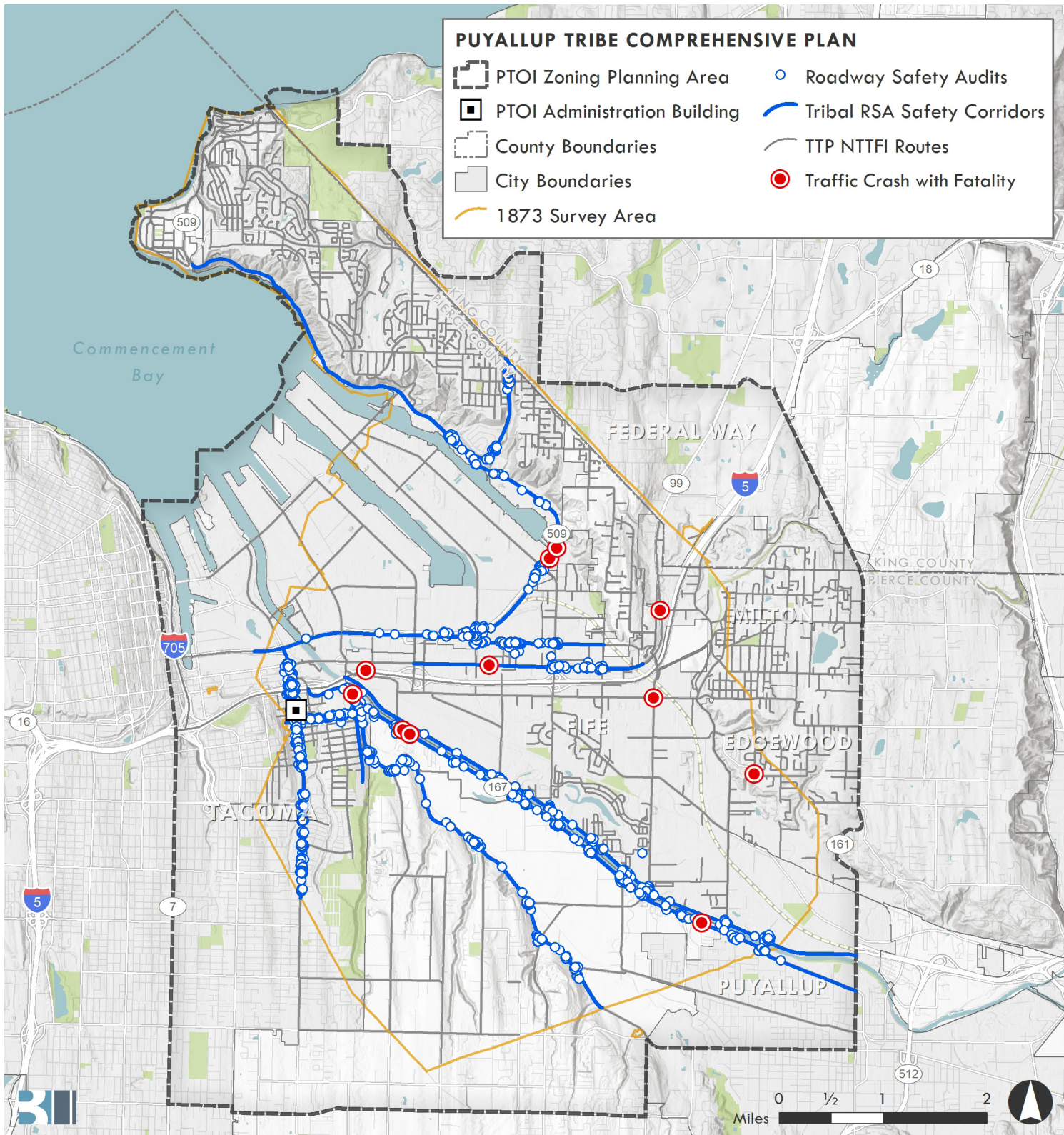
## Road Safety

Transportation safety is a complex issue, considering how many transportation networks operate under various jurisdictions in the service area. In 2016, as a result of the successful Safety Plan, additional TTPSF funding was awarded to the Tribe to perform Roadway Safety Audits (RSAs). The RSAs studied ten corridors identified as high priority concerns for the Tribe, as they are located near Tribally held lands and development. **Exhibit 29** represents the Safety Plan and the ten corridor RSAs within the study area. The safety analysis, findings, and recommended safety improvements along these corridors will inform future development priorities and recommendations for specific land parcels to be developed.

The data-driven development of the Transportation Safety Plan (TSP), as required by FHWA and supported by the Tribe, was centered creating a map of the Tribe's complete NTTFI transportation network in relation to crash statistics. The Safety Plan analysis tell a story of crash locations, including frequency, severity, and contributing factors, among many other reported statistics. The map identifies road segments, intersections, and travel corridors where severe crashes occur most frequently. Within the TSP's study area, most reported crashes occur on I-5 due to its high traffic volumes, but the TSP focuses on other urban and rural minor arterials, collectors, and local roads within the Tribe's transportation network. The TSP's comprehensive analysis identifies the most unsafe corridors, as illustrated in **Exhibit 30**.



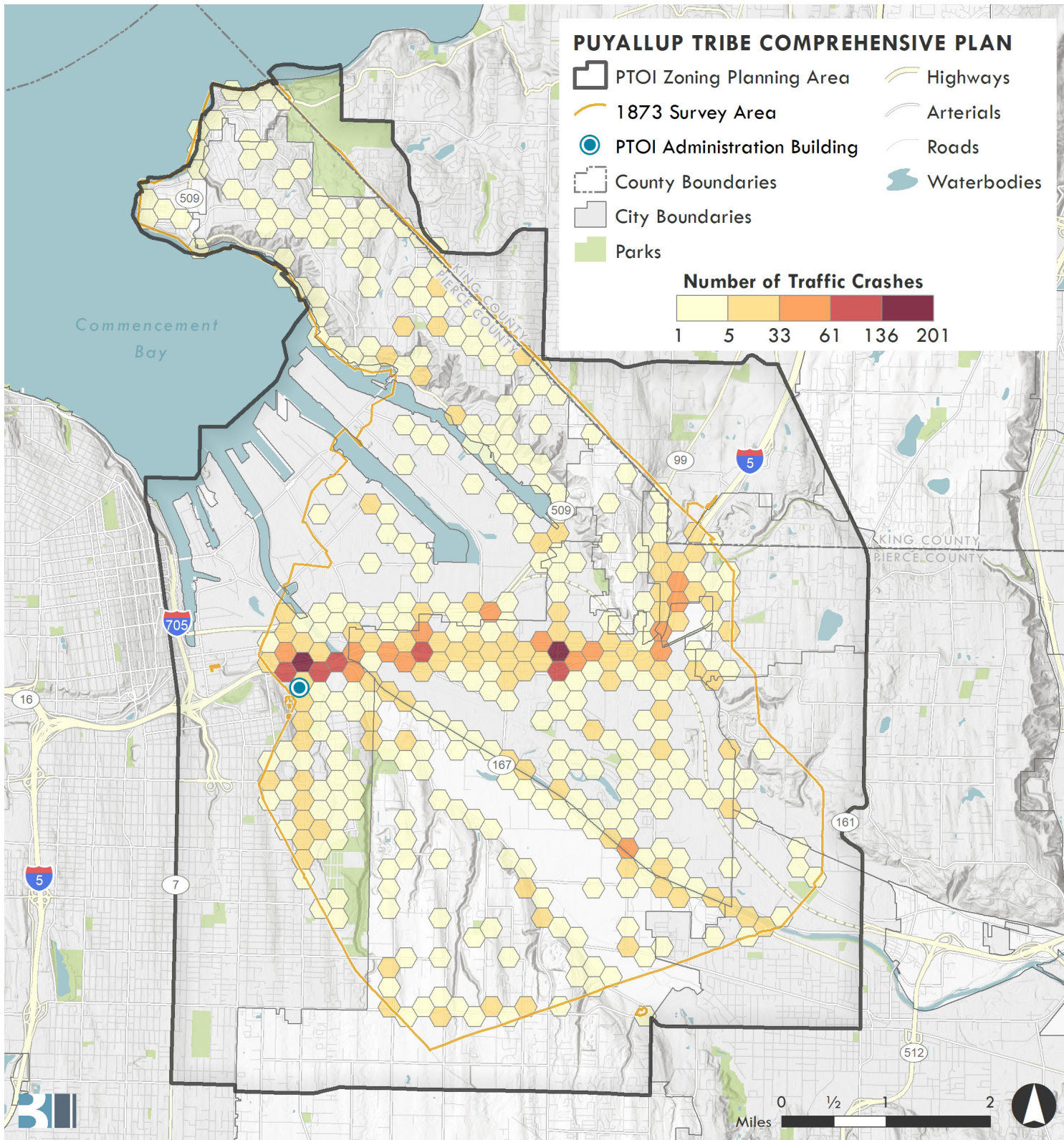
Exhibit 29: PTOI Traffic Safety Corridors and Roadway Safety Audits.



