

CONFEDERATED TRIBES OF THE UMATILLA INDIAN RESERVATION

MISSION COMMUNITY PLAN



TRIBAL PLANNING OFFICE
MISSION COMMUNITY PLAN

ADOPTED JUNE 17, 1998
BOT RESOLUTION #98-30

CERTIFICATE

The undersigned, Antone C. Minthorn and Rose Mary Narcisse, hereby certify that they are the Chairman and Secretary, respectively, of the Board of Trustees of the Confederated Tribes of the Umatilla Indian Reservation in Oregon. That at a duly called and regular meeting of said Board at the Board Room of the Tribal Administration/BOT Office Building, Mission, Oregon on the 17th day of June, 1998, a quorum of said Board was present and the following resolution was regularly moved, seconded, and adopted by a vote of 5 for, 0 against, and 0 abstaining.

RESOLUTION

- WHEREAS,** the Board of Trustees is the duly constituted governing body of the Confederated Tribes of the Umatilla Indian Reservation (CTUIR) by authority of the 1949 Constitution and By-laws of the CTUIR; AND
- WHEREAS,** the Board of Trustees by its sovereign powers has the authority and responsibility to plan for the people, lands and resources of the Umatilla Indian Reservation because the health, safety, and general welfare of the CTUIR will be affected by the future development of the Reservation; AND
- WHEREAS,** the Board of Trustees adopted the CTUIR's Comprehensive Plan on May 15, 1996, under Resolution #96-38, and set forth the broad policy framework from which more detailed planning elements addressing specific areas of the Reservation are to be developed and coordinated according to the amendment procedures and decision criteria specified in the Comprehensive Plan; AND
- WHEREAS,** the Comprehensive Plan called for the development of the Mission Community Plan, under Chapter 4, to set out detailed policies in written and graphic form that will be used to guide land use, development, and physical growth of the Mission Planning Area as depicted in Figure #7 of the Comprehensive Plan; AND
- WHEREAS,** the Draft Mission Community Plan had been developed over the past four years with numerous meetings of the Board of Trustees, Tribal Committees and Commissions, including several presentations to the General Council to insure that the needs and interests of the Tribes are protected and represented; AND
- WHEREAS,** the proposed Mission Community Plan came before the Natural Resources Commission, for hearing on May 12, 1998, through an open public review process that included: (1) articles in the Umatilla Confederated Journal and the East Oregonian encouraging interested individual to contact the Tribal Planning Office to receive a copy and to submit comments regarding the draft plan and (2) a mailing of a public hearing announcement to the General Council's mailing list on file with the Tribal Enrollment Office; AND
- WHEREAS,** the Natural Resources Commission recommended that the Board of Trustees **APPROVE** and **ADOPT** the Mission Community Plan with three specified conditions; AND
- WHEREAS,** the Board of Trustees received and reviewed the Natural Resources Commission's record and recommendation at a worksession on June 8, 1998; AND

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WHEREAS, the Board of Trustees concluded that the proposed Mission Community Plan conforms to the established criteria as recommended and submitted by the Natural Resources Commission; **NOW THEREFORE BE IT**

RESOLVED, that the Board of Trustees hereby **APPROVES** and **ADOPTS** the Mission Community Plan attached herein and further orders the Tribal Planning Office to conduct periodic reviews of the Plan to monitor its implementation and to develop a Capital Improvement Plan to properly schedule the future funding for the implementation of the adopted Mission Community Plan; **NOW THEREFORE BE IT FINALLY**

RESOLVED, that the adoption of the Mission Community Plan shall be effective immediately and the Board directs the Chairman and Secretary to sign the Official Future Land Use Designation Map that shall be used as policy to guide the Board, Committees/Commissions, Tribal Staff, and Community Members regarding developments, Tribal facilities, and land and infrastructure investments in the Mission Community Planning Area;

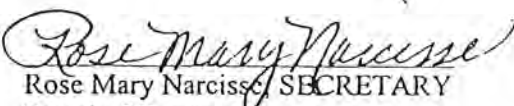
AND, Said Resolution has not been modified, amended or repealed and is still in full force and effect.

DATED this 17th day of June, 1998.



Antone C. Minthorn, CHAIRMAN
Board of Trustees

A T T E S T:



Rose Mary Narcisse, SECRETARY
Board of Trustees

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I. INTRODUCTORY PROVISION

A. PURPOSE AND INTENT OF THE COMMUNITY PLAN:

The purpose of the Mission Community Plan is to set forth a long range plan for the community that guides the actions of elected and appointed officials, Tribal Government, the Tribal members, other enrolled Indians, and other residents concerning the land use, development, and physical growth of the Mission Planning Area. This plan focuses on creating a distinct Indian community that meets the social, economic and cultural needs of the Confederated Tribes of the Umatilla Indian Reservation. The plan's focus is for the next fifteen to twenty years.

The Mission Community has been the traditional center for the cultural, economic and government activities of the Confederated Tribes of the Umatilla Indian Reservation. Recently it has become a residential center for the members of the Reservation. Planning is necessary to provide for the future needs of the Indian community. Also, the plan is needed to protect the Tribes present investment in land and improvements, while dealing with inevitable growth and development pressures on the area.

The major emphasis of this plan is to make decisions about future zoning, land acquisitions, utility development/expansion, and other development approvals and expenditures of community development funds within the planning area to benefit the needs of the Indian community. In so doing, the plan considers utmost the facts that the Umatilla Indian Reservation was set aside as a place for members of the Confederated Tribes to live, build an economy, and sustain their Tribal culture. The plan will not in itself change the existing zoning, but will describe a vision and strategy to be accomplished with changes in zoning based on the needs of the Indian community over time.

The Tribes retain the authority to plan and regulate the use of lands and resources on the Umatilla Indian Reservation by exercise of their sovereign powers as further affirmed by the agreement with the governing authority of Umatilla County. The plan recognizes that there are others who live and work within the planning area that have certain real interests and rights on the Reservation. It is further intended that those rights and interests be only exercised by others consistent with CTUIR goals.

The Tribes' land use and development policies must be documented and adopted to have a defensible system for making regulatory decisions that may affect individual's property rights.

B. DEVELOPMENT OF THE MISSION COMMUNITY PLAN

The Board of Trustees initiated the development of this plan in 1994 through the establishment of the Mission Basin Planning Committee, Resolution # 94-49. The Committee had been comprised of Tribal Staff to assess the needs of the Mission Community and formulate a plan to accommodate growth (utilities, right-of-ways, water/sewer, etc.) in an orderly fashion. As a result of the 1994 Planning Committee's review, the Tribal Planning Office produced a series of growth options that were presented to the Natural Resources Commission, the General Council, and the Board of Trustees in the summer of 1995. The three growth options consisted of maps and text illustrating and describing (1) very limited, (2) limited, and (3) unlimited growth plans within the planning area. The Commission, General Council, and Board provided comments that they primarily agree with combinations of the very limited and limited growth options, and completely opposed and rejected the unlimited growth alternative. From the three presentations and comments the planning office produced draft #3. Draft #3 had been presented to the Board of Trustees on June 3, 1996, and resulted in draft #4 being approved to initiate a Tribal Committee/Commission review and comment period. The Tribal Committee/Commission review period occurred between June 1996 and January 1997. At the conclusion of the review period, the planning office produced draft #5 and a draft presentation map documenting and illustrating the directions for the Indian Community. Draft #5 and the map will be used for a final examination period before the Natural Resources Commission, General Council, and the Board of Trustees prior to the official release of the public hearing draft plan. Once the Board of Trustees gives the official release for the public hearing draft, the planning office will produce the document in a tabular format and mail a copy to the Tribal Membership.

