



Forest County Potawatomi Community Mini-charrette



July 2015

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National Charrette Institute
Local Government Commission*

Forest County Potawatomi Community Mini-charrette

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CHAPTER ONE: INTRODUCTION

Background

In 2014, the Forest County Potawatomi Community (FCPC), a federally recognized Indian Tribe located primarily in Northern Wisconsin, applied for and received a U.S. EPA Building Blocks Technical Assistance Grant. This grant was awarded to aid the Tribe in building the capacity needed to manage current and future development projects and to further their plans to implement sustainable communities strategies on their tribal lands. The grant provided FCPC technical services to conduct a mini-charrette on their Stone Lake Campus with the aim of opening communication channels between FCPC staff and Tribal membership in a unique and interactive way and inform their Comprehensive Land Use Plan.

FCPC has a current membership of more than 1,400 people, and in accordance with the FCPC Tribal Constitution adopted in 1982, is governed by a General Council and an Executive Council. The six-person Executive Council is the governing body responsible for managing the daily and economic affairs of the Tribe. The FCPC reservation trust lands consist of approximately 13,000 acres in four different counties in northeastern and southeastern Wisconsin. The reservation lands are non-contiguous, resulting in a visual “checkerboard” of Indian and non-Indian lands. In addition, there are another 4,500 acres of non-trust status FCPC lands located throughout Forest and eight other counties in Wisconsin. Within the reservation lands there are three primary Tribal communities: Stone Lake, Carter and Blackwell. The Stone Lake Community is the location of the Tribal Government Campus and where many of the Tribe’s social, economic, and cultural services are provided and managed. However, Stone Lake is rapidly developing with numerous ongoing and planned projects lacking a collective vision or a comprehensive physical plan for the campus as a whole.

Due to their strong culture and history teaching protection and preservation of the natural environment, the FCPC is committed to the pursuit of livability and sustainability in the planning and implementation of tribal projects. The Tribe has hired a Sustainability Coordinator to direct their movement toward sustainability, climate change mitigation, and adaptation. The Planning Department is also in the process of finalizing a Comprehensive Land Use Plan to be used as a “decision guide for Tribal land use, natural resource development and protection.” Guided by the Tribe’s values of “Healthy, Holistic, and Sustainable,” the plan will serve as the foundation for providing a legacy to future generations and be essential to the protection and management of the Tribe’s cultural, natural, social, and other assets.

To address these issues and further a shared vision for the Tribe, there were several goals for this mini-charrette and the associated technical assistance provided to the Tribe:

- Work with FCPC Executive Council, staff and membership to develop recommendations for a sustainable development action plan, building on the values and priorities expressed in the FCPC's Comprehensive Plan.
- Identify design development principles/guidelines to inform future planned development on the Stone Lake campus, with citizen/stakeholder input.
- Use the recommendations from this work to inform and influence the final draft of the FCPC Comprehensive Resource Plan.
- Align the priorities of the Executive Council with processes and policies for development.

This report documents the activities under this grant for a mini-charrette in the Stone Lake Area of the Forest County Potawatomi Community, and can be used to inform the development of the FCPC's Comprehensive Resource Plan.

Process

Design charrettes have become an increasingly popular tool for neighborhood and street design programs. Charrettes are intensive, multi-day collaborative design workshops that reflect a sincere desire to engage all relevant stakeholders (including community members, leaders, staff, and others) in the process of developing a practical vision for the future of their community. In a charrette, a team comprised of technical experts with relevant knowledge and experience work side by side with community members in order to understand the possibilities and constraints and formulate practical proposals that can move a community toward realization of its goals and aspirations.

This format allows community members and those most affected by the results to be the primary force behind the designs. They are typically brought together for several sessions over a short period of time, working closely with the charrette project team as they articulate ideas, develop illustrations and eventually prepare a report like this one.