Sources: NTTFI RIFDS, 2021; BERK, 2021.



**Exhibit 30: Traffic Crash Frequency Summary in 1873 Survey Area.**

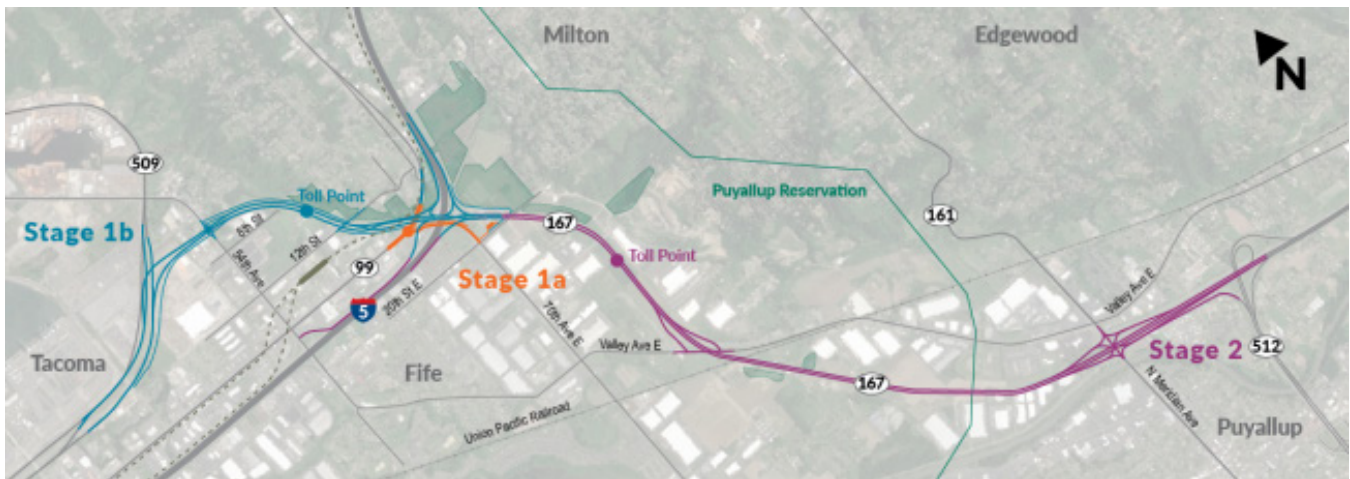


Sources: PTOI, 2021; BERK, 2021.

## Opportunities

Several major, regional transportation projects are underway that directly impact the Planning Area. Maintaining an active presence in the plan development and implementation phases for these projects is critical for ensuring that Tribal concerns are addressed. These projects include the introduction of Link Light Rail stations near Tacoma Dome, Portland Avenue, and in Fife; the Puget Sound Gateway Program connecting Puyallup to the Port of Tacoma through an extension of SR-167; and continued assessment and mitigation of identified climate vulnerabilities in the WSDOT road network.

### Exhibit 31: Puget Sound Gateway Program Project Map.



Note: The three stages of the SR 167 Completion Project in Pierce County. Construction continues through 2028.  
Source: WSDOT, 2022.

Transportation priorities also include addressing safety concerns in the existing road network and enhancing multimodal transportation networks to connect local destinations. The Tribal Road Safety Audit has identified 10 key corridors for improvements in the Planning Area. Additional work is needed to prioritize improvements that enhance pedestrian, bike, and transit station infrastructure. Access to public transportation can be improved by smoothing connections to incoming light rail stations and identifying gaps in Pierce Transit bus service.

## Goals and Policies

**Goal 29.0 The Planning Area's transportation network is safe and reliable for all users.**

Policy 29.1 Identify the specific safety improvement upgrades needed along each of the 10 Road Safety Audit (RSA) improvement corridors.

 Policy 29.2 Integrate safety improvement concerns with identified climate resilience priorities along major transportation routes.




- Policy 29.3 Advocate for the consideration of transportation needs of residents across ages and abilities for each transportation project.
- Policy 29.4 Support ADA-related upgrades and retrofits to the existing transportation system.
- Policy 29.5 Create a Reservation-wide mobility plan.
- Policy 29.6 Build redundancy into transportation route planning to mitigate vulnerabilities from potential climate events.
- Policy 29.7 Provide paratransit service to Tribal members.

**Goal 30.0 PTOI partners with local jurisdictions to address Tribal transportation concerns and priorities.**

- Policy 30.1 Prioritize identified safety improvement needs from RSA improvement corridors for clear communication with interjurisdictional partners.
- Policy 30.2 Track transportation planning cycles of neighboring jurisdictions to ensure consideration of PTOI needs during updates.

 > Policy 30.3 Review infrastructure development plans and identify any concerns related to cultural resources.


Policy 30.4 Maintain involvement and influence on major transportation projects like the Puget Sound Gateway Project SR167 and Tacoma Dome Link Extension, to ensure the Tribal Transportation plans and policies are implemented.

 > Policy 30.5 Coordinate with WSDOT and neighboring jurisdictions regarding level of service definitions, concurrency requirements, and tribal transportation priorities.

Policy 30.6 Advocate for the need to repair and maintain existing streets surfaces, drainage, sidewalks, and street lighting.

**Goal 31.0 A network of Complete Streets connects important destinations throughout the Planning Area.**

 > Policy 31.1 Identify subareas near residential, mixed use, and commercial hubs for implementation focus.

 > Policy 31.2 Inventory existing bike and pedestrian infrastructure networks to identify key areas of opportunity for connecting systems.

 > Policy 31.3 Consider safe walk to school routes.

 > Policy 31.4 Support multimodal connection points to planned Sound Transit light rail stations.

Policy 31.5 Require new development to incorporate design features such as comfortable bus stops and waiting areas, parking for transit, carpools and vanpools, and other features.

Policy 31.6 Support construction of bike and pedestrian network connections to community gathering places and critical government facilities.

Policy 31.7 Support major trail network connections like the Tacoma to Tahoma Trail, Pipeline Trail, and Interurban trail to serve as a primary connection throughout the Planning Area.




**Goal 32.0 The Planning Area’s transportation system integrates with land use plans.**

Policy 32.1 Direct transportation investments and service to support the Tribe’s desired land use patterns.

Policy 32.2 Pursue transit-oriented development opportunities within 5- and 10-minute walkshed of the upcoming Link Light Rail station.

 > Policy 32.3 Allow for a vibrant mix of uses in around the station area.

 > Policy 32.4 Identify opportunities to locate affordable housing and/or supportive housing developments near the station location.

 > Policy 32.5 Plan for connectivity to residential neighborhoods and Tribal businesses with Pierce Transit and Sound Transit services.

Policy 32.6 Coordinate with other jurisdictions, employers, institutions and transit providers to develop and implement transportation demand management strategies.

Policy 32.7 Continue to provide transit for Tribal members, such as community vans.

**Goal 33.0 Transportation projects and programs secure the necessary funding.**

Policy 33.1 Maintain and update the National Tribal Transportation Facility Inventory (NTTFI) as needed with any and all transportation facilities intended for Tribal Transportation Program (TTP) fund expenditure

Policy 33.2 Update the Tribe’s Long Range Transportation Plan that details the multimodal 20-Year Prioritized Project Listing (PPL).



- Policy 33.3 Coordinate with local and regional stakeholders on funding so that the region’s transportation system does not miss out on potential funding opportunities specific to the Tribe.
- Policy 33.4 Update and maintain the Tribe’s Transportation Improvement Program (TTIP) that specifies the current year and 5 year projected TTP project Expenditures to include all Administrative, Planning, Engineering, Improvement, Maintenance activities to include all TTP allowable fund expenditure per the Tribe’s Programmatic Agreement.