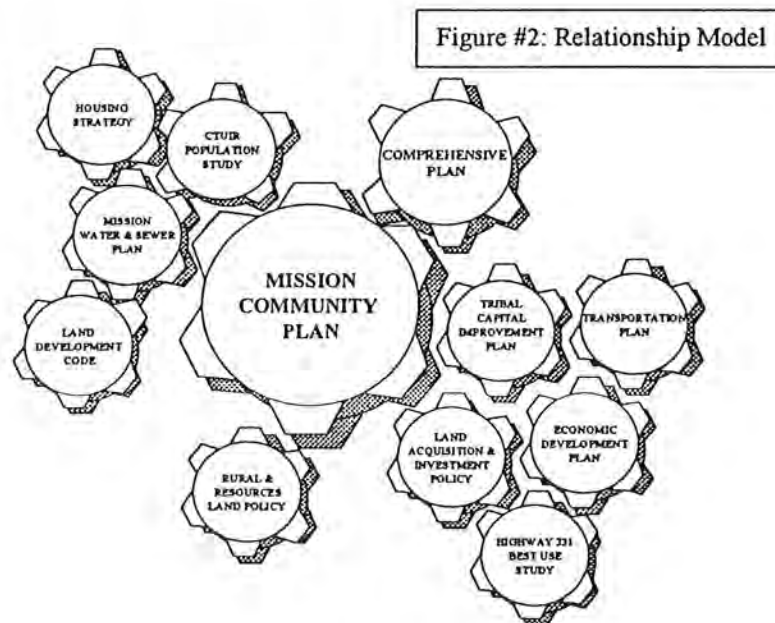
The planning office is projecting that the plan will go to public hearing before the Natural Resources Commission in early 1998 and final adoption should be made by the Board of Trustees by June 1998 (Please refer to Figure #1 for a spreadsheet tracking the development process for this plan).

C. THE RELATIONSHIP OF THE MISSION COMMUNITY PLAN TO OTHER TRIBAL PLANNING DOCUMENTS

The Mission Community Plan will set out detailed policies in written and graphic form that will be used to guide land use, development, and the physical growth of the Mission Planning Area. Refer to Figure #2 for an illustration of the relationship the plan has with other Tribal planning documents.

On May 15, 1996, the CTUIR adopted the Comprehensive Plan that sets forth the broad policy framework for which the Mission Community Plan has been developed. The Mission Community Plan will use the goals and objectives of the Comprehensive Plan in conjunction with its policies to guide development. The plan is also considered an element of the Overall Comprehensive Plan.

The plan relates to other Tribal Planning documents in two main areas. The first area is formed around the Mission Water and Sewer Plan. The water and sewer plan will identify the future growth of the system. This will be accomplished through the identification of expansion needs and where that expansion can occur within the planning area. The Water and Sewer plan



relates directly to the CTUIR's population study and housing plan due to the fact the population study has projected the human growth in the planning area, which in turn identifies the housing needs of the Indian Community. Finally, the Land Development Code will use the three plans and Mission Community Plan for reviewing and assessing zone change requests and future text amendments. The second relational area centers on the Capital Improvement Plan, and the

Land Acquisition and Investment Policy for the planning area. The Capital Improvement Plan will identify and format priority expenditures to implement the Mission Community Plan. The Land Acquisition policy will prioritize and identify the strategy for land purchases in the planning area to fulfill needs of the Indian community. These two items will also provide support to the Tribal Transportation plan, Economic Development plans, and the highway 331 highest and best use study.

D. OVERRIDING PLANNING CONCEPT

The Umatilla Tribes can most effectively control their destiny in the Planning Area by implementing a development strategy that integrates land acquisition, zoning and water/sewer policies. By defining the area that can be served within the capacity of the water and sewer system, a logical and defensible area for future development can be designated (refer to attachment on page #35 for legal description). A mapped boundary defines the area within which the Indian community's land use needs will be met through a combination of zoning and land acquisition actions. Within this area all public and private interests can more efficiently focus their resources and detailed planning efforts and thus minimize speculation about the location of new growth. The plan also identifies possible expansion area for growth during the lifetime of this plan. The approval of any expansion shall be based on the needs of the Indian Community and a master planning effort to insure that the vision of the community is not being jeopardized. Excluded lands outside the Water and Sewer Service Area Boundary or possible expansion areas are not scheduled for development in the planning period and therefore will remain low density rural or protected for resource use.

E. PLANNING AREA

The Mission Community Planning Area as shown on the Mission Community Plan Map includes lands that have already experienced some level of development and adjacent lands that may provide logical opportunities for future expansion of the Indian community. The planning area is defined by the northern Reservation boundary to the North, the western Reservation boundary to the West, Tutuilla Church Road and Kash Kash Road to the South, and finally East along Niktyoway Road and the township/range line separating Township 2 North, Range 33 East and Township 2 North, Range 34 East, Willamette Meridian.

II. EXISTING ELEMENTS OF THE COMMUNITY AND PROJECTED NEEDS

A. EXISTING COMMUNITY ELEMENTS

1. Generalized Community Land Use

The Mission Planning Area contains a wide variety of land uses that have developed with and without land use plans and regulations (refer to Figure #3 for a graphic map concerning the generalized land use). Prior to 1974, the Umatilla Indian Reservation had no land use plans or regulations guiding development. In 1974, the Tribes and Umatilla County developed a joint Land Use Ordinance that set specific development standards for the Reservation. In 1979, the Tribes developed and adopted their Comprehensive Plan that eventually resulted in the adoption of the current Land Development Code in 1983. As a result, the Mission Planning Area consisting of the following generalized land uses:

a) AGRICULTURE/UNDEVELOPED AREAS

The agriculture lands are mainly large tracts of land that produce dry land wheat, barley, peas, and canola. Also, some of the tracts of land are involved in the Federal CRP Program that pays landowners not to use their fields for production. The locations of these areas are mainly outside the Umatilla River Basin.

b) RESIDENTIAL

The residential uses, within the planning area, are described in three divisions: medium density, low density, and scattered site residential.

The medium density exists with the Tribal Housing developments/Short Mile Road, the mission intersection, Theater/Goad Road, and the Riverside subdivision areas.

The Tribal housing developments, around the July Grounds, provide housing opportunities for Tribal members. Housing types in the developments are low-income rentals, individual ownership units, and duplex rental units. The Umatilla Reservation Housing Authority (URHA) administers the housing.

The Short Mile Road area contains a mixture of housing owned by Indians, non-Indians, and the URHA. Recently, the area's density has increased due to the approval of the Mission Creek Subdivision. The subdivision contains 88 units at a density of 5 dwelling units per acre m/l.

The mission intersection area is a mixture of fee, allotments, and Tribally owned properties. Housing is provided through the Tribal Lucky Seven Mobile Home Park and the remaining units are individual dwellings on small tracts of land.

The Theater/Goad Road area is a development that was created prior to any land use regulations on the Reservation. The developments are mainly fee lands with a few allotments mixed-in. The lot sizes in the area range from five (5) acres down to less than one (1) acre. Even though non-Indians mainly own the area, there have been a number of Tribal Members purchasing lots with existing dwellings in the area. The housing types are single family dwelling units that are primarily manufactured units.

