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DRAFT TECHNICAL MEMORANDUM #1

DATE: September 8, 2017
TO: Todd Tripp, Coquille Indian Tribe
FROM: Steve Faust, AICP
RE: Coquille Indian Tribe Comprehensive Plan: Revised Technical Memo #1: Goals, Objectives, Existing Policies and Plans

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INTRODUCTION

This Technical Memorandum #1 defines the goals and objectives of the Coquille Indian Tribe (CIT) Comprehensive Plan ("Plan") for the Empire properties. In addition, we have included a summary of outreach activities, including CIT staff and stakeholder interviews and a community questionnaire. We conclude with a summary of federal, state and local plans and policies that may impact the development of CIT properties and identify potential policy conflicts.

The information in this memorandum is organized into the following sections:

Goals and Objectives	Page 2
Summary of Outreach Activities	Page 5
Existing Policies and Plans	Page 10
Next Steps	Page 23

GOALS AND OBJECTIVES

Purpose and Introduction

The completion of a Comprehensive Plan (Plan) was identified by the CIT Tribal Council as a priority for the Tribe, and is included as a direction in the most recent Tribal Strategic Plan. The Plan will guide and inform transportation infrastructure development and land use designations for all Tribal properties in trust or in fee, as defined by the Bureau of Indian Affairs. The focus is on multimodal transportation, planning and redevelopment opportunities for the Empire properties. It will designate land uses that meet the needs of the Tribe in a cohesive manner. The Plan will also develop a transportation network that connects land uses to access roads outside of the properties and is supportive of people traveling on foot, by bicycle and on transit. Components of the plan process includes public outreach, interagency coordination, and a land use inventory.

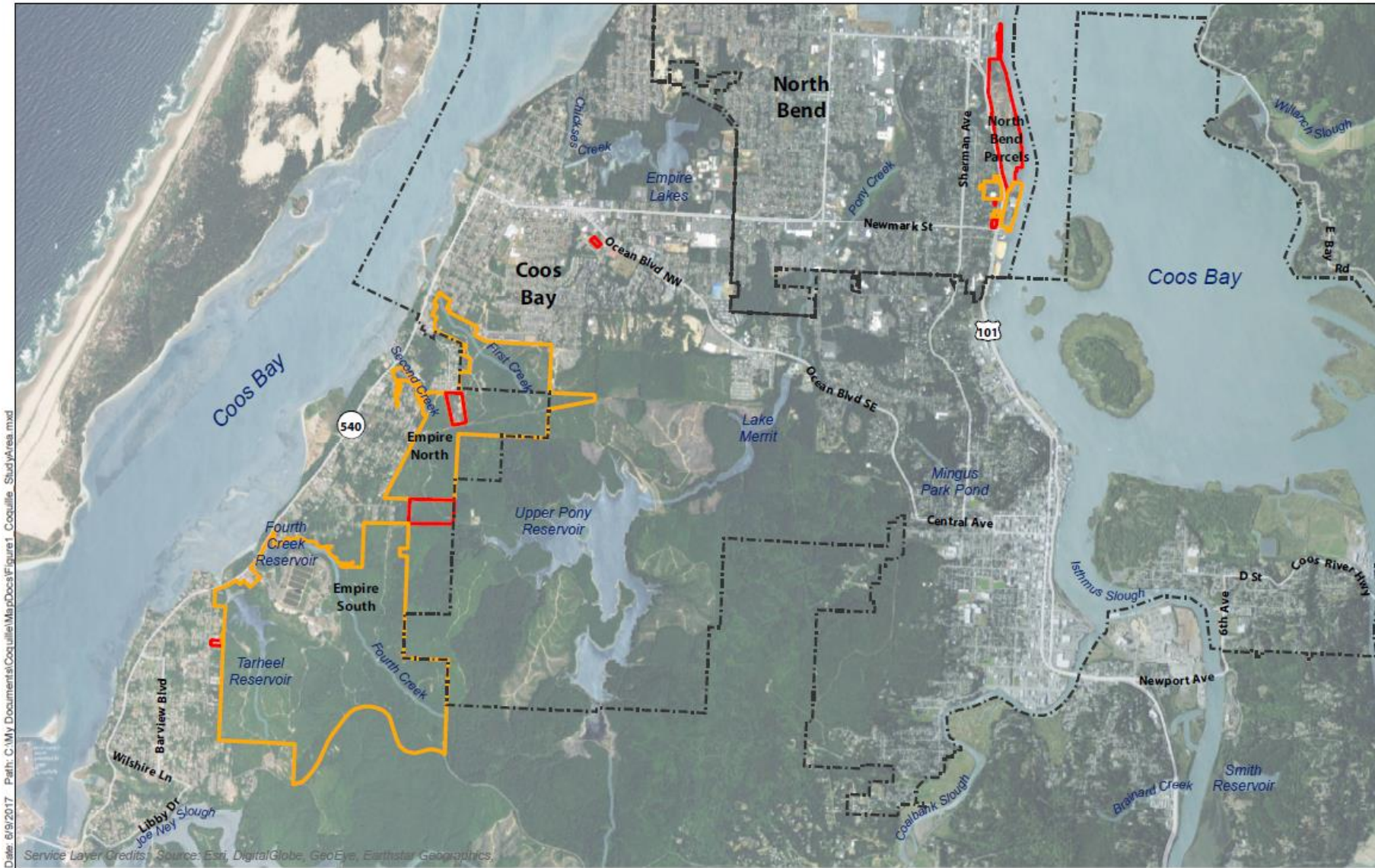
Problem Statement

Currently, CIT does not have a detailed inventory of land resources or land use designations on the Empire properties. The Plan will begin by producing a land use inventory and use this to identify potential opportunities and constraints related to housing, public access, public safety, multimodal transportation and circulation plan opportunities as well as environmental resource protection. The goal of this effort is to identify land use designations for the Empire properties.