## Actions

Action Steps	Primary	Timeline
1 Support programs that increase the use of transit, carpooling, and vanpooling	Transportation	Ongoing
2 Identify improvements for safety and dedicated routes for walking and bicycling.	Transportation	Short-term
3 Annual updates and maintenance to the National Tribal Transportation Facility Inventory (NTTFI), per Tribal Transportation Program (TTP) regulation, which should be a result of the multi-jurisdictional continued planning process	Transportation	Ongoing
4 Maintain a 5-year update cycle for the Tribe's Long Range Transportation Plan, per TTP regulation.	Transportation	Medium-term
5 Work with partners to implement the safety improvements needed along the 10 RSA improvement corridors	Transportation	Ongoing
6 Continued political advocacy to address transportation network climate vulnerabilities	Government Affairs	Ongoing
7 Identify pilot corridors for implementation of a Complete Streets program	Transportation	Short-term
8 Create a reservation-wide mobility plan.	Planning	Medium-term
9 Ensure that a Tribal land use map considers uses compatible with transit-oriented developments	Planning	Short-term
10 Update and maintain the Tribe's Transportation Improvement Program (TTIP) per the Tribe's Programmatic Agreement.	Transportation	Ongoing
11 Work with local transit providers to provide fixed route services to Tribal facilities.	Planning	Short-term
12 Provide non-medical transportation services.	Social Services	Medium-term



# Economic Development

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### Existing Conditions

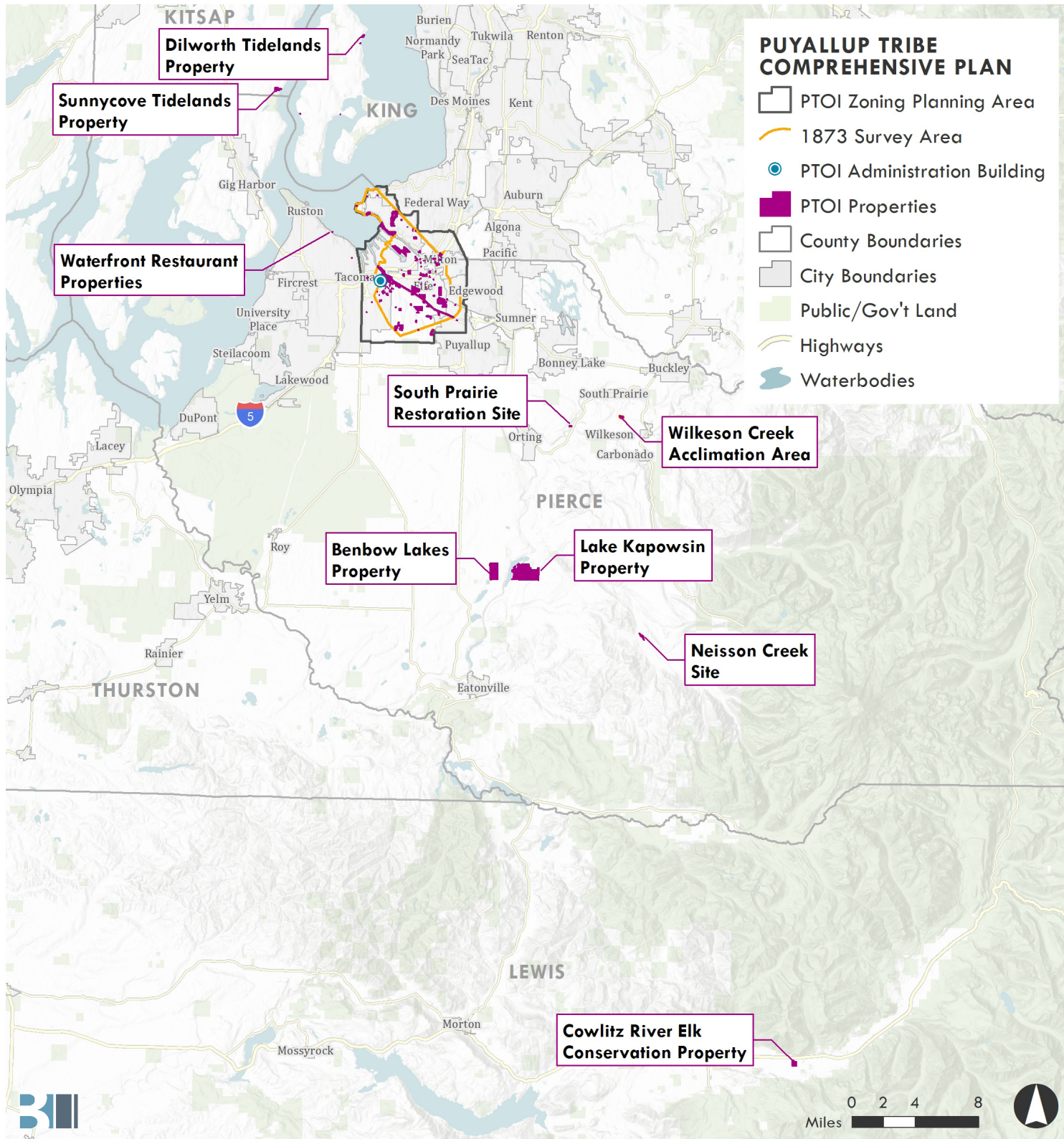
**The Planning Area economy includes built, human, social, and natural capital, which together have supported the community and provided jobs and careers.** Economic development encompasses both the financial health of members, through education and employment opportunities, and the financial ventures of the Tribe, including investments and economic activities, which sustain the community's economic strength. For the Puyallup Tribe, economic activities are closely linked with the health of the natural environment, transportation access connecting the Planning Area to regional employment and population hubs, and connection to the Tribe's culture and legacy.

### Opportunities

**The boundary of consideration for economic development extends beyond the Planning Area.** The PTOI owns property across a much wider geography, as shown in **Exhibit 32**, which includes sites for shellfish tidelands, Tribal Fisheries, youth education and recreation, and wildlife conservation. A continued and strategic approach to land acquisition is an important focus for the Tribe's economic development efforts. These acquisitions restore Puyallup homelands to the Tribe's jurisdiction and ecological management.



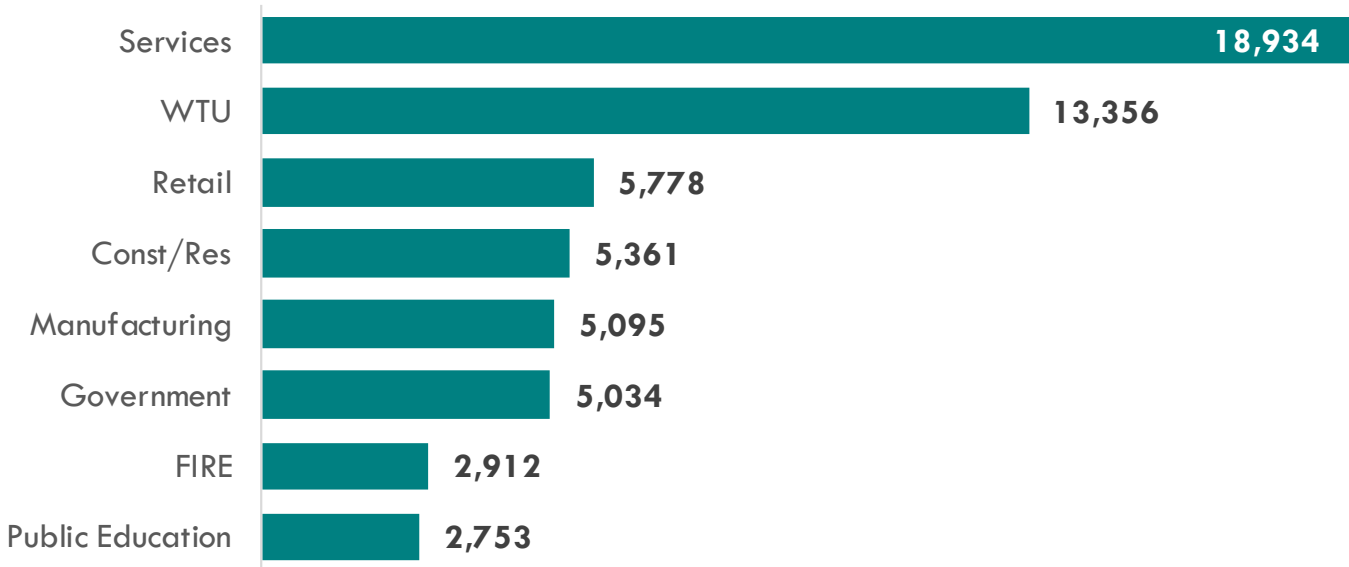
**Exhibit 32: Tribal Land Ownership and Economic Development Activities.**



Sources: PTOI, 2021; BERK, 2021.