Finally, the Riverside subdivision area is another medium density residential district that was created prior to any land use regulations on the Reservation. The lands within the development are all fee lands owned mostly by non-Indians. However, some Tribal members have purchased lots in the area to develop housing for themselves. The units are mainly site built dwellings constructed in the sixties and seventies, but recently the area has been seeing a number of manufactured dwellings in-filling the undeveloped lots.

The low-density housing consists of the clustered developments in the Kirkpatrick road and the Mustang's Rodeo Arena area.

The Kirkpatrick road area has a land ownership pattern that is mixed between fee and allotments. The housing is all individually owned single family dwellings. The majority of the Indian owned housing units are HUD scattered site development projects.

The Mustang's Rodeo Arena area has developed due to a number of smaller lots created prior to the land use laws on the Reservation. The housing is located on the North side of the Union Pacific Railroad Tracks and along Mission Road. The dwellings are all single family dwellings with the majority of them being owned by non-Indians.

The remaining residential development consists of scattered site developments that have been placed on individual allotments and fee properties. These units are mainly found in the agricultural areas of the planning area.

c) WETLANDS/RIPARIAN AREAS

The wetland/riparian areas are located along the Umatilla River and the tributaries of the river that flow and drain throughout the planning area. The Umatilla River is an anadromous fish bearing stream that flows through the Reservation. Over, the last several decades the river and it's

tributaries have been altered by human activities (levees, roads, railroad, agricultural practices, mining, residential development, and other activities). These alterations have resulted in many problems that effect the Reservation like the flooding of residential units, loss of wetlands, and the degradation of the river and it's floodplain. The wetland/riparian areas are a key element of this community and are used by Tribal members, other residents of the Reservation, and fish and wildlife.

d) SEMI-PUBLIC FACILITIES

The semi-public facilities on the Reservation consist of the several sites throughout the planning area. The first is the lands where the Tamastlikt Cultural Institute and Wildhorse Golf Course are located. Other facilities include the new church located on Short Mile Road, the Longhouse, Tribal community center and baseball field at the July Grounds, the Seven Day Adventist School located near the Highway 331 intersection, Mustangers Rodeo Grounds about a mile West of the Highway 331 intersection, and finally the new Tribal foster care home and Native Plant Nursery.

e) TRIBAL/GOVERNMENT/PUBLIC FACILITIES

These facilities are spread throughout the planning area. The majority of these uses are owned and operated by the Confederated Tribes of the Umatilla Indian Reservation. The Tribes facilities are the maintenance building and well site located along Short Mile Road; the water towers servicing the Mission community; the July Grounds that are being used for education services, culture activities, health services, and the complex for Tribal Government; and the Bureau of Indian Affairs campus that houses the BIA and other Tribal Government operations.

The State of Oregon has two facilities located on the Reservation. The first is the State Fish and Wildlife Office located just east of the Western Reservation boundary next to Hall's Trailer Court. The second is the gravel shed used by the State Highway Department to maintain the interstate and other state highways during the winter.

Other public facilities on the Reservation include several Tribal cemeteries and the City of Pendleton's water line building on Emigrant Road.

f) COMMERCIAL

The commercial uses on the Reservation consist of the Tourist Commercial located North of the I-84 Interchange and the others community services throughout the planning area.

The Interstate 84 area is the hub of the tourist commercial with the Wildhorse Gaming Resort being the center of activities. The resort consists of the Gaming center, a hotel, RV park, and Golf course. Other

tourist uses in the area include Arrowhead Truck plaza and the Charburger restaurant.

The Community of Mission is serviced by a convenience store at the Highway 331 Intersection. The other commercial activities located on the Reservation include an auto repair shop and a commercial shipping plant.

g) INDUSTRIAL

There are several industrial uses being conducted on the Reservation. These uses include the grain elevators operated by the Tribes and Pendleton Grain Growers, the sand and gravel operation run by Pendleton Ready Mix, the surface mining operations run by Pendleton Ready Mix and the Tribes, and the Pendleton Bus Barn.

2. Land Ownership

The land ownership within the planning area consists of three types: Deeded, Tribally owned, and allotment lands (refer to Figure #4 for a map illustrating the ownership pattern). The following is a brief description of the issues pertaining to each type of land ownership:

Non-Indians mainly own deeded lands. These lands ended up in non-Indian ownership due to Federal Government policies, foreclosures, and the sale of lands after Tribal members converted the lands from Trust to deeded status. The sizes of the properties range from large lots to small lots that have been divided prior to the Tribal development standards on the Reservation. The main uses of the fee lands are agriculture and residential developments.

Tribally owned lands consist of both fee and trust properties throughout the planning area. These lands are owned by the CTUIR for the members of the Tribes. The primary uses for these properties include economic development, agriculture, and residential development projects. The residential developments are constructed to provide housing opportunities for the members of the Tribes.

Allotment lands are owned by individual Indians and administered by the United States Government, Department of the Interior -- Bureau of Indian Affairs, to protect the allottee's interests. The main obstacle associated with the allotment lands is the undivided interest problem. The undivided interest dilemma is the results of Federal policies developed because Tribal members failed to create wills. The lands go into Federal Probate Court and are fractionated among the family members. The number of owners can range from one person to over two hundred. The uses of these lands are agriculture and residential. However, due to the undivided interest there are limitations because of obtaining agreement among the landowners.

B. POPULATION, EMPLOYMENT AND LAND USE NEEDS

This section of the community plan is intended to give a general idea of the amount of land that will be needed during the planning period to meet the future development needs of the Tribal community. The projections have been based and calculated from the study titled A CTUIR Study of the Population of the Umatilla Reservation and Umatilla County, completed by Deward E. Walker, Jr., Ph. D. and Lawrence W. Pritchard, M.A., June 1997. The needs addressed in this section are limited to land for housing, employment and community development.

By identifying in general terms now the types and amounts of land uses that may be needed for community development during the next twenty years, planning can proceed to assure opportunities exist when community uses are actually needed.

1. Population Growth and Residential Land Use Needs

Based on the 1997 study of CTUIR population, there are about 1125 Tribal Members living on or immediately adjacent to the Umatilla Reservation. The study projects that in the year 2020 there will be 1,970 Tribal Members living in the area.

Using the current occupancy rate of three (3.11) persons / dwelling unit for Indian housing on the Reservation, an additional 272 housing units will be needed by the year 2020 for Tribal Members only.

An analysis of the same information for all Indians projected to live in the area by the year 2020 shows a total of 504 additional housing units will be needed for a Indian population of 4,125 persons.

Assuming that scattered site houses on individually owned parcels (trust & fee) will be developed at the same rate as occurred between 1990 and 1997 (8 houses / year), land for an additional 312 houses will need to be made available for community development. Using an average density for all types of housing of two (2) houses / acre, 156 acres of land will be needed for community residential use to meet all the needs.

If these residential land use needs are to be met on the Reservation, it will most likely occur in the Mission Community on Tribally owned land that can be served with the Tribal water and sewer system.

The table below shows population and housing needs for the planning period by five (5) year increments.

INDIAN HOUSING NEEDS	1997	2000	2005	2010	2015	2020	Total
CTUIR Population	1125	1485	1659	1825	1903	1970	
Additional Units	29	87	56	53	25	22	272
Population - All Indians	2675	3044	3372	3673	3900	4125	
Additional Units	39	118	105	97	73	72	504
Scattered Sites	8	24	40	40	40	40	192
Mission Community	31	94	65	57	33	32	312

2. Commercial Land Use Needs

Commercial land uses on the Reservation serve by both regional and local markets. Tourist Commercial Enterprises at the Wildhorse Resort Complex primarily serve regional markets while uses such as the Mission Market are considered a local commercial service.