Study Area

The primary Study Area includes the North and South Empire properties southwest of the City of Coos Bay. A secondary focus is the properties in the City of North Bend (Figure 1). Properties adjacent to the Study Area are within the jurisdiction of Coos County, City of Coos Bay, and the City of North Bend. The emphasis for North Bend Properties is on transportation interconnections and the specific land uses that are already in place and built out.

Tribal housing is located on the South Empire Site in the Kilkich Community, as is the Community Health Center and many other Tribal member services. Also included in the Study Area are the Tribe's administrative offices on U.S. 101 in City of North Bend, where a number of Tribal members are employed. The Mill Casino Hotel and RV Park and Ko-Kwel Wharf provide revenue to support Tribal member services and are also located in City of North Bend.



Parametrix

Data Source: Coquille Indian Tribe, US Bureau of Indian Affairs, Coos County, USGS (NHD)

- Tribal Land Fee
- Tribal Land Trust
- City Limit
- Water Body
- Stream/River



0 0.5 1 Miles

Figure 1: Study Area
Coquille Indian Tribe
Comprehensive Plan

Goals and Objectives

The Coquille Indian Tribe vision is:

"We are a proud, powerful and resilient people, a sovereign nation, whose binding thread is our Coquille identity. In the footsteps of our ancestors we celebrate."

With this Vision, the CIT guarantees to its membership and the community that comprehensive planning will include sustainable land uses. The CIT desires to offer Tribal members, staff, and the visiting public the opportunity to walk and bike where they need or want to go on Tribal lands.

The primary objectives of this Plan are to:

- (1) Create a Plan that will include the following elements:
 - a. Goals and Policies
 - b. Demographic Element
 - c. Land Use Element
 - d. Natural and Cultural Resource Element
 - e. Open Space and Recreation Element
 - f. Economic Development
 - g. Housing
 - h. Public Facilities and Services Element
 - i. Transportation
 - j. Integration of Elements
 - k. Implementation Program
- (2) Identify compatible land uses and integrate with the transportation system to:
 - a. Reduce the need for vehicle trips;
 - b. Maximize the efficiency of public transportation;
 - c. Offer increased multimodal transportation options.
- (3) Improve access within and to the Project Area.

Evaluation criteria

Several criteria for evaluating land use alternatives and selecting a preferred alternative are included in the scope of work. They include:

- **Cost.** Costs are minimized without compromising quality, and reflect fiscal responsibility by accounting for the extension and upgrade of infrastructure.
- **Likelihood of Being Funded.** Viable funding sources are available and development is well supported by policy and planning to increase the likelihood of funding.
- **Safety.** Land use encourages community-oriented public safety services for CIT members by providing access for emergency vehicles, responding to elements of the Federal Emergency Management Agency or FEMA-approved Hazard Mitigation Plan and protecting property and cultural sites through design that

encourages intergenerational learning. CIT cultural and natural resources are safe for members to access and use.

- **Land Use.** Uses within the study area focus on meeting the needs of Tribal members, and upholding the CIT values the CIT and promoting economic development that is sensitive to the natural and cultural significance of the site.
- **Environmental Effects.** Proposed land uses and zoning protect watersheds, nearby estuaries, wildlife habitats and the cultural significance of the CIT properties.
- **Transportation Impacts.** Development avoids congestion and traffic impacts by addressing deficiencies and meeting state performance targets such as volume-to-capacity (V/C) and level of service (LOS) transportation impacts.
- **Bicycle and Pedestrian Connectivity.** Land use promotes transportation options by enhancing bicycle and pedestrian connectivity for improved mobility and accessibility.

The CIT Core Values may serve as an additional source of evaluation criteria. The CIT Core Values statement is:

As a sovereign nation, we dedicate ourselves to:

1. Promoting the health and well-being of Tribal members and our community,
2. Providing equitable opportunities, experience and services to all Tribal members
3. Taking care of our old people,
4. Educating our children,
5. Practicing the culture and traditions of potlatch,
6. Considering the impacts to our people, land, water, air and all living things,
7. Practicing responsible stewardship of Tribal resources.

These criteria subject to discussion with the Project Management Team, Technical Advisory Committee and Tribal Council.

SUMMARY OF OUTREACH ACTIVITIES

As part of the comprehensive planning process, the Tribe and consultant team conducted a series of interviews and distributed a community-wide questionnaire. To identify opportunities and challenges related to future development, interviews were led with stakeholders representing six local agencies, as well as CIT staff, committee members, Tribal members and Tribal officials. The community-wide questionnaire solicited input on community goals, values and options for growth with regards to the two properties. Key points from each of these three outreach activities are summarized below.¹

¹ Refer to the (1) Community Questionnaire Memorandum; (2) CIT Interviews Memorandum; (3) Stakeholder Interviews Memorandum for complete summaries and appendices.

Stakeholder Interviews

Interviews with adjacent cities, public facilities providers and other stakeholders indicate that there is a housing shortage in the region, including housing stock, owner/renter opportunities and housing types. Smaller single-family homes are in demand from seniors and millennials. The cities of Coos Bay and North Bend do not have much room to grow and urban growth boundary expansion areas have significant topographic and environmental constraints. The cities will likely focus their efforts on increasing densities through redevelopment. Some interviewees indicated that the greatest need is housing for households that do not meet requirements for subsidized/income-restricted housing. The Tribe should consider building a variety of housing types on and north of the Kilkich reservation.

The Charleston Sanitary District and Coos Bay-North Bend Water Board indicate that the sewer and water systems have the capacity to serve new development on the Empire properties. Depending on where development takes place upgrades to a sewer pump station may be needed. The Water Board is studying future infrastructure needs. The pump station that serves the area is at or over capacity. A new pump station will likely be needed. New residential development may not require a new pump station if it were built along Kellogg Lane/Penny Road. Some water pipes may need to be upsized.