**Key industries of revenue and employment for the Tribe include gaming, fishing, retail, education, and healthcare.** Gaming operations are the largest source of revenue for the PTOI but continuing to diversify the mix of economic endeavors promotes resilience and reduces risk. Leveraging competitive advantages of the Tribe, engaging in strategic partnerships, and strong workforce development programs can create opportunities to address concerns about lower incomes among the Tribal population in the Planning Area. The graph in **Exhibit 33** summarizes employment by industry for those living within the Survey Area (inclusive of both Tribal and non-Tribal residents).






**Exhibit 33: Total Employment in PTOI Planning Area.**



Note: Warehousing, Transportation and Utilities (WTU) and Finance, insurance, and real estate (FIRE).  
Sources: PSRC, 2019; BERK, 2021.

## Goals and Policies






### **Goal 34.0 A diversified portfolio of economic ventures support the Puyallup Tribe and its membership.**

-  > Policy 34.1 Protect and enhance marine habitats, which support Tribal fisheries.
-  > Policy 34.2 Ensure that necessary transportation and utility infrastructure are available to serve Tribal enterprise.
-  Policy 34.3 Leverage the surrounding market opportunities in communities outside the Planning Area to capture advantage of the Tribe's urban location.
-  > Policy 34.4 Invest in infrastructure that can sustain and strengthen the natural environment while providing more economic venture opportunities.
-  Policy 34.5 Market Tribal fisheries and connect Tribal fisherman to larger networks.








Left: bull trout taking refuge underneath a log jam. Right: Pink and Chinook salmon, photo credit Julian Close, Field Biologist, Puyallup Tribe Fisheries.


-  > Policy 34.6 Advocate for policies and programs that enhance marine habitats, which support Tribal fisheries.
-  > Policy 34.7 Improve access to food systems for the Tribal community, including traditional foods.
- Policy 34.8 Increase access to credit, capital, and financial services for Tribal members.
- Policy 34.9 The Puyallup Tribe leverages Tribal advantages around taxation, the ability to self-regulate and self-permit, to pursue new opportunities.
- Policy 34.10 Invest in infrastructure build community and improve health outcomes.
- Goal 35.0 The Tribe has a strategic land acquisition program that balances economic, environmental, and cultural priorities.**
- Policy 35.1 Leverage existing assets to expand PTOI's regional land ownership.
-  > Policy 35.2 Identify sites with greatest overlap of cultural, economic, and natural significance.
-  > Policy 35.3 Consider sites appropriate for housing historical archives, potential museum exhibits, and artisan training.
-  > Policy 35.4 Explore opportunities to develop residential and mixed use buildings that reflect PTOI values of sustainability and multigenerational living.




**Goal 36.0 Robust workforce development programs create and sustain a viable workforce and connects Tribal members to economic opportunities.**

-  > Policy 36.1 Create workforce development programs, including staff to administer, that train or reskill Tribal members for jobs in industries that play a role in a transition to a low-carbon economy such as construction, energy efficiency, clean energy, electrical trades and engineering.
-  > Policy 36.2 Coordinate with local employers and connect them with workforce development programs to support the training, hiring and retention of Tribal members.
-  > Policy 36.3 Create employment pipelines for Tribal members for jobs at the Port of Tacoma.
- Policy 36.4 Connect Chief Leschi students to career opportunities through internship and mentorship programs, including careers within Tribal governance and STEM programs for women.
- Policy 36.5 Develop student mentorship programs to help with college readiness and to fully leverage available tuition reimbursements.
- Policy 36.6 Develop certificate programs focused on re-entry to employment for members transitioning out of incarceration.

**Goal 37.0 Tribal entrepreneurs and small, member-owned businesses are encouraged and supported.**

-  > Policy 37.1 Create incubator hubs and collaborative workspaces that can serve entrepreneurs, including artisans.
- Policy 37.2 Offer entrepreneurship training courses and small business grants.
- Policy 37.3 Develop investment strategy options for Tribal members that can help support seed funding and entrepreneurship.

**Goal 38.0 The Tribe promotes energy efficient businesses and green industry opportunities.**

- Policy 38.1 Prioritize financing for energy efficiency programs for small Tribal businesses for retrofits that allow a transition to a greener economy.
-  > Policy 38.2 Explore community solar programs that allow residents to subscribe to local solar energy projects.
- Policy 38.3 Explore opportunities to support energy and green building infrastructure for Tribal businesses. Create a micro-grid.

**Goal 39.0 A marketing program promotes Tribal and member-owned businesses and secures funding and financing opportunities.**

- Policy 39.1 Recognize Tribal businesses and highlight their contributions to the local economy.
- Policy 39.2 Develop a publicly accessible directory of Tribal businesses and member businesses.
- Policy 39.3 Create a position that focuses on identifying grants and financing opportunities for economic development.



The Fair once held rodeo events and competitions, along with performances. People would travel from Yakima, Nez Perce, and other regions and tribes to compete in horse races and other events. Teepees were set up and items were displayed for viewing as well. Photo courtesy of Tacoma Public Library, Washington State Fair Collection.

The Washington State Fair, more commonly known as the Puyallup fair, has been active since June 1900 when it was formed by white businessmen and farmers living within the Puyallup River Valley. The founders claim it was started as a means to showcase local agriculture, horticulture, industry, etc. What this fails to mention is that the fair originated from an annual Potlatch held by Puyallup Natives.

Our oral history teaches that every year, in the fall, Puyallup men who married into other tribal groups would return to their mother's village to help in harvesting Silver, or Coho, salmon. These men would arrive with their families bearing many gifts causing means for celebration.

A large patch of prairie was carved out to host this Potlatch, the current location of the Washington State Fair. Being welcoming people we invited our new neighbors, the settlers, to join us in our gathering. As the non-native population grew, so did the Potlatch.

After being forced onto our reservation, we weren't allowed to attend this gathering as we had in the past. The settlers continued to gather yearly, and eventually formed the Puyallup Fair. Today, we can once again attend that yearly gathering, except now, we have to pay to get in.

Photo courtesy of Tacoma Public Library, Washington State Fair Collection.

**Goal 40.0 Strategic partnerships diversify the economic base and expand the Tribe’s capacity.**

-  > Policy 40.1 Continue to work with the Federal, State and Local governments to increase shading downstream from Tribal hatcheries.
- Policy 40.2 Consider partnership opportunities in real estate acquisition strategy.
- Policy 40.3 Pursue joint ventures which offer beneficial outcomes and contribute to the economic diversification of the Tribe.
- Policy 40.4 Collaborate across recreation ventures to create visitor “package” experiences across places such as the hotel and spa, golf course, and casinos.
- Policy 40.5 Pursue jurisdictional partnerships to achieve economic goals.

**Goal 41.0 Tribal Gaming facilities remain strong sources of economic support for the Tribe.**

- Policy 41.1 Ensure adequate transportation and transit infrastructure for access to casinos.
- Policy 41.2 Partner with PTOI businesses and entrepreneurs whenever possible.

**Goal 42.0 Ongoing collaboration and dialogue with interjurisdictional partners implement the Comprehensive Plan.**

- Policy 42.1 Continue to increase awareness of the Comprehensive Plan and its vision, goals, and policies.
- Policy 42.2 Continue to participate in local, regional, and countywide planning processes.