If the existing number of square feet per employee (40,000) on all the Wildhorse Tourist Commercial Lands is used to project future needs, approximately 150 acres of additional commercial land will be needed over the next twenty (20) years. This assumes employment growth at the same rate as population growth during that time.

In the next twenty (20) years, if residential growth meets projections, there will be a need for commercial services in the Mission Community. A neighborhood level shopping facilities will need seven (7) to ten (10) acres, when developed as a single project.

3. Industrial Land Use Needs

There are generally three types of industrial lands, light industrial (assembly / contractors operations), heavy industrial (raw material processing) and warehousing / distribution. On the Reservation, these uses occur as grain elevators and a sand and gravel processing plant.

A 1997 study to determine the feasibility of attracting / recruiting industrial uses to the Reservation lands recommends setting aside 110 acres to be developed over the next twenty (20) years.

4. Government / Institutional Land Use Needs

Over the last three years Tribal Government has consumed most of the available space around its existing facilities with buildings and parking. In order to consolidate operations for efficiency and accommodate the growth in programs over the next twenty (20) years, a single building containing 100,000 square feet on a twenty (20) acre site is being planned. There is also a need for land to be set aside for other community land uses such as care centers and correctional facilities.

5. School Siting

Although the prospect of development and siting of a Tribal or regular public school on the Reservation is remote at this time, planning for such an opportunity in the future should consider reserving an area to meet school siting requirements. Using generally accepted industry standards, a site area of between ten (10 - elementary) and twenty (20 - high school) acres will be needed.

6. Park and Trail Facilities

Several types of park and recreation facilities will be needed to serve the future needs of the community. These facilities range from neighborhood parks of one acre to regional facilities of one hundred (100) acres. These facilities may include a sports complex, equestrian facilities, camping, and/or day picnic areas. Since most of the open space currently owned by the Tribes in the Mission Community is forested or wetlands, additional areas will need to be acquired for parks during the planning period.

III. COMMUNITY PLAN ELEMENTS

The Community Plan will contain elements that consist of policies and recommendations that will be set out in both written and graphic form (refer to Figure #5 for a map illustrating the future form of the community). These elements will be land use, density, water and sewer service area and extension policies, transportation, housing, community facilities and services, culture, character and physical design, land acquisition, improvement financing and zoning strategies.

A. THE COMMUNITY VISION

The Community Plan envisions a future development pattern that gradually expands the existing Mission Community and strengthens the Indian community's physical form and function, thus creating a distinct Indian community that meets the social, economic and cultural needs of the Confederated Tribes of the Umatilla Indian Reservation. The first step in strengthening the identity of the community is creating a distinction between the City of Pendleton and the Mission Community. An open space buffer of resource lands shall also be maintained around the perimeter of the community to further add to the form and image. New residential neighborhoods will be planned for a multitude of family housing clusters at low to medium densities. New neighborhoods will have open space and cultural amenities easily accessible to residents. The Mission Rd/Hwy 331 Intersection will provide neighborhood convenience shopping for those living, working and passing through the Community. Regional economic development projects consisting of retail sales, tourist activities, or light manufacturing will occur in the area of the I-84 Interchange. A system of parks, trails and open spaces will be developed to link residential areas and community facilities to promote and create recreational opportunities to improve the health and welfare of the community members. New and existing developments and main transportation corridors will be well landscaped with low maintenance plantings. The health, education, and cultural identity in the community will continue to grow around the residential community in order to facilitate easy use and access to the residents of the Indian Community. Finally, a new Tribal Capital building will provide the focal point and centerpiece for the developing Indian community.

B. GROWTH ASSUMPTIONS

During the lifetime of the plan the following assumptions apply:

- The continued success of Tribal economic enterprises will cause population and income to grow in the planning area.
- New Tribal employment opportunities will occur in the planning area.

- The growth in Tribal government will stabilize compared to the last decade.
- Retiring Tribal members will return to the community for health care benefits if suitable housing, recreational and cultural amenities are available.
- Tribal members without land now living in the area, but off the Reservation, will move to the planning area if suitable housing opportunities are available.
- Non-Indian development in the planning area will be insignificant due to the fact that Umatilla County and the City of Pendleton have planned to accommodate those needs within and surrounding the City's Urban Growth Boundary.
- Most new residential, commercial and industrial developments on the Reservation will occur in the planning area.
- Agricultural lands will be protected from development until needed for other purposes. Also, environmentally sensitive and hazardous lands will have limited development opportunities.
- Lack of public water/sewer/roads, floodplains, and the Union Pacific mainline severely limits development opportunities north of the tracks and south of the Umatilla River.
- Additional payroll from Tribal enterprises will significantly enhance opportunities for convenience commercial activities serving the Mission Community.

C. LAND USE ELEMENT

The land use element contains policies and recommendations for agriculture, rural, residential, commercial, industrial, open space recreation, health, education and culture, and Tribal government lands. These policies apply to the lands within the Planning Area.

1. Agricultural Lands Policy

1. Protect agricultural lands from development until they are needed to meet the Indian Community's land use needs.
2. Purchase agricultural lands that help define the Indian community and provide open space while ensuring a long term supply of land to meet Tribal development needs.

3. Encourage farming practices that minimize soil erosion and aerial spraying.
4. Discourage returning non-productive agricultural lands to production when they may have other land use and management benefits.
5. Prohibit irrigation wells in and around the planning area that may compete with Tribal domestic water supplies.

2. General Rural Lands Policy

1. Maintain the existing density and use between the western boundary of the Reservation and Mustanger's Rodeo grounds, to provide a defined buffer between the City of Pendleton and the Indian Community.
2. Prohibit new developments that result in increased traffic at railroad crossings and placement within areas' subject to flooding.

3. Rural Residential Lands Policy

1. Preserve the rural character of this area while allowing increased densities that satisfies the needs for Indian housing opportunities in a rural setting.
2. Assure development opportunities that accommodate the goal of providing housing options for all Tribal members on the Reservation.
3. Permit individual parcels in this area to be rezoned and developed to Rural Residential District standards when provisions are made for community water and/or sewer services.
4. Plan for the eventual extension of the Mission Water System into this area to serve rural homesites.
5. Consider rural residential development of Tribally owned parcels in this area as a catalyst for development of a community water system.

4. Community Residential Lands Policy

1. Designate an adequate supply of residential land to meet all types of housing needs for the planning period.

2. Assure development opportunities that accommodate the goal of providing housing options for all Tribal members on the Reservation.
3. Designate lands for residential development with amenities such as views of the Blue Mountains and Umatilla River valley.
4. Permit residential areas to develop up to four (4) dwellings units to the acre where developments can be supported by Mission sewer and water.
5. Develop and adopt a new residential zone for the Mission Community Area that permits smaller lots where the Mission water and sewer services are available.
6. Plan for the integration of diverse elder, adult, and child care facilities within new and existing residential areas to help satisfy the needs of the Indian Community.
7. Designate areas where Tribal members with home equity can move up to a large home on a larger lot with conventional bank financing.
8. Restrict new residential development in areas prone to flooding.
9. Make the necessary structural improvements to correct the Mission Creek flooding problem in the Short Mile Road area.
10. Acquire excess BIA land around the agency complex for Indian housing opportunities.
11. Redevelop the Lucky Seven Trailer Park to create a modern mobile home park with improved infrastructure and amenities.
12. Provide residential areas with safe bicycle / pedestrian connections to Tribal employment, shopping and community facilities.
13. Encourage landscaping plantings and screenings in new and existing residential developments to give privacy and to create a more natural setting.
14. Attempt to minimize the amount of continuous asphalt and concrete in new residential developments to soften their texture.