Charrettes are typically 5-7 days in length, in order to provide ample time for extensive exploration of issues, feedback from stakeholders regarding ideas as they emerge, and development of the elements of a fully formed plan. In this case, time and funding allowed for an abbreviated version of the charrette: a "mini-charrette." This mini-charrette consisted of the following activities: (1) Focus group sessions; (2) a Visioning Exercise, during which participants, in groups of 6-8, are given large aerial photos of the focus neighborhood and are asked to discuss with their neighbors changes they would like to see, and then to write or draw these on the maps or plans; (3) a Values Exercise; (4) a graphically rich presentation that illustrated some of the basic principles of Smart Growth/Livable Communities and

shows examples of similar communities that have implemented changes; (5) a presentation by Design Team members of the recommendations (based on the Design Exercise) through drawings, plans, graphics and photo simulations.

The National Charrette Institute, represented by David Brain, and the Local Government Commission, represented by Paul Zykofsky and Anthony Leonard, worked with the tribal planner and staff to conduct a mini-charrette from June 23-25 on the Stone Lake campus of the Forest County Potawatomi Community.

Day One

Site Tour and Focus Group Meetings

On the first day, the team toured the Stone Lake campus in order to familiarize themselves with the context, and held focus group discussions with staff in order to discuss some initial observations. Staff provided background and context with respect to on-going as well as future projects. In the afternoon, the team met with representatives of the Wisconsin Department of Transportation in order to explore in detail some of the issues of safety and mobility related to the way Highway 8 bifurcates the Stone Lake area.

Walking Audit

The community workshop began a little after 3:00pm, with Paul Zykofsky from the Local Government Commission leading a “walking audit” of the Stone Lake campus. A group of community members walked from the Museum up toward the C-Store (convenience store, on Firekeeper Road). Along the way, the group stopped to discuss the characteristics of the roadways and the built environment that either encourage or discourage walking. Community members discussed some of what they regarded as the obstacles to creating a more walkable environment.

Community Workshop

After the walking audit, the group returned to the Museum for a “hands-on” visioning exercise. First, each individual was given sticky notes and asked to write what they value most about the community. The sticky notes were placed on the “Values Wall” and organized into categories. Before the table exercise, Paul Zykofsky presented a brief discussion of some of the basic principles of place-making and walkability, related in specific ways to the group’s observations during the walking audit. The gathering was split into table groups, each with its own base map of the Stone Lake campus, and asked to draw the elements of their vision for the future (see Appendix for images of the table maps). At the end of the hour, each table was given the opportunity to present what they had drawn. After the exercise, there was a BBQ themed dinner, gift box for participating, music, and a raffle for a gift certificate from a sporting goods and athletic equipment store.



Figure 1. The group preparing to go out on the “walking audit”



Figure 2. The group stops to discuss whether it feels safe to walk along this section of road



Figure 3. The team met with representatives of the Wisconsin Department of Transportation



Figure 4. Community Workshop Sign



Figures 5 and 6. A small but energetic group at the community visioning workshop



Figures 6-10. Table work at the community vision workshop

Day Two

During the morning, the team toured some of the other areas of Stone Lake, including the residential neighborhoods and the facilities located along Potawatomi Trail. During the tour, the team made notes of their observations and took photographs. In the afternoon, a focus group discussion with administrative staff representing different departments helped to answer remaining questions, clarify issues and provided an opportunity to test some initial ideas from the team. By the end of the day, the team began to draft recommendations and to develop illustrative drawings.

Day Three

On the final day of the mini-charrette, the team worked during the morning to prepare a work-in-progress presentation to the Executive Council (and staff). Later in the afternoon, the team presented a revised version (reflecting feedback from the previous meeting) to community members and staff. Comments and questions from the group provided feedback that has been incorporated into this report.



Figures 11-14. Meeting with staff

CHAPTER TWO: RECOMMENDATIONS

Section I: General Recommendations

1. Complete and adopt the Comprehensive Plan.

The planning department has recently completed a draft Comprehensive Plan, and is currently working on completing some final elements. As a draft, the Plan currently provides an excellent summary of goals, principles, policies and objectives relevant to the management of the assets associated with the tribe's lands. Before final adoption, it will be important for tribal leadership to cultivate broad understanding and acceptance of the plan's policies among tribal members.