A joint Transportation System Plan (TSP) update for the cities of Coos Bay and North Bend is underway. The Tribe will be invited to participate in that process. The cities would respond to specific development proposals and consider improvements needed to meet additional impacts on the transportation network. Ocean Boulevard and Newmark Avenue are the main arterials near the Empire properties along with State Hwy 101 and Cape Arago Highway. The Tribe will be invited to participate on an advisory committee for the TSP process.

CIT Empire properties are served by transit at a stop on the reservation. Future development will likely be served by existing stops along Cape Arago Highway.

A majority of the CIT's North Bend property is zoned for heavy industrial use, though a portion has been rezoned to commercial use. The City's goal is to balance the shipping and heavy industrial uses with more commercial and tourism-based uses. The City has been working with the Port and CEDCO to plan a boardwalk along the waterfront.

The Tribe should consider adjacent land uses when making new designations on the Empire properties. This will minimize the impact new development may have on existing neighborhoods. Once the Tribe completes the Plan, proposed land use designations and roads can be incorporated into the Coos County Comprehensive Plan. There is an opportunity for the Tribe to work with the County and other agencies to address code enforcement issues along Cape Arago Highway, especially west of the north Empire property.

CIT Interviews

Key points from interviews with CIT staff, committee members, Tribal members and Tribal officials include:

- **Community Resources.** Tribal members cited community facilities, such as the clinic, and natural and cultural resources are the greatest assets for the Tribe; these include the plankhouse, canoe shed, wetland trails, lakes and streams, cemetery, reservoirs cultural resources and areas for traditional food gathering. The Tribe should continue to protect and/or improve access, as appropriate, to these resources.
- **Cultural and Natural Resources.** Some members believe the forest land on the Empire properties has more cultural value than economic value. Focus on removing invasive species. Some of the useful plant species include cedar, blackberry, huckleberry and mushrooms. Access to natural and cultural resources is very important, as is protecting and restoring water resources to encourage lamprey and salmon recovery. While not on CIT property, the ocean is considered one of the Tribe's water resources.
- **Transportation.** Continuous sidewalks, bike facilities and access across Cape Arago Highway, both on and off the reservation, are needed for safety and mobility purposes. Connectivity within and through the Empire properties should be improved, especially for emergency preparedness purposes. More frequent transit service on nights and weekends would be welcome.
- **Housing.** Housing is a critical need for the Tribe and throughout the region. Housing should be built on or near existing Kilkich housing and on the north parcel where infrastructure is available. New housing should not be built adjacent to streams and reservoirs. A variety of housing types are needed and/or desired:
 - 1-2 bedroom units for young adults and elders
 - 2-3 bedroom units for young families
 - Small transitional homes for members with felony convictions
 - Small homes for households that make too much to qualify for HUD housing, but not enough to purchase
 - Extended-stay cabins for visiting Tribal members
 - Larger lots to allow for subsistence living
 - Possible for market housing to address a county-wide need
- **Economic Development.** Some Tribal members would like to see a store or gas station to serve Tribe members and the greater community. Other economic development opportunities include a business park, light industrial park and storage units for RVs, boats and personal items.
- **Land Use.** A strong desire to develop, improve and maintain trails is shared by many members. People would benefit from trail lighting, signage and provision of trail maps. Tribal members have expressed interest in a disc golf course, shinny field, motorcycle and 4-wheeler track, equestrian center/horse trails, Tarheel boat ramps and recreational areas on the reservoirs. The gym and fitness room

are underutilized. More formalized access to the Tarheel Reservoir is needed, such as docks and boat launches. Some members asked for a designated area for camping with cabins, archery ranges and horseback riding.

- **Kilkich Community.** Kilkich residents appreciate the open space, quiet and wooded nature and safety of their community. Residents would like to see the trails better maintained and made safer. They also see the cemetery and columbarium and reservoirs as important assets. Other Tribe members value having many community services located in one place. Several new facilities are needed to consolidate education and learning, medical and justice services. There is strong demand for a combined coffee shop/market and gathering place, especially for seniors. The space should provide free Wi-Fi to members. Some members would like a community garden/farm/orchard for collective farming.

Community Questionnaire

A community questionnaire including questions about the community's vision, goals and growth on the Empire properties was distributed to 705 Tribe members age 18 and older via mail and also was available online. The questionnaire was completed by 41 Tribe members between June 1 and July 7, 2017. The following is a summary of key findings:

- Approximately 80% of respondents believe the Tribal government is doing a good or excellent job of carrying out the Tribe's vision.
- About 87.5% of respondents believe the Tribal government is doing a good or excellent job of carrying out the Tribe's core values. Respondents feel the government does a very good job of taking care of the Tribe's elders. The government is least successful in practicing responsible stewardship of Tribal resources, though most respondents still rate the government as good or excellent in this regard.
- Approximately 79% of respondents believe the Tribal government is doing a good or excellent job of carrying out the Tribe's constitutional imperatives. Respondents feel the government does a very good job of preserving Coquille Indian culture and Tribal identity. The government is less successful at enhancing common resources.
- About 66% of respondents believe the Tribal government is doing a good or excellent job of carrying out the Tribe's government services. Respondents feel the government does a very good job of taking care of natural resources and fostering economic development. The Tribe is less successful providing transportation facilities, housing choices and public utilities, although many respondents indicated that they did not know much about these services.
- The Tribe's natural resource assets include the land, forests, water, and fish and wildlife. Members believe more land is needed and the ability to harvest timber lands is important. The Tribe also needs to preserve and manage those resources. The Tribe should seek opportunities to purchase more land and

create plans to manage the land. Cultural assets include the people, especially Elders, and their knowledge and traditions. The plankhouse is another important cultural asset. It is important to teach the Tribe's history and language through Elder interactions with youth at formal and informal gatherings.