15. The Mission Creek Flood Control Project should continue and all property owners should participate to reach consensus in implementing the project.

5. Commercial Lands Policy

1. Rezone the northeastern section of the Highway #331/Wildhorse Gaming Resort entrance to commercial overlay in order to protect the site for Tourist commercial uses in the future.
2. Provide for community commercial opportunities at all four-corners of the Mission Intersection.
3. Rezone the northwest corner of the Mission Intersection from industrial to commercial in order to protect the site for community commercial uses when needed in the future.
4. Conduct a commercial needs study for the entire Mission Intersection to determine which type and mix of uses are most appropriate and developable.
5. Encourage designs for commercial developments that give a unique character and cultural identity complimenting the Indian community.
6. Provide common open areas in commercial developments that can be used for cultural displays, events, and interaction.
7. Create affordable marketing spaces in commercial developments that provide opportunities for temporary and permanent Tribal entrepreneur businesses.
8. Consider acquiring commercial properties already existing in the planning area as an investment and/or owned and operated as a Tribal enterprise.

6. Industrial Lands Policy

1. Designate lands within the Water and Sewer Service Area that are suitable for light industrial uses such as storage, manufacturing, assembly and distribution, and are compatible with planned land uses in the area.
2. Consider allowing other industrial sites within the Planning Area that can not be suitably located in the Mission Water and Sewer

Area because of incompatibility with adjacent land uses and land area requirements.

3. Industrial land uses should be compatible with existing and planned land uses and be suitably sited to minimize noise, vibration, dust, odors, and smoke on adjacent lands.
4. Adequate facilities and services (roads, fire protection, power, etc.) should be available to support industrial land uses at the time industrial properties are developed.
5. Sites particularly suitable for Tribal industrial development should be protected with industrial zoning and a master plan for the site should be developed illustrating how the site will have adequate facilities and services.

7. Open Space / Recreational Lands Policy

1. Protect in permanent open space those areas used for long term recreational purposes, wetlands, riparian habitats, and lands unsuitable for development.
2. The wetland area along the Mission Creek bluff should be protected in permanent open space and a pedestrian trail system should be developed to provide an effective and attractive transportation link throughout the community.
3. Permanent open spaces, particularly natural areas, may be developed with trails and other recreational and educational uses.
4. Open spaces should be improved and maintained with native plants and vegetation where possible.

8. Health, Education and Cultural Lands Policy

1. Areas should be reserved, protected and developed with land uses and buildings serving the health and human service, education and cultural needs of the Tribes.
2. Pedestrian/bicycle access between the Tamastslikt Institute and other Tribal cultural facilities in the July Grounds area should be developed to enhance cultural and educational programs and experiences.
3. Tribal Government Offices should be phased out of the July Grounds area when the opportunity arises.

4. Existing Tribal Office Buildings should be maintained or consolidated to provide space for cultural and educational programs for Tribal Members.
5. Day care facilities should be maintained in the July Ground area so educational and learning activities can be incorporated into basic care.

9. Tribal Government Lands Policy

1. Consolidate all administrative functions of Tribal Government to a single site within the planning area (two identified sites are the northeast corner at the Wildhorse Gaming Resort or the former Obrist property just south of the mission intersection).
2. Provide convenient access of all types to other Tribal facilities from the Tribal Government area.
3. Develop a Tribal Capital Complex that includes legislative, administrative, judicial, and corporate functions to become a focal point of the community and projects the presence of the CTUIR as a Sovereign Nation.
4. Develop the Tribal Capital Complex in a park like setting with adequate buffering to preserve its visual integrity.
5. Tribal lands in the planning area should be reserved, protected and developed for land uses and buildings servicing the social services and law enforcement needs of the community.

D. TRIBAL SERVICES ELEMENT

The Tribal services element contains policies and recommendations for water and sewer services, transportation, storm drainage, parks and recreation, solid waste, fire and police protection and community facilities.

1. Water and Sewer Service Area Policy

1. All new developments within the Tribe's Water and Sewer Service Area must be connected to the water and sewer system.
2. Lands outside the Service Area will not be connected to the water and sewer system except where an existing use is experiencing or is creating a health hazard.

3. Additional lands will not be included in the Service Area unless adequate capacity is available to serve the intended development of the property.
4. A change in the Service Area Boundary requires an amendment to the Mission Community Plan and the property(s) shall be master-planned to be able to properly assess any and all potential impacts of the intended development.
5. No new community water or sewer systems providing direct service to customers will be allowed in the Mission Community Planning Area unless approved by the Board of Trustees.
6. Update the Tribal Master Water and Sewer Plan as the policy for providing these services on the Reservation.
7. Continue to work with the City of Pendleton to develop a surface water source and supply for the Mission Water System.
8. Extend water and sewer service into the Kirkpatrick Road area.

2. Fire Protection and Emergency Services Policy

1. Ensure effective fire prevention and suppression for high value and high hazard structures in the Mission Community.
2. Ensure that adequate fire flows are available for structures in the Planning Area using the Insurance Services Office rating standards.
3. Improve emergency response capabilities particularly to areas of high value structures and high risk to human life.
4. Adopt, maintain and enforce current additions of the Uniform Fire and Building Codes.
5. Require new structures and developments requiring fire flows to locate within the Mission Water and Sewer Service Area.
6. Require new and improved streets and building accesses to be accessible for fire and emergency vehicles as determined by the Tribal Fire Chief.
7. Maintain a Class [6] fire insurance rating in the Mission Community area.

8. Maintain an up to date fleet of fire suppression equipment and emergency vehicles that will serve the type of structures being developed in the area.
9. Expand and maintain the Mission Fire Station to meet the current needs of the Tribal Fire Department.
10. Continue to contract with the Pendleton Fire District for service to the Riverside Area.

3. Police Protection Policy

1. Develop programs and approaches to police protection services that ensure safe, peaceful, quiet and quality residential neighborhoods.
2. The Tribal Police Department must maintain effective communications and rapport with residents associations and the Umatilla Reservation Housing Authority.
3. Develop programs that improve police image and sense of security in neighborhoods in the Mission Community.

4. Solid Waste Management Policy

1. Solid waste collection service in the Planning Area should be mandatory for all residents and businesses.
2. Solid waste handling facilities in the Planning Area should be located where roads can handle traffic to the site and they will not disrupt surrounding land uses.

5. Roads and Transportation Policy

1. Develop standards for roads, public and private utilities and pedestrian and bicycle paths for the Mission Community.
2. Continue to use Bureau of Indian Affairs (BIA) road standards and maintenance programs where needed in the Indian community.
3. Combine Tribal and BIA road maintenance into a single function within the Public Works Department at the appropriate time the department can financially accommodate the consolidation.
4. All future road locations, identified on Figure #5, are intended to identify corridors to support future land use designations and would only be warranted if the developments become reality.

5. Development of a loop road extension east of the cultural institute is contingent on future developments along Cayuse Road increasing the demand for additional access to the Wildhorse Resort Complex.
6. Extend Aspen Way to the east, as development occurs to serve as the residential collector for the Short Mile Road area.
7. Support and provide a transportation system within the Indian community that facilitates an efficient and attractive network alleviating the existing transportation pressure off Mission Road and Highway 331.
8. Consult and cooperate with the Umatilla County Public Works Department and the Oregon State Department of Transportation on developments that result in access to county roads and state highways.