**Actions**

Action Steps	Primary	Timeline
1 Explore a PTOI-branded label for seafood.	Finance & Economic Development	Medium-term
2 Update the heat exchange system at the Clark Creek Hatchery.	Fisheries/Natural Resources	Medium-term
3 Pursue additional buyer connections for geoduck and help connect to Tribal fisherman.	Shellfish	Short-term
4 Lobby for state changes in hatchery management (e.g., increases in shading, augmenting flows with cooler groundwater when necessary).	Government Affairs	Short-term
5 Pursue additional economic ventures connected with food systems such as a nursery with native plants; places to grow and sell traditional, organic foods.	Finance & Economic Development	Medium-term
6 Explore establishing a Tribal bank/CDFI	Finance & Economic Development	Long-term
7 Explore the possibility of a Fitness Center for members.	Administration	Medium-term



Action Steps	Primary	Timeline
8 Develop consensus around a set of strategic priorities for land acquisition.	Realty	Short-term
9 Explore partnerships with existing Tribal community businesses and organizations to deliver sustainability trainings, energy efficiency and renewable energy services and products, recycling, and composting.	Sustainability	Short-term
10 Consider integration of retail space for Tribal artisans and entrepreneurs at the Casinos. Connect with Tribal food suppliers and fisheries for food sold at casino restaurants.	Emerald Queen	Short-term
11 Partner with surrounding jurisdictions to promote infrastructure projects that support the PTOI economy.	Government Affairs	Ongoing
12 Create workforce development programs focused on industries that play a role in a transition to a low-carbon economy such as construction, energy efficiency, clean energy, electrical trades and engineering.	Workforce Development	Medium-term
13 Establish employment pipelines for Tribal members for jobs at the Port of Tacoma.	Finance & Economic Development	Long-term
14 Offer internship programs to high school students for careers within Tribal governance.	Administration	Short-term
15 Coordinate STEM internship programs for young women and girls.	Chief Leschi	Short-term
16 Develop student mentorship programs to help with college readiness and to fully leverage available tuition reimbursements.	Chief Leschi	Short-term
17 Partner with BIA to identify funding opportunities that support sustainable economy ventures and building retrofits	Administration	Medium-term
18 Undertake a feasibility assessment to explore development of a microgrid	Planning	Short-term
19 Use existing platforms, such as social media and the PTOI website, to identify and promote Tribal businesses	Communications	Short-term
20 Develop a publicly accessible directory of Tribal businesses and member businesses.	Finance & Economic Development	Medium-term
21 Recruit and train teachers at Chief Leschi Schools.	Chief Leschi	Ongoing
22 Create vocational rehabilitation training/employment program for vulnerable adults wishing to work.	Social Services	Medium-term

# Government Services, Capital Facilities, and Utilities

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### Existing Conditions

**The PTOI community is supported by a network of services, facilities, and utility systems.** This infrastructure creates the backdrop for a thriving community, providing support, space, and systems necessary for daily functions. When functioning properly, this infrastructure supports the work of all other elements outlined in this Plan. Planning for appropriate maintenance and investment in these systems is critical for implementing the vision of the Tribe.

### Opportunities

**Consolidated and improved facility space for Tribal government functions could help streamline services and increase efficiency in asset management and service provision.** The Tribe provides a wide range of services to its members, including public safety, justice, health, environmental preservation, and education. Ensuring sufficient capacity for current and anticipated staffing levels will keep operations running smoothly for these important functions. Dedicated community spaces build connections among Tribal members and adding social facilities could help spread demand for existing spaces, such as the Youth Center. Facility investments focused on climate resilience and sustainability improvements should be part of an updated capital facility plan for the Tribe.

**Coordination with neighboring jurisdictions is necessary to address necessary utility upgrades.** The Tribe does not operate its own power, water, or sewer systems in the Planning Area. System vulnerabilities to climate events is an important consideration for promoting community resilience. Decisions made in neighboring urban areas have the ability to impact the Planning Area's water, wastewater, stormwater, and solid waste services. Tribal involvement in these processes is an important role for ensuring a consistent level of service for Tribal members.



## Goals and Policies

### **Goal 43.0 Tribal services and capital facilities are scaled to accommodate the growth and needs within the PTOI community.**

- Policy 43.1 Ensure adequate capacity for staff from all Tribal departments within administration facilities.
- Policy 43.2 Co-locate social services for streamlined coordination among service providers and patrons.
- Policy 43.3 Scale investments in community spaces, such as the youth center, to respond with growth and needs within the community.
- Policy 43.4 Invest in structures and locations that are climate resilient and energy efficient.
- Policy 43.5 Assess future parking needs for Tribal facilities based off plan horizon.
- Policy 43.6 Work with local law enforcement to protect Tribal facilities off-reservation and not in the Tribe's law enforcement jurisdiction.
- Policy 43.7 Study the cost to replace external services with in-house programs and facilities for potential cost savings.



**Goal 44.0 Public infrastructure within the Planning Area is in good condition and is sized for population growth expectations.**

Policy 44.1 Identify needs for additional water, wastewater, solid waste, and stormwater infrastructure throughout the Planning Area to keep up with demand from a growing population. Communicate these needs to the relevant service providers in the region.


 > Policy 44.2 Invest in the climate resilience of all utility systems within the Planning Area.

Policy 44.3 Collaborate with jurisdictions to have an active role in implementation of the Stormwater Management Action Plan process, particularly as it pertains to water conditions impacting fishing activities.

Policy 44.4 Collaborate with jurisdictions to identify the impact of critical public infrastructure on the Tribe that is sited within the Planning Area and surrounding Usual and Accustomed Areas.

**Goal 45.0 Expanded Tribal electric infrastructure protects critical facilities and minimizes long term costs.**

Policy 45.1 Incorporate Tribal power loop connections into existing and new facility construction.

 > Policy 45.2 Place Tribal electric infrastructure underground as much as possible to protect from natural disasters and inclement weather.

**Goal 46.0 Tribal utility infrastructure incorporates sustainability.**

Policy 46.1 Consider requiring solar and electrification infrastructure on new development.

Policy 46.2 Consider on-site infiltration for new development for stormwater.

**Goal 47.0 Preserve existing cemetery sites and expand cemetery space based off future needs.**

Policy 47.1 Assess cemetery cemetery space needs.

Policy 47.2 Identify new lands for acquisition to designate as future cemetery grounds.

Policy 47.3 Track cemetery space inventory for when existing cemetery space will be exhausted.

Policy 47.4 Identify, document and preserve historic burial sites located outside of PTOI cemeteries.

**Goal 48.0 Protect Tribal facilities and property from encroachment and trespass.**

Policy 48.1 Establish a plan to occupy newly acquired properties in order to avoid attracting nuisances.

Policy 48.2 Determine the fencing and gate needs for Tribal facilities to avoid unwanted trespass.

Policy 48.3 Work with local jurisdictions law enforcement agencies to establish procedures for trespass to Tribal properties.

## Actions

Action Steps	Primary	Timeline
1 Inventory each department's staff count, office space, an identified facility needs	Administration	Short-term
2 Create a strategic plan for investment in Tribal facilities, including upgrades, expansions, and acquisitions	Facilities	Medium-term
3 Communicate with service-providing districts to ensure that population growth projections and climate resilience concerns are taken into account	Facilities	Short-term
4 Interdepartmental coordination to ensure Tribal developments are incorporating power loop connections and climate resilient utility infrastructure	Planning	Short-term
5 Identify problem locations where frequent trespass occurs between local jurisdiction and Tribal lands and establish measures to address these properties' security and law enforcement needs.	Public Safety	Short-term
6 Conduct an assessment of regular external service costs and identify potential cost savings to invest in infrastructure and facilities to provide those services in-house.	Administration	Medium-term

# Implementation





Steelhead salmon. Photo credit Julian Close, Field Biologist, Puyallup Tribe Fisheries.



# Action Plan

The actions in the matrices below are excerpted from the Plan’s Chapters. The Action Plan Matrices below are organized by the lead department for implementation and include the timeframe for implementation and support departments. Many actions involve multiple departments, in keeping with the Plan’s goal to mobilize expertise and drive collaboration across departments.

Short-term actions are anticipated to be completed within one to two years, mid-term actions within three to five years, long-term actions within five to ten years. Ongoing actions are also noted.

## Administration Department

**Exhibit 34: Action Step Matrix, Administration Department.**

Element	Action Steps as Lead Department	Timeline	Support Dept
Capital Facilities	Inventory each department’s staff count, office space, and identified facility needs.	<b>Short-term</b>	Facilities
Economic Development	Explore the possibility of a Fitness Center for members.	Medium-term	Social Services
Economic Development	Offer internship programs to high school students for careers within Tribal governance.	<b>Short-term</b>	Chief Leschi
Economic Development	Partner with BIA to identify funding opportunities that support sustainable economy ventures and building retrofits.	Medium-term	Facilities, Sustainability
Government Services	Conduct an assessment of regular external service costs and identify potential cost savings to invest in infrastructure and facilities to provide those services in-house.	Medium-term	

## Chief Leschi

**Exhibit 35: Action Step Matrix, Chief Leschi.**

Element	Action Steps as Lead Department	Timeline	Support Dept
Economic Development	Coordinate STEM internship programs for young women and girls.	<b>Short-term</b>	
Economic Development	Develop student mentorship programs to help with college readiness and to fully leverage available tuition reimbursements.	<b>Short-term</b>	
Economic Development	Recruit and train teachers at Chief Leschi Schools.	Ongoing	

## Communications Department

**Exhibit 36: Action Step Matrix, Communications Department.**

Element	Action Steps as Lead Department	Timeline	Support Dept
Economic Development	Use existing platforms, such as social media and the PTOI website, to identify and promote Tribal businesses.	Short-term	