- The Tribe's land assets include the Kilkich reservation and its forests and bodies of water. The North Bend properties (Mill Casino Hotel and RV Park) also are important assets. More lands are needed to increase revenue generating activities, while protecting the natural resources. The Tribe needs to manage the resources it has and save revenues to purchase additional resource lands. Kilkich residents value having the police station on site as well as the community facilities. The homes are an asset and more housing is needed.
- Economic development assets include the Mill Casino Hotel and RV Park and timber lands, as well as the Tribal members themselves. The Tribe should seek to diversify its enterprises. Members would like to know more about the opportunities CEDCO is pursuing. They want to know that the Tribe is investing wisely. Generating revenue from natural resources should always be balanced with protecting those resources.
- Tribal members indicate that the Tribal land and the plankhouse are important assets, as are the trails and the playground at Kilkich. Tribal members would like more fields and areas for sports and dancing as well as areas for camping and fishing. Recreation opportunities should be communicated to Tribe members.
- The housing at Kilkich is an important asset, but more and diversified housing units are needed. Tribe members would like to see more homeownership opportunities on and off the reservation. Housing should be developed for households who do not qualify for HUD housing because they make too much or have a criminal background. Rental units also are needed.
- The Coos County Area Transit (CCAT) stop at Kilkich is an important asset as are the Tribe's shuttle buses. More options for elders are needed. The area also lacks sidewalks and bike lanes. The Tribe may want to pursue grants to purchase and operate more shuttle buses.
- The Tribe's most important community facilities are the Health, Education and Community Centers and the programs that are run out of those facilities. These facilities and programs should be maintained and enhanced.

EXISTING POLICIES AND PLANS

The following is an inventory of federal, state and local plans and policies that may impact CIT properties. It summarizes pertinent information and probable influence on the project, and identifies potential policy conflicts.

Existing Policies and Plans	Date
Tarheel Lake Natural Area Management Plan	1998
CIT Empire Property Plan-Environmental Assessment	1999
Hazard Mitigation Plan	2006
CIT Zoning Ordinance	2012
Coos County, City of Coos Bay and City of North Bend Comprehensive Plans.	1985, 2003, 2010
CIT Strategic Plan	2014
CIT Transportation Plan	2014
Coordinated Transit Plan	2017
Coos Bay Transportation System Plan	2004
North Bend Transportation System Plan	2004
Coos County Transportation System Plan	2011
Oregon Highway Plan	1999
Oregon Transportation Plan	2006
Oregon Administrative Rule 734, Division 51	
Transportation Planning Rule (OAR 660-012)	2011
Oregon Bicycle and Pedestrian Plan	2016
Oregon Freight Plan	2011
Oregon State Rail Plan	2014
Oregon Aviation Plan	2014
Oregon Transportation Safety Action Plan	2011
Oregon Public Transportation Plan	1997

Tarheel Lake Natural Area Management Plan

This concise Management Plan was prepared in 1998. The plan “generally defines the extent of desired and sustainable human uses and activities within the exterior boundaries of the Tarheel Lake Natural Area (TLNA)...that allow for the use or

appreciation of modern and ancestral Tribal cultural values." The TLNA Plan's "best management practices" section specifies:

- Activities limited to day use, except by special permit
- Prohibits commercial uses
- Limits motorized vehicles to roads and parking areas
- Acceptable trail design and use
- Designation of open spaces for wildlife, berries, and scenic views
- Gathering of plant materials
- Water resource and forest protection
- Reservation of areas for traditional or ancestral activities

CIT Empire Property Plan – Environmental Assessment

This environmental assessment of the CIT's Empire properties was prepared in 1999. The actions proposed in the assessment were intended to "stabilize and restore environmental conditions on approximately 1,040 acres", with collateral benefits to economic development and community livability. Note that the areas assessed are the original north and south parcels of the Empire holdings. The CIT has subsequently completed several acquisitions expanding Empire properties.

General actions proposed by the 1999 assessment include erosion control, road stabilization and some road closures, fish habitat restoration, forest management, and implementation actions for the Tarheel Lake Natural Area Management Plan (1998). Specific actions in the 1999 effort address development of a "multipurpose area", cranberry field expansion, consolidation of solid waste disposal sites, and a Tarheel Reservoir cleanup.

Given the age of this assessment, the specific actions proposed may or may not have any current validity. Based on information recently provided by CIT for this Comprehensive Plan effort, some actions have been undertaken and some reversed. For example, many road improvements and closures have been accomplished. The multipurpose area is now the location of the CIT's ceremonial Plankhouse, a facility for producing traditional canoes, cultural/archeological workspaces, and multipurpose recreational fields. Conversely, the proposed tripling of acreage in cranberry production described in the 1999 plan has not occurred, and the CIT is currently debating going out of this agricultural business altogether.

In the absence of a State Goal 5 Natural Resource Plan (see further discussion in Technical Memorandum #2) this 1999 assessment, along with the 2007 HMP (see earlier), are primary references for the many of the Natural Resources summaries and associated maps included in Technical Memo #2, as well as for additional information on other resources that are included under the State's Land Use Goal 5.

Hazard Mitigation Plan

This Hazard Mitigation Plan (HMP) was adopted in 2017. The HMP is a prerequisite to receiving Federal pre-disaster mitigation and post-disaster recovery funds. This hazard

mitigation plan covers all CIT-owned lands (approximately 6,400 acres) in Coos County, not just tribal lands in the vicinity of the cities of Coos Bay and North Bend. The CIT's plan identifies and addresses the following hazards/events as being most likely to impact CIT lands:

- Dam Failure
- Earthquakes
- Tsunamis
- Wildland Fire
- Landslides
- Coastal Storm: Wind

The HMP catalogs the type, location, extent, prior history, and probability of future events for these hazards. The HMP also identifies and assesses critical CIT facilities, such as those providing essential government and emergency services and tribal employment, and describes the vulnerability of these facilities and services to specific hazard events. Finally, the HMP proposes actions by the CIT to mitigate and protect from these hazard events, all of which have occurred in the past and can be expected to occur in the future with differing frequency and severity.