6. Parks and Recreation Policy

1. Develop the area west of the Mission Creek Subdivision as a neighborhood park with picnic facilities, play ground equipment, trails and parking.
2. The southwest corner of the Mission Intersection should be cleaned up to provide a user-friendly open space until needed for commercial development. Clean up of the property includes the removal of the old structure, the automobiles, and other debris while preserving the existing landscaping and trees.
3. A system of pedestrian and bicycle trails within open space corridors should be developed and maintained throughout the Indian community that connects the major community land use elements.
4. Investigate the feasibility and identify suitable sites for increasing the Tribal recreation complexes in the Mission Community (i.e. sports fields, athletic facilities, health, exercise and cultural spaces).
5. Develop and maintain Tribal recreational programs, clubs, teams and events using staff and volunteers that provide competitive opportunities for Tribal youth.

6. Develop opportunities for all Tribal youth to have traditional recreational experiences such as horseback riding, hunting, gathering, and fishing.
7. Continually monitor the kinds of recreational activities kids are interested in and provide opportunities to participate and equipment for their use through the Tribal Recreation Center.

E. ENVIRONMENTALLY SENSITIVE AREAS

Environmentally sensitive areas included wetlands, flood hazard areas, geological hazardous areas, fish and wildlife habitat, aquifer recharge areas, and important viewsheds. These lands have special value and provide important functions to the community. For this reason these resources must be managed and protected to preserve their integrity.

- Runoff from new development must be first treated to reduce sediments and pollutants before being discharged to wetland areas.
- Construction activities should provide environmental screening and other protection measures to assure runoff does not reach wetlands.
- No net loss of wetland areas should be allowed except where intrusions are for educational experiences or recreational trails.
- Shoreline protection and flood control projects should be designed and engineered to minimize the impact on riparian wetlands.
- Prohibit new development in flood prone areas.
- Investigate participating in the Federal Emergency Management Agency's Flood Insurance Program.
- Require appropriate engineering design and building techniques on lands with high-risk erosion and landslide hazard potential.
- Designate fish and wildlife conservation areas and connecting corridors that provide suitable habitat in and around the Mission Community that should be preserved, particularly those that provide multiple benefits.
- Encourage mitigation for loss of fish and wildlife during the development and approval process when feasible.

- Development proposals should be evaluated to determine their potential impact on water quality and quantity within aquifer recharge areas and needed mitigation addressed.
- Viewsheds east of the cultural institute are considered sensitive areas and development or improvements in the viewshed should be sited and designed to minimize aesthetic impacts.

F. LAND ACQUISITION

- Land acquisitions should be consistent with the land development policies designated in the plan.
- The land acquisition program should consider purchasing residential properties within the planning area that would support re-sale and/or re-development opportunities to Tribal members.
- Land acquisitions within the planning area that promote Economic Development Strategies should be aggressively pursued.
- Land acquisitions that reduce losses to properties caused by flooding should be set aside for parks and open space uses.
- Land acquisitions may be needed to purchase corridors for roads and utilities in the planning area.

IV. ADOPTION/AMENDMENT PROCEDURES AND IMPLEMENTATION MEASURES

A. ADOPTION/AMENDMENT PROCEDURES

1. Adoption

When the draft plan is adopted by Resolution of the Board of Trustees it will become the official long-range policy of the Confederated Tribes of the Umatilla Indian Reservation for the Mission Planning Area. Adoption of the plan will only occur after the Board of Trustees or the Natural Resources Commission holds one public hearing. Notice of public hearing(s) on the Plan's adoption will be given at least ten (10) days in advance in the newspaper of general circulation and posted in at least three (3) places on the Reservation. Adoption will put the plan's policy and procedures in affect as the guide for future actions concerning the land use, development, and physical growth of the Mission Planning Area.

2. Amendment

Amendments to the plan will follow the same basic procedures outlined in the previous section for adoption. Amendments to the plan may range from basic text amendments to alterations in the future land use map or water/sewer boundary.

3. Decision Criteria

When adopting and/or amending the Comprehensive Plan the Board of Trustees shall consider the following criteria:

1. Is the proposal consistent with the overall goals and purpose of the Comprehensive Plan and the other planning documents related to the Mission Community Plan;
2. Does the proposal meet the needs of the Indian Community; and
3. Is there a change in circumstances since adoption of the plan that justifies the amendment.

B. IMPLEMENTATION MEASURES

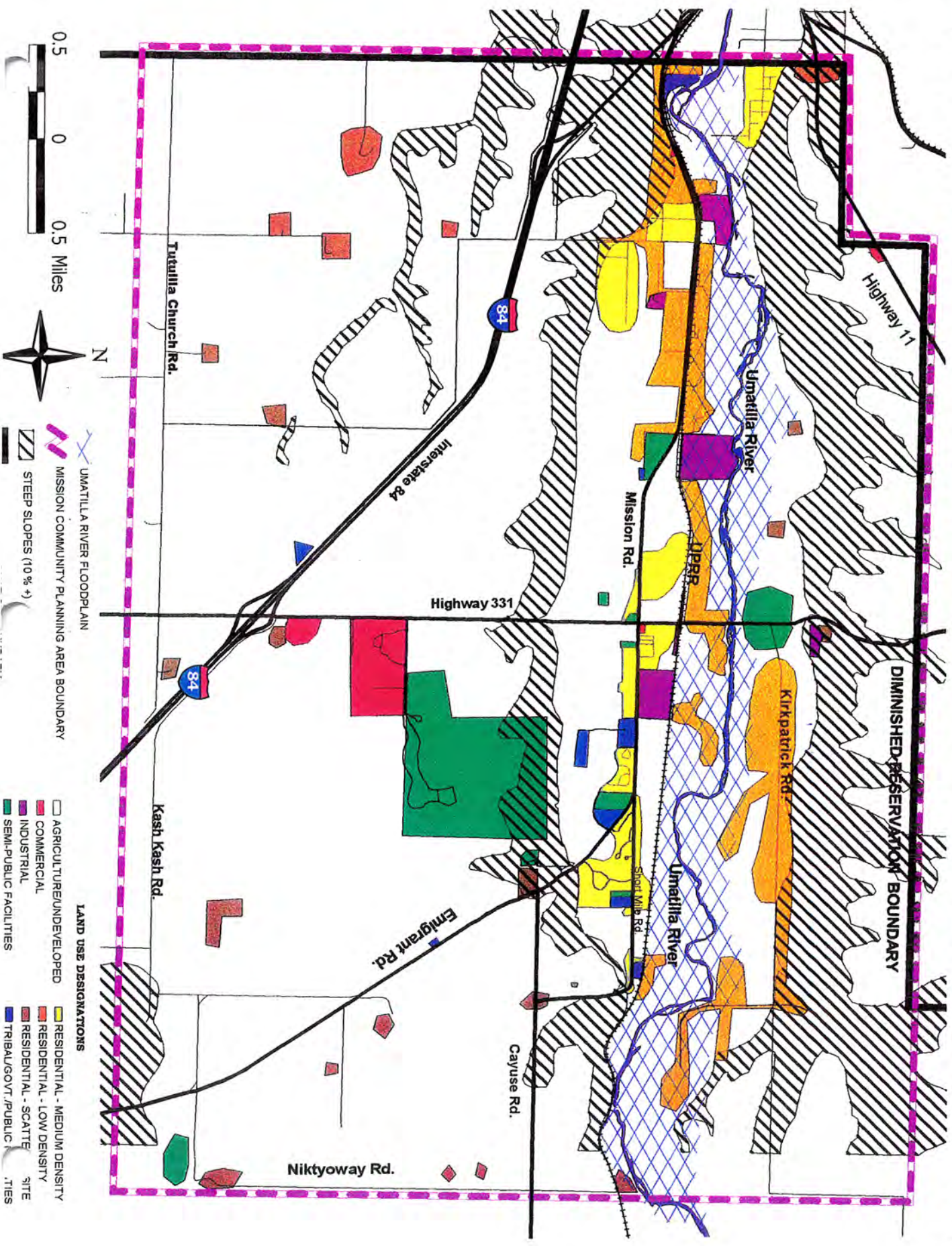
The Mission Community Plan will be implemented by a combination of Tribal investment and regulation. The primary methods of implementation will be zoning regulation, infrastructure investment, and land acquisitions.