2. Develop a full set of place-making tools to guide new projects and overall development, based on the values and principles outlined in the Comprehensive Plan.

As it currently stands, the Comprehensive Plan provides a well-organized and carefully articulated framework of policies, but implementation will require development of a set of tools based on current best practices in planning. The Plan identifies significant challenges related to the diversity of places encompassed by tribal lands, the dispersion of functions and the need for improved connectivity. These tools should include guidelines for urban design, thoroughfare design, landscape management, parks and public space, low-impact development (storm water management), and a network of trails to complement the street network. (An example can be found in the Model Sustainable Development Code prepared for the Sault Ste Marie Tribe of the Chippewa, March 2015).

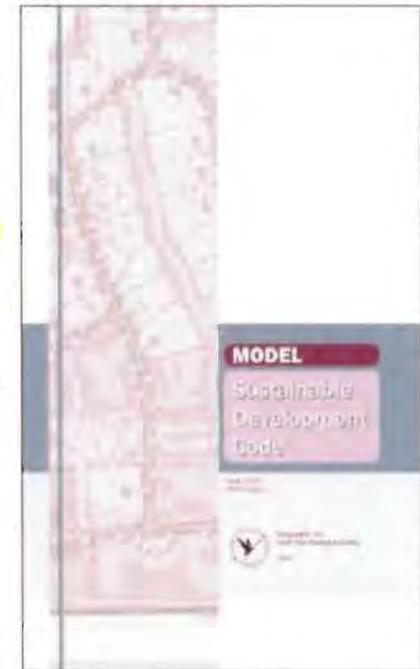


Figure 17. The Sault Ste. Marie Model Sustainable Development Code offers an example of the kinds of tools that might be developed in connection with the FCPC Comprehensive Plan



Figure 15. The draft FCPC Comprehensive Plan provides an excellent framework, clearly articulating a set of values and goals, along with a comprehensive set of recommendations



Figure 16. The Keeper of the Fire (from the draft FCPC Comprehensive Plan)

2a. Develop context-sensitive thoroughfare standards, incorporating low-impact development guidelines.

During the walking audit as well as conversations with staff, a range of safety and maintenance concerns were expressed regarding the roads in the community. In addition, it was noted that there are plans to improve some of the roadways with storm sewers. As roadways are improved, it will be important to establish consistent standards and street sections that are designed to be appropriate to different areas in the community. In addition to contributing to safety and walkability, improvements of the streets should also contribute to creating a distinctive sense of place. For example, the streets in residential areas can and should be different in character and design from the streets within the Stone Lake administrative campus. The differences might include separate bike lanes vs. shared lanes, storm sewers vs. swales, hard sidewalks vs. walking paths, and so on. (See street sections illustrated in figures 18-21.)

2b. Develop landscaping guidelines as a tool for both ecological management and place-making.

Landscaping guidelines can be an important part of achieving goals related to sustainability, and to integrating developed areas both ecologically and aesthetically with the surrounding context. Landscape design is also often the cheapest way to create a sense of place, using landscape materials to shape and define space, to provide a buffer for pedestrians, to create coherence within places and distinctions between places. For example, landscaping can be naturalistic, helping buildings to be visually integrated into a rural landscape, or it can be more formal in arrangement, helping to give visual character to a place. By establishing a palette of preferred landscaping materials, it is easy to give coherence and consistency to decisions over time.

2c. Develop a plan that defines and locates opportunities for diverse housing types and neighborhood configuration.