## Emerald Queen Casino

**Exhibit 37: Action Step Matrix, Emerald Queen Casino.**

Element	Action Steps as Lead Department	Timeline	Support Dept
Economic Development	Consider integration of retail space for Tribal artisans and entrepreneurs at the Casinos. Connect with Tribal food suppliers and fisheries for food sold at casino restaurants.	Short-term	Fishbuy, Sustainability

## Facilities Department

**Exhibit 38: Action Step Matrix, Facilities Department.**

Element	Action Steps as Lead Department	Timeline	Support Dept
Capital Facilities	Create a strategic plan for investment in Tribal facilities, including upgrades, expansions, and acquisitions.	Medium-term	Administration
Capital Facilities	Communicate with service-providing districts to ensure that population growth projections and climate resilience concerns are taken into account.	Short-term	Sustainability

## Finance and Economic Development Department

**Exhibit 39: Action Step Matrix, Finance and Economic Development Department.**

Element	Action Steps as Lead Department	Timeline	Support Dept
Housing	Partner with Chief Leschi Schools to develop a program for youth financial education.	Medium-term	
Economic Development	Explore a PTOI-branded label for seafood.	Medium-term	Fisheries/ Nat Resources, Sustainability
Economic Development	Pursue additional economic ventures connected with food systems such as a nursery with native plants; places to grow and sell traditional, organic foods.	Medium-term	Sustainability
Economic Development	Explore establishing a Tribal bank/CDFI.	Long-term	
Economic Development	Establish employment pipelines for Tribal members for jobs at the Port of Tacoma.	Long-term	Workforce Development
Economic Development	Develop a publicly accessible directory of Tribal businesses and member businesses.	Medium-term	Communications



## Fisheries/Natural Resources Department

**Exhibit 40: Action Step Matrix, Fisheries/Natural Resources Department.**

Element	Action Steps as Lead Department	Timeline	Support Dept
Climate Resilience	Protect the limited brackish areas within the Planning Area, such as that found at Clear Creek.	<b>Short-term</b>	None
Climate Resilience	Reduce emissions from school buses.	Medium-term	Chief Leschi
Climate Resilience	Use public access points, nature centers, and hunting and fishing regulation guides to inform people of climate change impacts on wildlife, and what they can do to help.	Medium-term	Historic Preservation, SEPA Group
Climate Resilience	Partner with the Puget Sound Clean Air Agency and others to distribute clean air kits, including filter fans.	<b>Short-term</b>	Administration
Cultural Resources	Develop a tracking system and maintain adequate staffing levels to manage the high volume of neighboring jurisdiction project permitting reviews.	<b>Short-term</b>	Planning
Cultural Resources	Identify cultural resource areas that overlap with habitat preservation and restoration efforts.	<b>Short-term</b>	Planning, Heritage Group, GIS
Economic Development	Update the heat exchange system at the Clark Creek Hatchery.	Medium-term	
Housing	Use existing studies that identify system vulnerabilities, such as the Climate Change Impact Assessment and WSDOT Climate Impacts Vulnerability Assessment, and advocate for resiliency in services that extend to Tribal housing areas.	<b>Short-term</b>	Planning
Land Use	Establish a Critical Areas Ordinance.	<b>Short-term</b>	Legal
Open Space & Natural Habitats	Leverage superfund and MTCA funding to advance natural environment protection goals and comprehensive cleanups.	Medium-term	
Open Space & Natural Habitats	Create and restore off-channel habitat (including wetlands and marshes) in place to prepare for the inundation of saline conditions as sea level rise pushes the salt wedge further inland.	Ongoing	
Open Space & Natural Habitats	Where site conditions support them, plant drought-resistant, heat-resistant, and saline-tolerant plant species for erosion control.	<b>Short-term</b>	
Open Space & Natural Habitats	Identify opportunities for additional restoration sites.	<b>Short-term</b>	
Open Space & Natural Habitats	Explore impactful strategies that go beyond typical engineering approaches to managing stormwater such as disconnecting conveyances into streams and infiltrating, building constructed wetlands, bioretention systems, modified swales, modified ponds.	Medium-term	Planning

Element	Action Steps as Lead Department	Timeline	Support Dept
Open Space & Natural Habitats	Mitigate saltwater intrusion—which affects species distribution, abundance, and timing—to reduce impacts on how we restore salmon rearing areas.	<b>Short-term</b>	

## GIS Department

**Exhibit 41: Action Step Matrix, GIS Department.**

Element	Action Steps as Lead Department	Timeline	Support Dept
Housing	Create an inventory of residential land and critical areas in the Planning Area. Communicate their priority to jurisdictions during the 2024 Comprehensive Planning cycle.	<b>Short-term</b>	Planning

## Government Affairs

**Exhibit 42: Action Step Matrix, Government Affairs.**

Element	Action Steps as Lead Department	Timeline	Support Dept
Economic Development	Lobby for state changes in hatchery management (e.g., increases in shading, augmenting flows with cooler groundwater when necessary).	<b>Short-term</b>	
Economic Development	Partner with surrounding jurisdictions to promote infrastructure projects that support the PTOI economy.	Ongoing	Finance & Economic Development
Transportation	Continued political advocacy to address transportation network climate vulnerabilities.	Ongoing	

## Grants Department

**Exhibit 43: Action Step Matrix, Grants Department.**

Element	Action Steps as Lead Department	Timeline	Support Dept
Housing	Allocate staff resources to grant writing, in search of federal dollars that could be used for Tribal housing development, home repairs, and/or aging in place renovations.	<b>Short-term</b>	Housing, Tribal Community Wellness Division

## Heritage Committee

**Exhibit 44: Action Step Matrix, Heritage Committee.**

Element	Action Steps as Lead Department	Timeline	Support Dept
Climate Resilience	Identify and create a plan to preserve historic and modern cultural sites in flood zones at risk of climate events.	<b>Short-term</b>	GIS
Cultural Resources	Host an annual interdepartmental meeting to discuss cultural resources progress, goals, and issues.	Ongoing	Administration, Economic Development
Cultural Resources	Create a shared map or resource that all Tribal departments can use internally and externally to track sites of high importance.	<b>Short-term</b>	Planning
Cultural Resources	Explore additional youth education and language programs.	<b>Short-term</b>	Culture, Chief Leschi, Social Services
Cultural Resources	Use probability map and inventory to identify key cultural areas, both modern and historical.	Ongoing	GIS
Cultural Resources	Develop a process and schedule for updating the probability map as new cultural resources are discovered or probability categories change over time.	Medium-term	GIS, Government Affairs, Planning
Cultural Resources	Establish regular check-ins to communicate priorities for cultural resource protection with other governments and agencies.	<b>Short-term</b>	Planning
Cultural Resources	Facilitate cross-departmental dialogue between Historic Preservation and Tribal Natural Resources to align priorities and conservation regulations.	Medium-term	Fisheries/Natural Resources
Cultural Resources	Set site parameters for the ideal artifact showcasing and storage location and communicate to all departments.	<b>Short-term</b>	Realty, GIS
Land Use	Develop a set of land use regulations that promote Tribal values and protect culturally important areas.	<b>Short-term</b>	Planning

## Housing Department

**Exhibit 45: Action Step Matrix, Housing Department.**

Element	Action Steps as Lead Department	Timeline	Support Dept
Housing	Investigate and pursue opportunities to build and/or acquire housing that can be used for Tribal members. Prioritize those in need of supportive services.	<b>Short-term</b>	Realty, Social Services
Housing	Dedicate funding and housing opportunities specifically focused on community elders.	Ongoing	Tribal Community Wellness Division



## Planning Department

**Exhibit 46: Action Step Matrix, Planning Department.**

Element	Action Steps as Lead Department	Timeline	Support Dept
Capital Facilities	Interdepartmental coordination to ensure Tribal developments are incorporating power loop connections and climate resilient utility infrastructure.	Short-term	Facilities
Climate Resilience	Invest in electric vehicles and charging stations.	Ongoing	Facilities, Sustainability
Cultural Resources	Use identified areas on Land Use Map to communicate Tribal priorities.	Medium-term	GIS, Culture, Natural Resources/ Fisheries
Economic Development	Undertake a feasibility assessment to explore development of a microgrid.	Short-term	
Housing	Develop zoning language for residential districts within the Planning Area that can be used to communicate the Tribe's priorities to other jurisdictions.	Short-term	SEPA Group
Housing	Identify service deficiencies impacting Tribal members in rural communities. Bring these concerns to relevant service providers and continually advocate for changes in local planning meetings.	Long-term	Administration
Land Use	Create a land use map where zoning districts from this Plan are applied throughout the PTOI Planning Area.	Short-term	GIS
Land Use	Develop an education program that supports Tribal Members moving lands from Fee-to-Trust and permitting.	Short-term	Realty
Open Space & Natural Habitats	Continue to participate in inter-jurisdictional and interagency planning processes to advance Tribal values and priorities.	Ongoing	
Transportation	Create a reservation-wide mobility plan.	Medium-term	
Transportation	Ensure that a Tribal land use map considers uses compatible with transit-oriented developments.	Short-term	
Transportation	Work with local transit providers to provide fixed route services to Tribal facilities	Short-term	