In the absence of a State Goal 5 Natural Resource Plan, this 2017 HMP, along with the 1999 CIT Empire Property Plan, are the primary references for natural resources information (flood, tsunami) in Technical Memo #2.

CIT Zoning Ordinance

The CIT has adopted a zoning ordinance in 2012, but has not yet applied it through adoption of a zoning map. The Land Use and Zoning Ordinance, Chapter 315 of the Coquille Indian Tribal Code, outlines zoning districts, development standards, allowed uses, and procedures for approving proposed development. Because the code applies to Fee and Trust Lands on the reservation, the code is not required to comply with Oregon state land use planning laws for agriculture and forest restrictions, uses, review procedures, and other related regulations.

The code establishes three residential zones for single-family, single-family and duplex, and multifamily uses, a general commercial zone, a light industrial zone, and three resource zones including forest, open space, and agriculture.

The R-1 single-family residential zone allows for site-built and manufactured single-family homes on lots no less than 6,000 SF, with multifamily and public facility uses such as utilities, schools and community buildings allowed as conditional uses. The R-2 residential zone is similar to R-1, with the addition of duplexes as an allowed use. The R-M residential zone expands the allowed uses to include multifamily residential, and manufactured home parks up to 14 units as a conditional use. Density in the R-M zone may be as high as one dwelling unit per 2,500 SF or one per 1,500 SF within multistory buildings or 2,000 SF for rowhouses. The height limit for all residential development is 35 feet.

The General Commercial (G-C) and Light Industrial (L-I) zones facilitate nonresidential development. The G-C zone allows general retail and service uses, offices, and residential uses with some ground floor limitations to allow mixed-use development; utility and manufacturing are permitted as conditional uses. The G-C zone spells out dimensional standards including a 35-foot height limit and limitations on use to manage potential impacts, including requirements for screening uses adjacent to residential zones, performance standards to address noise, glare, odors and emissions, and providing adequate access, parking and traffic control. The L-I zone is oriented towards industrial uses from warehousing to light manufacturing, and allows government uses, RC parks, and commercial uses as conditional uses, and allows development up to 45 feet tall.

Resource zones include Forest (F), Open Space (OS) and Agriculture (A), each with limited allowed uses to protect the primary purpose of the respective zones.

Review procedures for residential and nonresidential building permits and conditional use permits establish the Tribal Council as the review authority for complex permits such as conditional uses and designate review authority for administrative permits to the Council's staff designee, with the option to appeal to the Tribal Court as the final authority in permitting decisions. The code also outlines hearing and notice procedures to provide for public participation in land use decision-making.

Coos County, City of Coos Bay and City of North Bend Comprehensive Plans and Zoning Ordinances

As a sovereign nation, the Tribe has full authority over land use regulations for trust lands. Policies and ordinances from Coos County, and the cities of Coos Bay and North Bend do not apply to those lands. There are several types of fee lands; if the fee lands are owned by a tribal member on the reservation or they are restricted fee lands (restriction being that they can't be sold out of the Tribe), then they are treated the same as trust lands and are not subject to state or local land use lands. Other fee lands off the reservation can be owned outright by the Tribe or individuals who happen to be tribal members, and those are subject to local and state zoning.

The primary Empire assembly and secondary North Bend assembly are mostly held by the Tribe in trust, with a few parcels currently owned in fee. The three fee parcels associated with the Empire assembly currently fall under the jurisdiction of local and state land use. However, the CIT has applied for the two larger parcels, one connecting the north and south properties and one near Second Creek, to be changed to trust and has received preliminary indications that the application will be approved. Therefore, for the purposes of this effort, those parcels will be considered in trust.

Adjacent lands to the north of the Empire properties and within the City of Coos Bay are designated primarily as Low Density Residential, with a small amount of Commercial and Medium Density Residential. Resource lands to the east of Empire are zoned Watershed by the City of Coos Bay and lands to the east and south are zoned Forest by Coos County. Two urbanized areas to the west of the Empire properties and within unincorporated

Coos County are zoned primarily as Urban Development with smaller areas of Controlled Residential.

For the fee parcels in North Bend, the Tribe has the authority to plan and overlay their own land use and zoning designations. The Tribe would have to work with the local jurisdiction to enact a zone change if they want to initiate any new development or land uses on those parcels to ensure the Tribe's plan and the local plan are aligned. Current zoning designations from the City of North Bend are a mix of General Commercial and Heavy Manufacturing. Lands adjacent to Tribe properties on the west side of US 101 are primarily zoned Single Family Residential, with smaller amount of Mixed Use Residential. Adjacent lands east of US 101 are zoned Heavy Industrial.

CIT Strategic Plan

The Strategic Plan outlines priorities for the Tribe to accomplish as an organization over the three-year period from 2014 to 2017. The Plan addresses the Tribal government's ongoing responsibilities to provide for the immediate needs of the Tribe through services to Tribal members, and long-term priorities such as economic development initiatives. The Plan outlines a vision for the Tribe:

"We are a proud, powerful and resilient people, a sovereign nation, whose binding thread is our Coquille identity. In the footsteps of our ancestors we celebrate."

The strategic plan initiatives intend to fulfill the vision.

There are five identified constitutional imperatives, with all initiatives designed to directly respond to and further these imperatives. The imperatives are to: *"Preserve Coquille Indian culture and Tribal identity; Promote social and economic welfare of the Coquille Indians; Enhance our common resources; Maintain peace and order within the Tribe; and Safeguard individual rights of Tribal members."*

These imperatives establish priorities and guiding questions against which the comprehensive plan elements should be evaluated.