Zoning Recommendations

1. All zone changes and development permits must be consistent with both the Mission Community Plan map and text.
2. Approval of any zone changes in the planning area must be justified by the needs of the Indian Community.
3. The Tribes should adopt a new single family residential zone that can be used in those areas designated Community Residential in the Plan. This zone should allow densities up to four dwelling units to the acre with a minimum lot size of 10,000 square feet. Areas already at that density should be rezoned upon adoption of the Plan.
4. A Rural Residential Zone permitting lots with a minimum lot size of one (1) acre should be adopted and used in the area of the Plan designated Rural Residential when provisions for community water are made at the time of development. If no provisions are made a minimum lots size of two (2) acres may be allowed if the proposal meets the needs of the Indian community.
5. The zoning status for the areas in the plan designated General Rural should not be changed in the future in order to maintain their existing densities and character.
6. Large tracts of land that are suitably sized and located to meet multiple land use needs should be master-planned before any changes or development occurs.

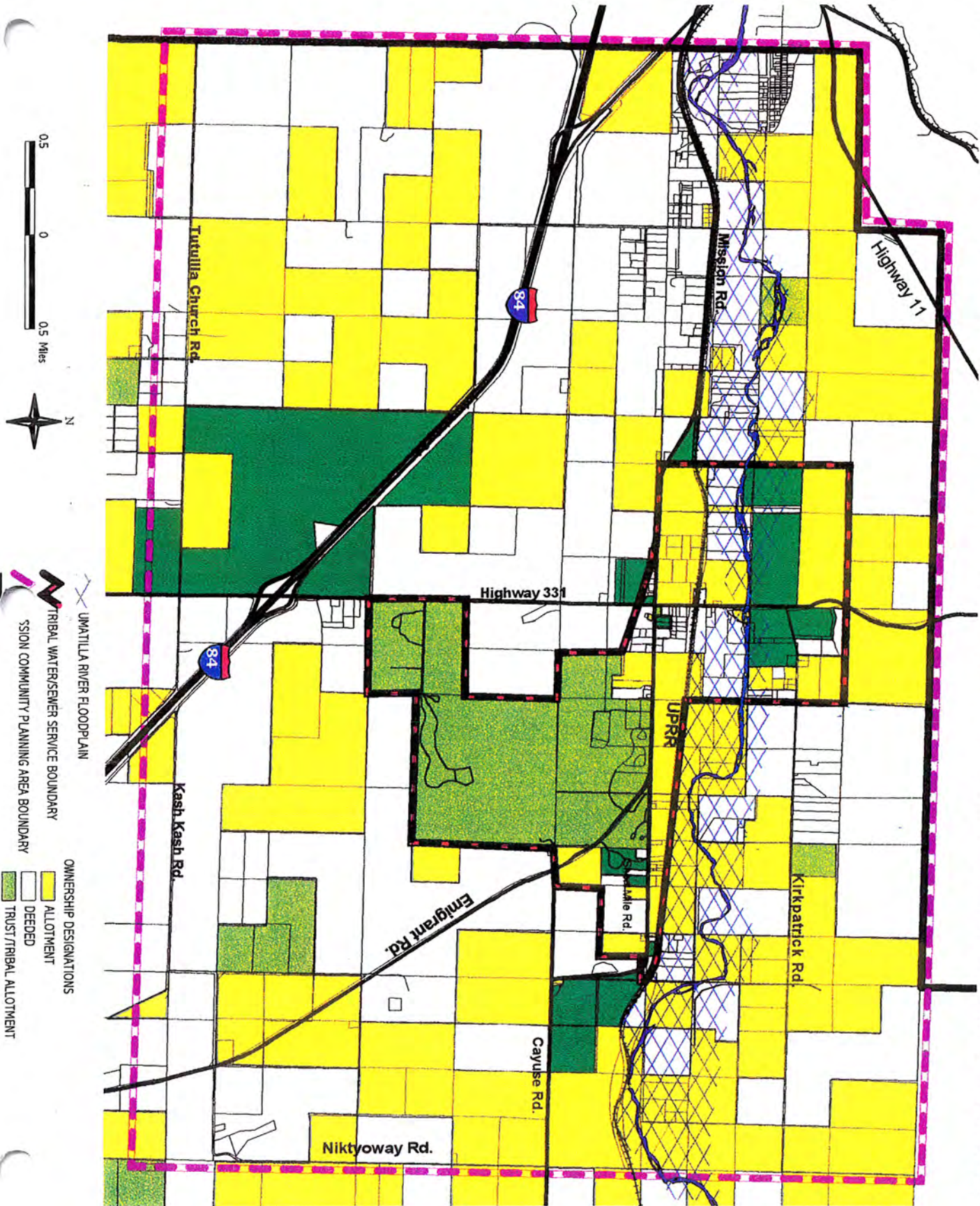
***FIGURE #3:
GENERALIZED LAND
USE MAP -- MISSION
COMMUNITY***

GENERALIZED LAND USE - MISSION COMMUNITY PLAN



***FIGURE #4:
OWNERSHIP MAP --
MISSION COMMUNITY***

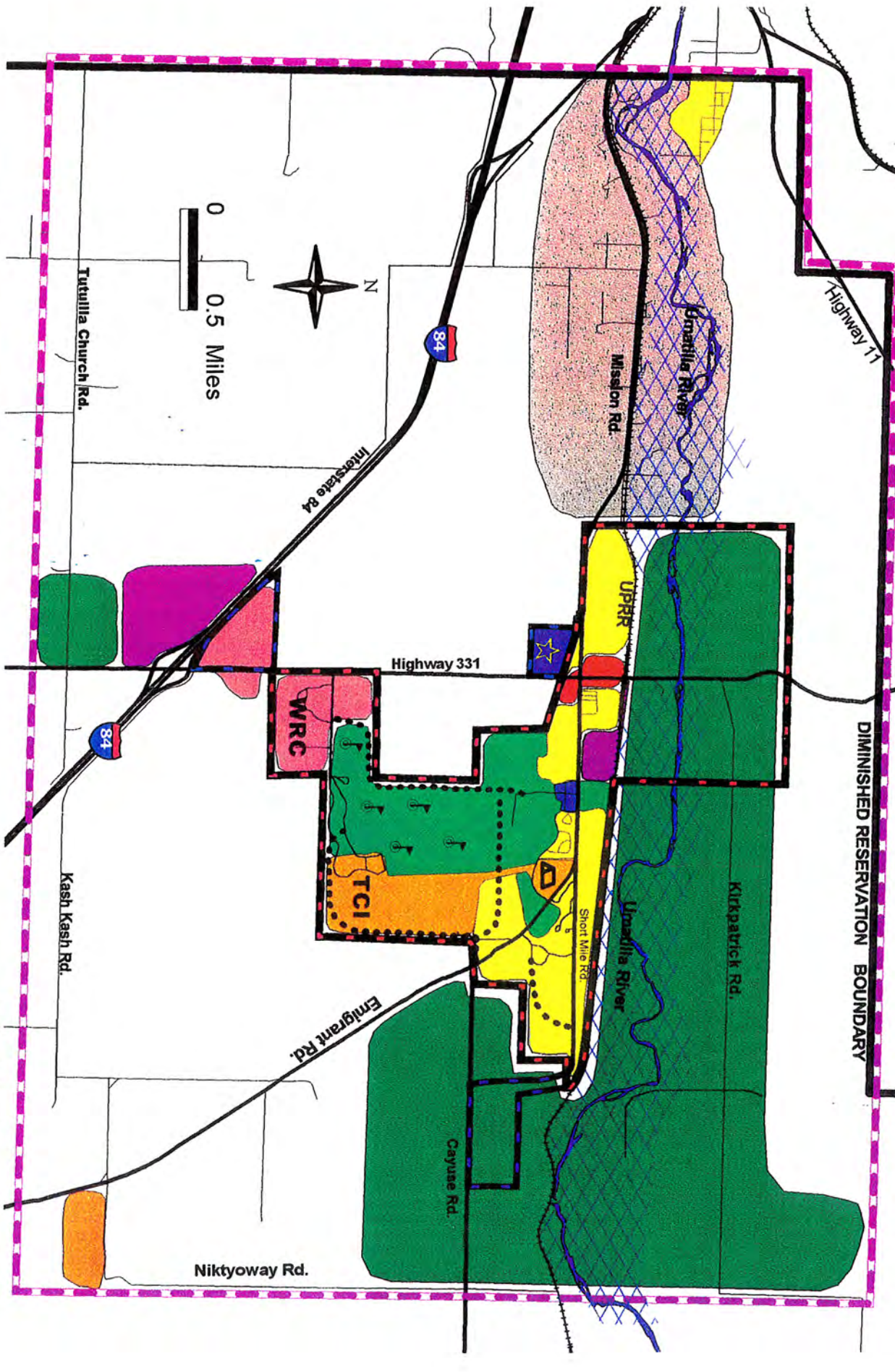
OWNERSHIP MAP -- MISSION COMMUNITY PLAN



- UMATILLA RIVER FLOODPLAIN
- TRIBAL WATER/SEWER SERVICE BOUNDARY
- MISSION COMMUNITY PLANNING AREA BOUNDARY
- OWNERSHIP DESIGNATIONS
 - ALLOTMENT
 - DEEDED
 - TRUST/TRIBAL ALLOTMENT

***FIGURE #5: FUTURE
LAND USE MAP --
MISSION COMMUNITY***

FUTURE LAND USE MAP -- MISSION COMMUNITY PLAN



- FUTURE LAND USE DESIGNATIONS**
- AGRICULTURE/RURAL
 - COMMUNITY COMMERCIAL
 - COMMUNITY RESIDENTIAL
 - GENERAL RURAL
 - GOVERNMENT
 - HEALTH/EDUCATION/CULTURE
 - LIGHT INDUSTRIAL/MANUFACTURING
 - OPEN SPACE
 - RURAL RESIDENTIAL
 - TOURIST COMMERCIAL
- BOUNDARIES AND FEATURES**
- DIMINISHED RESERVATION BOUNDARY
 - BOUNDARY
 - UMATILLA RIVER FLOODPLAIN
 - FUTURE ROADS
 - TRIBAL CAPITAL BUILDING LOCATION
 - MISSION COMMUNITY PLANNING AREA BOUNDARY
 - TRIBAL WATER/SEWER SERVICE BOUNDARY
 - FUTURE WERSEWER BOUNDARY EXPANSION
 - WILDHORSE GOLF COURSE