## Public Safety

**Exhibit 47: Action Step Matrix, Public Safety.**

Element	Action Steps as Lead Department	Timeline	Support Dept
Climate Resilience	Explore creation of a facility to provide hazard mitigation services and coordinate resources distribution and services before, during or after a natural hazard event.	Short-term	Planning

Element	Action Steps as Lead Department	Timeline	Support Dept
Government Services	Identify problem locations where frequent trespass occurs between local jurisdiction and Tribal lands and establish measures to address these properties' security and law enforcement needs.	Short-term	
Housing	Establish a network of neighborhood-based programs for disaster preparedness and community resilience.	Long-term	Planning

## Realty Department

**Exhibit 48: Action Step Matrix, Realty Department.**

Element	Action Steps as Lead Department	Timeline	Support Dept
Economic Development	Develop consensus around a set of strategic priorities for land acquisition.	Short-term	Finance & Economic Development, Planning
Land Use	Develop an education program that supports Tribal Members moving lands from Fee-to-Trust and permitting.	Short-term	Planning
Open Space & Natural Habitats	Use targeted acquisition to improve access to open space networks and to conserve natural areas.	Ongoing	Fisheries/Natural Resources, Planning

## Re-Entry Program

**Exhibit 49: Action Step Matrix, Re-Entry Program.**

Element	Action Steps as Lead Department	Timeline	Support Dept
Housing	Connect social workers with the pipeline of Tribal members being released from substance abuse recovery programs, prisons, and juvenile detention centers.	Short-term	Housing

## SEPA Group

**Exhibit 50: Action Step Matrix, SEPA Group.**

Element	Action Steps as Lead Department	Timeline	Support Dept
Land Use	Engage with overlapping jurisdictions' planning processes, using the PTOI land use map to advocate for changes aligned with Tribal values.	Short-term	Planning

## Shellfish Department

**Exhibit 51: Action Step Matrix, Shellfish Department.**

Element	Action Steps as Lead Department	Timeline	Support Dept
Economic Development	Pursue additional buyer connections for geoduck and help connect to Tribal fisherman.	<b>Short-term</b>	Finance & Economic Development, Fishbuy

## Social Services

**Exhibit 52: Action Step Matrix, Social Services.**

Element	Action Steps as Lead Department	Timeline	Support Dept
Economic Development	Create vocational rehabilitation training/employment program for vulnerable adults wishing to work.	Medium-term	Community Wellness Division
Government Services	Create vulnerable adult activity services to include but not limited to cultural classes, therapeutic activities, physical and occupational therapies, daily exercise and more.	Medium-term	Community Wellness Division
Housing	Allocate additional staff and funding for renter and homeowner assistance programs, such as Set Aside Housing and the Tiny Home Village.	<b>Short-term</b>	Administration
Housing	Create an outreach program focused on connecting with individuals experiencing homelessness and connected with broader housing and social services.	Medium-term	Housing
Housing	Develop a needs based assessment for elders and their specialty housing care needs. Specifically analyzing memory care facility, skilled nursing facility, adult protective services, and developmentally impaired adult care.	Medium-term	Elder Wellness
Housing	Analyze existing elder's housing needs and the need for growth given population increase.	Medium-term	Elder Wellness
Housing	Improve the lives and well-being of vulnerable adults through the support of tribally owned and operated adult family homes.	Medium-term	Community Wellness Division
Housing	Train and hire native caregivers for adult family home and in-home care.	Medium-term	Community Wellness Division
Housing	Develop permanent supportive housing program for graduates of adult family homes to learn independent living.	Medium-term	Community Wellness Division
Transportation	Provide non-medical transportation services.	Medium-term	Community Wellness Division



## Sustainability Department

**Exhibit 53: Action Step Matrix, Sustainability Department.**

Element	Action Steps as Lead Department	Timeline	Support Dept
Economic Development	Explore partnerships with existing Tribal community businesses and organizations to deliver sustainability trainings, energy efficiency and renewable energy services and products, recycling, and composting.	Short-term	
Housing	Study the feasibility of emissions caps for multifamily buildings within the Planning Area and energy efficiency upgrades in Tribal facilities.	Long-term	Planning
Open Space & Natural Habitats	Continue the work of the sustainability commission in identifying priorities to reach net zero carbon emissions and other environmental measures.	Ongoing	
Open Space & Natural Habitats	Create tree planting and stewardship pilot projects on Tribal property.	Medium-term	
Climate Resilience	Expand sustainability response by continually investing in staff.	Long-term	Administration
Climate Resilience	Conduct a tribal building assessment to develop a plan for transition to sustainable energy.	Short-term	Facilities
Climate Resilience	Assist Tribal members to install solar panels and shift to heat pumps.	Medium-term	CAP
Climate Resilience	Create a plan to decarbonize all Tribal departments.	Long-term	Administration

## Transportation Department

**Exhibit 54: Action Step Matrix, Transportation Department.**

Element	Action Steps as Lead Department	Timeline	Support Dept
Transportation	Support programs that increase the use of transit, carpooling, and vanpooling.	Ongoing	
Transportation	Identify improvements for safety and dedicated routes for walking and bicycling.	Short-term	
Transportation	Annual updates and maintenance to the National Tribal Transportation Facility Inventory (NTTFI), per Tribal Transportation Program (TTP) regulation, which should be a result of the multi-jurisdictional continued planning process.	Ongoing	
Transportation	Maintain a 5-year update cycle for the Tribe's Long Range Transportation Plan, per TTP regulation.	Medium-term	
Transportation	Work with partners to implement the safety improvements needed along the 10 RSA improvement corridors.	Ongoing	

Element	Action Steps as Lead Department	Timeline	Support Dept
Transportation	Identify pilot corridors for implementation of a Complete Streets program.	Short-term	
Transportation	Update and maintain the Tribe's Transportation Improvement Program (TTIP) per the Tribe's Programmatic Agreement.	Ongoing	

## Workforce Development

**Exhibit 55: Action Step Matrix, Workforce Development.**

Element	Action Steps as Lead Department	Timeline	Support Dept
Economic Development	Create workforce development programs focused on industries that play a role in a transition to a low-carbon economy such as construction, energy efficiency, clean energy, electrical trades and engineering.	Medium-term	Administration

## Critical Areas Ordinance

Climate change will exacerbate many of the impacts associated with development, including erosion and water quality issues. Enhanced protection for critical areas will increase the amount of flood storage and improve water quality for greater resilience to climate events. Critical area protections could be improved by developing consistency between surrounding jurisdictions to uniformly protect vulnerable or sensitive habitats and improve connectivity between suitable habitats for fish and wildlife species. Where jurisdictional regulations differ or vary, remaining consistent with the conservative regulations (i.e., greater buffer requirements), would offer the greatest level of environmental protection.

The table in **Exhibit 56** provides a summary of the range of CAO regulations for jurisdictions that overlap with the PTOI Planning Area, as well as details on environmental regulations used by other area tribes. This provides a good comparative framework for consideration developing a set of PTOI regulations.

**Exhibit 56: Summary of Most Restrictive Critical Areas Ordinances in Planning Area.**

Critical Area Ordinance	Jurisdiction	Municipal Code	Summary
Wetlands	City of Puyallup	PMC 21.06.930	Restrictive wetland buffer widths defined by using the overall wetland category rating and habitat scores based on Ecology's Washington State Wetland Rating System data form for Western Washington and proposed surrounding land uses that result in high, moderate and low intensity wetland impacts.