The identified strategic initiatives fulfill the mission statement. Constitutional imperatives center around education and health care focusing on the needs of children and elders, natural resource management for fisheries and forests, economic development and housing. Some of the strategic initiatives, such as forest land acquisition and Tribal member housing, can be addressed more directly through the comprehensive land use planning process. The plan should be designed to further the initiatives to the greatest extent possible.

CIT Transportation Plan

The Coquille Indian Tribe (CIT) Transportation Plan was completed in 2016 and serves as a comprehensive conditions analysis for CIT roadways classified within the Indian Reservation Roads (IRR) and Tribal Transportation Plan (TTP). The existing condition

inventory was conducted in 2013 and collected data on approximately 370 miles of roadways within the CIT transportation network. The CIT Transportation Plan now serves as the framework for prioritizing financial investments in CIT roadways with a primary focus on maintenance and surface rejuvenation of the existing CIT transportation network.

While State Highway Functional Classifications are considered in the prioritization and funding of long-range transportation investments, it should be noted that the Bureau of Indian Affairs (BIA) has its own Functional Classification System used to group roads into specific vehicular classes based on the existing and anticipated functions of an individual roadway. The CIT considers both State Highway and BIA Functional Classification in the prioritization of long-range transportation planning investments.

The Tribal Prioritization Project Listing is a list of future transportation related projects that are eligible to be completed using the Coquille Indian Tribe's IRR/TTP Program Tribal Share Funding. The following project lists identified below are in order of tribal priority with consideration given to project feasibility, fiscal constraint, and practicality.

- (1) Safety Planning & Subsequent Improvements
- (2) Roadway Maintenance
- (3) Planning, Inventory and Long-Range Transportation Plan Update
- (4) "Upper 4th Creek Road" – TTP route 1230 Section 010 and 030 – 0.8 miles
- (5) "Plankhouse Loop Road" – TTP route 1220 Section 010 – 0.4 miles and P001, P002 Parking Lot improvement project
- (6) Bridge Inspections: Miluk Extension – TTP route 1220 Section 020 Bridge, Upper Loop Road – TTP route 1230 Section 020 Bridge
- (7) "30-11-25.1" – TTP route 3120 section 010 – 1 Mile
- (8) "2910 & 2900" – TTP route 2910 section 010 and TTP – route 2900 Section 020 – Combined 0.4 miles
- (9) "Wisconsin Extension" – TTP route 3100 Section 010 – 0.1 miles
- (10) "Libby Spur & Miluk Extension" – TTP route 1200 Section 010 and route 4100 Section 010 – Combined 0.3 miles include proposed section 2100-020.

A significant component to the CIT Transportation Plan was the formalization of the IRR and TTP relationship as it pertains to roadway ownership and maintenance responsibilities. Since the adoption of the CIT Transportation Plan, The CIT has entered into a Memorandum of Understanding (MOU) with the following entities listed for those particular routes and sections that are not owned by the Tribe or BIA.

- (1) BIA – 10.1 miles
- (2) Tribal Roads – 74.1 miles
- (3) Oregon State Roads – 113.3 miles
- (4) City Roads – 6.9 miles
- (5) Coos and Curry County Roads – 84.7
- (6) Other Federal – 67.6 miles
- (7) Other – 13.3 miles

Coordinated Transit Plan

The purpose of the Coquille Indian Tribe (CIT) Coordinated Transit Plan is to “provide dynamic programs and services through sustainable economic development that promotes and supports Tribal members’ equal access and opportunity for achieving their full potential.” The CIT Coordinated Transit Plan focuses on older adults, persons with disabilities, and low-income populations.

There are six (6) transit services outlined in the CIT Coordinated Transit Plan that focus on achieving the goals and mission of the CIT. These services are outlined below:

- (1) Coquille Tribal Service Area (ISA) – provided through the multiple Tribal Departments, including the Community Health Center and Community Center
- (2) Regional Transportation Service – provided by Coos County Area Transit (CCAT)
 - a. CCAT East and West Loop Service
 - b. CCAT Intercity Connector
 - c. CCAT Lakeside – Hauser & Loop Express Connector
 - d. CCAT Dial-A-Ride
 - e. Curry Public Transit Coastal Express

Coos Bay Transportation System Plan (TSP) 2004:

The Coos Bay TSP identifies goals and policies for the city’s transportation system as well as projects to enhance the system. Some of the relevant goals and policies to the CIT are:

Goals and Policies:

- Transportation facilities designed and constructed in a manner to enhance Coos Bay’s livability and meet federal, state, regional and local requirements.
- Consider noise attenuation in the design, redesign, and construction of arterial streets immediately adjacent to residential development.
- Protect neighborhoods from excessive cut through traffic and build streets to minimize speeding.
- A balanced transportation system.
- Provide safe, complete, efficient, accessible system for pedestrians and bicyclists according to the Development Code and Engineering Design Manual and Standard Drawings.
- Permanent closure of an existing road in a developed neighborhood is not recommended and will be considered by the City only as a measure of last resort or as part of a plan reviewed through the City’s land use/site development process.
- A safe transportation system.
- Where on-street pedestrian and bicycle facilities cannot reasonably be provided, identify parallel routes that comply with state and city planning design standards.
- Maintain access management standards for streets consistent with City, County, and State requirements.
- An efficient transportation system that reduces the number and length of trips, limits congestion, and improvements air quality.

- Support and implement trip reduction strategies.
- Maintain LOS consistent with ODOT Plan.
- Transportation facilities that serve and are accessible to all.
- Facilities to meet requirements of ADA.
- Transportation facilities that provide efficient movement of goods and services.

Projects:

- Newmark Ave between Norma and Ocean Boulevard
- Widen to provide two travel lanes with a center left-turn lane/median.
Consolidate driveways where possible – current project.
- Michigan Avenue Extension to Ocean Boulevard.
- Conduct feasibility study to determine ability to construct local street connection given existing land development and right-of-way requirements – not funded.
- Newmark between Ocean Boulevard and Cape Arago.
- Extend local street connection via Michigan Ave connecting to Ocean Blvd via one of two possible alignment – not funded.