ATTACHMENT: Legal Description of the Tribal Water/Sewer Boundary

PROPORTIONAL CONVEYANCE

The Tribal Water/Sewer boundary is described as the following area within the listed Sections of Township 2 North, Range 33 East, Willamette Meridian.

Starting with:

Section 3 -- The total area within the SW 1/4.

Section 4 -- The total area within: 1) the SE 1/4; and
2) the E 1/2 of the SW 1/4.

Section 9 -- The total area within: 1) the NE 1/4;
2) within the E 1/2 of the NW 1/4;
3) beginning at the NE corner of the NW1/4 SE 1/4 of Section 9:
 Th Wly alg the E-W c/l of sd Sec. 9 a dist. of 500 ft m/l;
 Th Sly 80 ft. m/l;
 Th Ely 80 ft. m/l;
 Th Sly 40 ft m/l;
 Th Ely 250 ft. m/l;
 Th Sly 40 ft. m/l;
 Th Ely 170 ft. m/l;
 Th Nly 170 ft. m/l to the P.O.B. exc (Note: description developed from measurments off Umatilla County Assessors Map 2N3309): and
4) beginning at the NW corner of the NE 1/4 SE 1/4 of Section 9:
 Th Ely alg the E-W c/l of sd Sec. 9 a dist. of 1464.5 ft. to the NE corner of the NE 1/4 SE 1/4 of sd Sec. 9;
 Th Sly alg the E line of sd SE 1/4 of sd Sec. 9 a dist. of 567.9 ft.;
 Th N 70* 09' W a dist. of 372.1 ft.;
 Th N 66* 35' 30" W a dist. of 261.52 ft.;
 Th N 70* 08' W a dist. of 162.33 ft.;
 Th N 71* 08' W a dist. of 200.57 ft.;
 Th N 83* 27' W a dist. of 376.96 ft. on the N-S c/l of the SE 1/4 of sd Sec. 9;
 Th Nly alg sd N-S c/l to the P.O.B. exc:

Section 10 -- The total area within: 1) the NW 1/4;

- 2) the SE 1/4;
- 3) the NE 1/4 laying South of the Union Pacific Railroad Right-of-way;
- 4) the E 1/2 of the SE 1/4; and
- 5) beginning at the NW corner of the NW 1/4 SW 1/4 of Section 10:

Th Ely alg the E-W c/l of sd Sec. 10 a dist. of 1343.28 ft. m/l to the NE corner of the NW 1/4 SW 1/4 of sd Sec. 10;

Th Sly alg the E line of sd NW 1/4 SW 1/4 of sd Sec. 10 a dist. of 668 ft. m/l;

Th N 82° 49' 10" W a dist. of 345.62 ft. m/l;

Th N 82° 49' 10" W a dist. of 317.68 ft.;

Th N 82° 10' 50" W a dist. of 673.6 ft.;

Th N 0° 25' W a dist. of 496 ft. to the P.O.B. exc:

- Section 11 -- The total area within:
- 1) the N 1/2 laying South of the Union Pacific Railroad Right-of-way;
 - 2) the SW 1/4;
 - 3) the NW 1/4 of the SE 1/4; and
 - 4) the N 1/2 of the NE 1/4 of the SE 1/4.

- Section 14 -- The total area within:
- 1) the W 1/2 of the NW 1/4; and
 - 2) the NW 1/4 of the SW 1/4.

- Section 15 -- The total area within:
- 1) the NE 1/4;
 - 2) the SW 1/4; and
 - 3) the N 1/2 of the SE 1/4.