Critical Area Ordinance	Jurisdiction	Municipal Code	Summary
<b>Streams</b>	City of Tacoma	TMC 13.11.400	The most restrictive stream buffers defined in relation to WDNR stream classifications range from 25 to 150 feet in width.
<b>Fish and Wildlife Habitat Conservation Areas (FWHCA)</b>	City of Puyallup	PMC 21.06.1020	Although the FWHCA is generally consistent between jurisdictions, the City of Puyallup and Pierce County include the most detailed description of prohibited alterations to FWHCA, providing less opportunities to work around regulations.
	Pierce County	PCC 18E.40.040	
<b>Flood Hazard Areas</b>	City of Puyallup	PMC 21.07.060	Flood hazard areas descriptions of prohibited and allowed modifications to floodways are similar between jurisdictions that participate in the FEMA NFIP. Jurisdictions that do not participate in the FEMA NFIP do not have clear regulations regarding flood hazard areas.
	City of Edgewood	EMC 14.80.060	
	Pierce County	PCC 18E.70.040	
<b>Critical Aquifer Recharge Areas</b>	City of Puyallup	PMC 21.06.1120	The City of Puyallup has the most detailed description for allowed and prohibited uses. Other jurisdictions have similar allowed and prohibited uses listed, but more detailed regulations provide less opportunity to work around the regulations.
	City of Edgewood	EMC 14.06.040	
	Pierce County	PCC 18E.50.040	
	Nisqually Indian Tribe	NTC 14.06.10	
<b>Geologic Hazard Areas</b>	City of Puyallup	PMC 21.06.1210	The City of Puyallup and Tulalip Tribes of Washington provide the most restrictive (and defined) buffer widths associated with landslide and erosion hazard areas; however, most jurisdictions provide similar guidance for seismic and volcanic hazard areas.
	Tulalip Tribes of Washington	TTC 7.110.090	

EMC = Edgewood Municipal Code; FEMA = Federal Emergency Management Agency; NFIP = National Floodplain Insurance Program; NTC = Nisqually Tribal Code; PMC = Puyallup Municipal Code; TTC = Tulalip Tribal Code; TMC = Tacoma Municipal Code; WDNR = Washington Department of Natural Resources



# Appendices

Appendix A: Existing Conditions Report

Appendix B: Government Entities Within the Usual and Accustomed Area

Appendix C: Land Services Contact Directory

Appendix D: Council Adoption of Comprehensive Land Use Plan



# Appendix A: Existing Conditions Report



## **Appendix B: Government Entities Within the Usual and Accustomed Area**





### City/Town

- |                |                 |                   |                      |
|----------------|-----------------|-------------------|----------------------|
| 1. Auburn      | 11. Eatonville  | 21. Normandy Park | 31. Shelton          |
| 2. Bonney Lake | 12. Enumclaw    | 22. Orting        | 32. Tacoma           |
| 3. Buckley     | 13. Federal Way | 23. Olympia       | 33. Tenino           |
| 4. Burien      | 14. Fife        | 24. Puyallup      | 34. Tumwater         |
| 5. Bucoda      | 15. Fircrest    | 25. Rainier       | 35. University Place |
| 6. Burnett     | 16. Gig Harbor  | 26. Roy           | 36. Yelm             |
| 7. Carbonado   | 17. Lacy        | 27. South Prairie | 37. Wilkeson         |
| 8. Des Moines  | 18. Lakewood    | 28. Steilacoom    |                      |
| 9. Dupont      | 19. Milton      | 29. Sumner        |                      |
| 10. Edgewood   | 20. Morton      | 30. Seattle       |                      |

### County

- |                    |             |                                  |
|--------------------|-------------|----------------------------------|
| 1. King            | 5. Thurston | 9. Greys Harbor                  |
| 2. Pierce          | 6. Lewis    | 10. Skamania                     |
| 3. Port of Tacoma  | 7. Mason    | 11. Pierce Conservation District |
| 4. Port of Olympia | 8. Kitsap   | 12. County Drainage Districts    |

### WA State Agency

1. Ecology
2. DNR
3. Historic Preservation
4. Fish and Wildlife
5. Department of Corrections
6. WSDOT
7. Department of Commerce

### Tribes

1. Muckleshoot
2. Chehalis
3. Suquamish
4. Snoqualmie
5. Nisqually
6. Squaxin Island
7. Yakama

### Federal

1. Air Force
2. Army
3. Army Corps of Engineers
4. Coast Guard
5. Environmental Protection Agency
6. National Marine Fisheries
7. Navy
8. US Fish and Wildlife Service
9. US Geological Survey
10. USDA Forest Service
11. Bureau of Indian Affairs
12. Federal Transit Administration
13. Federal Highways
14. FERC

### Utilities

1. Cascade Water Alliance
2. Tacoma Public Utilities
3. Milton Utility
4. Summit Water
5. Puget Sound Energy

### Higher Education

1. University of Washington
2. Washington State University
3. Evergreen State College - Tacoma
4. University of Puget Sound

### Transit

1. Pierce Transit
2. Sound Transit

### Regional

1. Puget Sound Regional Council
2. Pierce County Regional Council
3. Northwest Seaport Alliance

### Parks Districts

1. Metro Parks
2. Vashon Parks District
3. PenMet Parks

## Appendix C: Land Services Contact Directory



## Planning and Land Use Questions

*Any questions related to the development of this plan or general land use inquiries.*

- Andrew Strobel  
Director of Planning and Land Use  
253-573-7879  
Andrew.Strobel@PuyallupTribe-nsn.gov

## Land Use Permitting Application

*Development permits for projects on Tribal lands.*

- Jennifer Keating  
Land Use Manager/ATHPO  
253-382-6073  
Jennifer.M.Keating@puyalluptribe-nsn.gov

## Tribal Transportation & Transit

*Questions related to the Tribe's Transportation Improvement Program and improving transit on the reservation.*

- Robert Barandon  
Transportation Manager  
253-573-7939  
Robert.B.Barandon@puyalluptribe-nsn.gov

## Fee-to-Trust Application

*Questions related to beginning the fee-to-trust process.*

- Angela Tate  
Director of Realty  
253-573-7856  
Angela.Tate@PuyallupTribe-nsn.gov

## Mapping Services

*The need for developing maps for application materials for Tribal services.*

- James Mudd  
Director of Geographic Information Systems (GIS)  
253-573-7853  
James.Mudd@PuyallupTribe-nsn.gov

## Housing Services

*Questions related to housing services.*

- Joanne Gutierrez  
Director of Housing  
253-680-5994  
Joanne.Gutierrez@PuyallupTribe-nsn.gov

## Economic Development Inquiries

*Land lease and partnership opportunity questions.*

- Matt Wadhvani  
Tribal Finance Officer  
253-382-6046  
Matthew.Wadhvani@PuyallupTribe-nsn.gov

## Cultural Resource/Inadvertent Discovery Inquiries

*Projects that may impact Tribal cultural resources and development of plans of contact for development projects.*

- Brandon Reynon  
Director of Historic Preservation/THPO  
253-573-7986  
Brandon.Reynon@PuyallupTribe-nsn.gov
- Jennifer Keating  
Land Use Manager/ATHPO  
253-382-6073  
Jennifer.M.Keating@puyalluptribe-nsn.gov

## Fisheries/Natural Resource Questions

*Questions related to fishery and natural resources including water quality and air quality.*

- Russ Ladley  
Director of Fisheries/Natural Resources  
253-680-5568  
Russ.Ladley@PuyallupTribe-nsn.gov
- Char Naylor  
Assistant Director of Fisheries/Natural Resources  
253-680-5520  
Char.Naylor@PuyallupTribe-nsn.gov



# Appendix D: Council Adoption of Comprehensive Land Use Plan



## Council Determination Report FY 2023 (253) 573-7949

Any questions - please contact Puyallup Tribal Council Offices at 573-7949; 7833; 7827; or 7982

Entered: 6/27/23 Time: 2:55 PM Status of Request: CLOSED CDR #: 1197  
CDRIDs: PCD520 Submitted By: Andrew Strobel BY: LS  
Department / Entity: Planning

Requesting to meet with Tribal Council to go over the draft final of the Comprehensive Land Use Plan. See attached draft.

Meeting Date: 8/2/2023 CHAIR: Bill Sterud RECORDING SECRETARY: Lynda Squally  
Method: Motion No. 1 Action by Council: Approved  
Motion by: Anna Bean Second by: Monica Miller  
Bill Sterud: Not Voting Sylvia P Miller: FOR  
Anna Bean: FOR Monica Miller: FOR  
James Rideout: FOR  
Annette M Bryan: FOR Fred Dillon: FOR  
Tally Vote: 6 For 0 Against 0 Abstain Motion Carries RESOLUTION NO:

### Document tracking and Council comments:

08/02/2023ls - Council approves this plan and to have Communications write up a statement to go along with this plan and presenting it to the community.

6/29/2023om - Approved to schedule meeting.