North Bend Transportation System Plan (TSP) 2004

The North Bend TSP identifies goals and policies for the city's transportation system as well as projects to enhance the system. Some of the relevant goals and policies to the CIT are:

Goals and Policies:

- Transportation facilities designed and constructed in a manner to enhance North Bend's livability and meet federal, state, regional and local requirements
- Consider noise attenuation in the design, redesign, and construction of arterial streets immediately adjacent to residential development.
- Protect neighborhoods from excessive cut through traffic and build streets to minimize speeding.
- Designate major tourist routes for provisions of enhanced streetscape and directional markings.
- A balance transportation system.
- Implement North Bend's public street standards – recognize multipurpose nature of ROW.
- Provide safe, complete, efficient, accessible system for pedestrians and bicyclists according to the Development Code and Engineering Design Manual and Standard Drawings.
- Permanent closure of an existing road in a developed neighborhood is not recommended and will be considered by the City only as a measure of last resort or as part of a plan reviewed through the City's land use/site development process.
- A safe transportation system.
- Improve traffic safety through a comprehensive program of engineering, education and enforcement
- Where on-street pedestrian and bicycle facilities cannot reasonably be provided, identify parallel routes that comply with state and city planning design standards.

- An efficient transportation system that reduces the number and length of trips, limits congestion, and improvements air quality.
- Maintain levels of service consistent with ODOT Plan.
- Work with Coos County Area Transit to encourage the development of transit improvements, access and frequency of service.
- Transportation facilities that serve and are accessible to all members of the community
- Meet ADA requirements
- Transportation facilities that provide efficient movement of goods and services
- Projects:
- Newmark Ave between City Limits and Broadway/Woodland.
- Restripe to include bike lanes. Consolidate access to retail uses where possible – not funded.

Coos County Transportation System Plan (TSP) 2004

The Coos County TSP identifies goals and policies for the County's transportation system as well as projects to enhance the system. Some of the relevant goals and policies to the CIT are:

Goals and Policies

- Establish operational standards used to identify and prioritize funds
- Establish street standards and procedures to enforce compliance through county ordinance.
- Require considerations of project elements such as culverts and raised road beds to address flood plain issues.
- Maintain current transit service and plan for future expanded transit service.
- Plan for bicycle and pedestrian networks and connections to key destinations.
- Minimize congestion on major travel routes by maximizing efficiency of the existing system to encourage use of alternative modes of travel.
- Balance accessibility to land uses with need for capacity on major travel routes.
- Preserve existing neighborhoods when developing roadway capacity improvements.
- Provide process to educate and involve public in planning and funding conversations.
- Establish roadway design standards to reduce frequency and severity of vehicle crashes.
- Identify and improve intermodal conflict points.
- Consider the creation of traffic impact fee program or system development charge to address the indirect traffic impacts by new development.

Projects:

- Libby Lane has been identified as a high crash county roadway and is recommended to conduct a corridor safety assessment. Safety assessments should be a high priority although recommended improvements may be implemented over a greater period of time. Improvements likely to be identified

include delineation, advance signage, reduced speeds, safety edges, guardrail, and improved shoulders

ODOT Standards

Oregon Administrative Rule 734, Division 51 establishes procedures, standards, and approval criteria used by ODOT to govern highway approach permitting and access management consistent with Oregon Revised Statutes (ORS), Oregon Administrative Rules (OAR), statewide planning goals, acknowledged comprehensive plans, and the OHP. The OHP serves as the policy basis for implementing Division 51 and guides the administration of access management rules, including mitigation and public investment, when required, to ensure highway safety and operations pursuant to this division.

Access management standards for approaches to state highways are based on the classification of the highway and highway designation, type of area, and posted speed. Within the Coos County limits, the OHP classifies Cape Arago as a District Highway. Within the North Bend city limits, the OHP classifies US 101 as a Statewide Highway. Future developments along Cape Arago Highway and US 101 (new development, redevelopment, zone changes, and/or comprehensive plan amendments) will be required to meet the OHP access management policies and standards. Table 1 summarizes ODOT's current access management standards for Cape Arago Highway and US 101 per the OHP.

Table 1: Access Spacing Standards

	Average Annual Daily Traffic	Highway Classification	Posted Speed (MPH)	Area Type	Spacing Standards (Feet) ¹
Cape Arago Highway	>5,000	District Highway	40	Urban	500
US 101	>5,000	Statewide Highway	45	Urban	800

¹ These access management spacing standards do not apply to approaches in existence prior to April 1, 2000 except as provided in OAR 734-051-5120(9).

² These access management spacing standards are exempt if they comply with OAR 734-051-3015(b).

Oregon Highway Plan (OHP) 2011

Table 6 of the *Oregon Highway Plan* and table 10-2 of the *Oregon Highway Design Manual* provide maximum volume-to-capacity ratios for all signalized and unsignalized intersections outside the Portland Metro area. The OHP ratios are used to evaluate existing and future no-build conditions, while the HDM ratios are used in the creation of future TSP alternatives which involve projects along state highways.

The following provides a summary of the state highway classifications, freight route designations, and other roadway characteristics along Cape Arago Highway and US 101 that help determine the v/c ratio.

Cape Arago Highway – Cape Arago Highway is classified as a District Highway. All of the study intersections along Cape Arago Highway are located outside the Coos Bay UGB and City limits with posted speeds of 40 miles per hour (mph) with the exception of the Cape Arago Highway/Wisconsin Avenue intersections, which is located within the Coos Bay UGB and city limits and has a posted speed limit of 35 mph.

US 101 – US 101 is part of the state freight route system and classified as a Statewide Highway. All of the study intersections along US 101 are located within the North Bend UGB and city limits with posted speeds of 45 mph.

Table 2 summarizes the performance targets for the study intersections along Cape Arago Highway US 101.

Table 2: ODOT Mobility Targets

Map ID	Intersection	Traffic Control	OHP Standard	HDM Standard
Empire Site				
1	Cape Arago Highway/Miluk Drive	TWSC	0.80	0.75
2	Cape Arago Highway/Tarheel Loop	TWSC	0.80	0.75
3	Cape Arago Highway/Tarheel Lane	TWSC	0.80	0.75
4	Cape Arago Highway/Spaw Lane	TWSC	0.80	0.75
5	Cape Arago Highway/Grinnell Lane	TWSC	0.80	0.75
6	Cape Arago Highway/Wisconsin Avenue	TWSC	0.95	0.80
7	Libby Lane/Ballfield Access Road	TWSC	N/A	N/A
North Bend Site				
8	US 101/Mill Casino Main Driveway	Signal	0.85	0.75
9	US 101/RV Park Entrance	TWSC	0.85	0.75
10	US 101/Old Weyerhauser Access	TWSC	0.85	0.75
11	US 101/Newmark	Signal	0.85	0.75

1. TWSC: Two-way stop controlled (unsignalized).

Oregon Transportation Plan (OTP) 2006

The Oregon Transportation Plan (OTP) is a comprehensive plan that addresses the future transportation needs of the State of Oregon through the year 2030. The primary function of the OTP is to establish goals, policies, strategies and initiatives that are translated into a series of modal and topic plans. Broadly, the OTP emphasizes maintenance and optimization of existing assets before considering larger and costlier additions to the system.

The OTP emphasizes:

- a. Maintaining and maximizing the assets in place
- b. Optimizing the performance of the existing system through technology
- c. Integrating transportation, land use, economic development and the environment
- d. Integrating the transportation system across jurisdictions, ownerships and modes
- e. Creating sustainable funding
- f. Investing in strategic capacity enhancements

Transportation Planning Rule (OAR 660-012) 2011

The Transportation Planning Rule (TPR), OAR 660-012, implements Goal 12 (Transportation) of the statewide planning goals. The TPR contains numerous requirements governing transportation planning and project development, including the required elements of a Transportation System Plan (TSP). As a sovereign nation, the Tribe is not bound by the TPR requirements. The TPR does not regulate access management. ODOT adopted OAR 734-051 to address access management and it is expected that ODOT, as part of this project, will coordinate with the Tribe in planning for access management on state roadways consistent with its Access Management Rule.

Oregon Bicycle and Pedestrian Plan (OBPP) 2016

The OBPP is a modal plan that provides policies and implementation strategies intended to move the state toward the following vision: "In Oregon, people of all ages, incomes, and abilities can access destinations in urban and rural areas on comfortable, safe, well connected biking and walking routes. While the plan states that local/regional transportation plans must be consistent with the OBPP, the binding power of the plan is not clearly distinguished between State and local facilities. Moreover, the Tribe is a sovereign nation. For State facilities, the policies and strategies are required to be addressed and the Design Guide should be consulted.

Oregon Freight Plan (OFP) 2011

The OFP is a topic plan that implements the state's goals and policies related to the movement of goods and commodities through the identification of issues and strategies. The plan's purpose is "to improve freight connections to local, Native American, state, regional, national and global markets in order to increase trade-related jobs and income for workers and businesses." The objectives of the plan include prioritizing and facilitating investments in freight facilities (including rail, marine, highway, air, and pipeline

infrastructure) and adopting strategies to maintain and improve the freight transportation system. The OFP provides strategies and actions to implement the freight goals and policies of the OTP, as called for by the OTP.

Oregon State Rail Plan (ORSP) 2014

The OSRP is a modal plan that creates a policy foundation for the state, supporting decision-making for freight and passenger rail investments, strategies, and programs. The plan demonstrates rail's importance to the State, while acknowledging that it is predominantly privately-owned. The plan is based on the vision: "Oregon will have a safe, efficient, and commercially viable rail system that serves its businesses, travelers and communities through private resources leveraged as needed, by strategic public investments." It establishes goals, policies, and strategies according to the following goal areas: partnership, collaboration and communication; a connected system; system investments and preservation; funding, finance and investment principles; system safety; preserving and enhancing quality of life; and economic development.

Oregon Aviation Plan (OAP) 2014

The OAP is a modal plan of the OTP that defines goals, policies, actions, and investment strategies for Oregon's public use aviation system for the next 20 years. The plan addresses the existing conditions, economic benefits, and jurisdictional responsibilities for the existing aviation infrastructure. The plan contains policies and recommended actions (airport improvements) to be implemented by Oregon Department of Aviation in coordination with other State and local agencies, airport "sponsors," and the Federal Aviation Administration. The OAP integrated the OTP goals to provide a consistent foundation from which to evaluate and improve aviation infrastructure.

Oregon Transportation Safety Action Plan (TSAP) 2011

The TSAP is a statewide plan that is implemented by multiple state, local, and regional agencies in addition to ODOT. It is a multi-purpose plan that includes both a 20-year policy plan and a 5-year, federally compliant, Strategic Highway Safety Plan. It is created and approved by the Governor-appointed Oregon Transportation Safety Committee. It is also adopted as a topic plan by the OTC. It envisions no deaths or life-changing injuries on Oregon's transportation system by 2035. The long-term goals of the TSAP are to foster a safety culture, develop infrastructure for safety, support healthy communities, leverage technology, and coordinate agencies and stakeholders to work together, and guide strategic safety investments.

Oregon Public Transportation Plan (OPTP) 1997 (Update in Progress)

The OPTP is a modal plan that provides guidance for ODOT and public transportation agencies regarding the development of public transportation systems through goals, policies, and strategies. The current OPTP is reaching the end of its planning horizon.

NEXT STEPS

Results from TM #1 and TM #2 will be used to develop Technical Memorandum #3: Opportunities and Constraints.