At the moment, the housing stock consists of only one type: detached single-family housing, arranged on lots of 1 to 1.5 acres. There was some discussion of the possibility of eventually accommodating some multifamily housing. In anticipation of any future diversification of the housing, it would be a good idea to establish a plan — identifying appropriate locations for future development of housing, and creating typical plans for neighborhood configurations to accommodate diverse housing types. The purpose of diversifying the housing and neighborhood types is to accommodate diverse household size and composition, and diverse lifestyle options. For example, some might choose

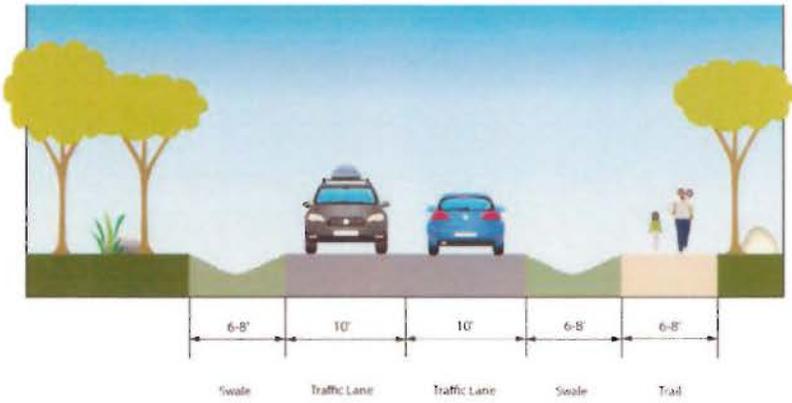


Figure 18. Rural Street, with Trail

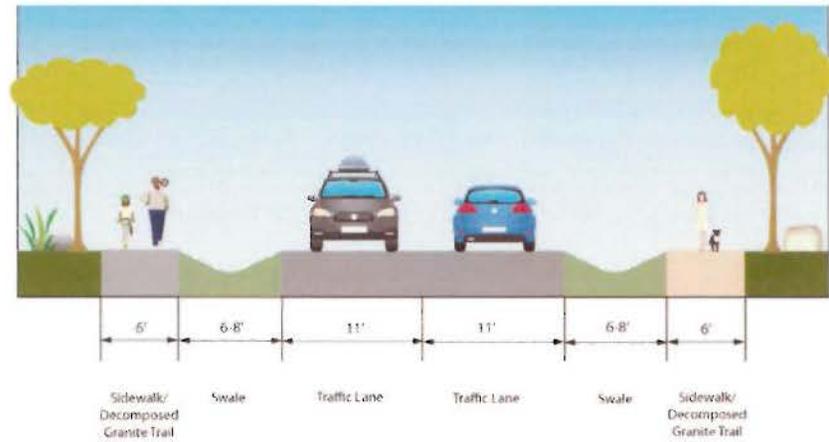


Figure 19. Suburban Residential

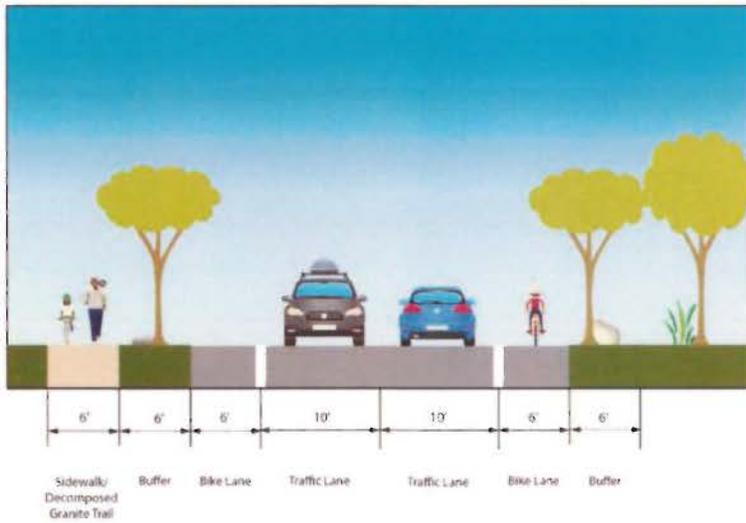


Figure 20. Street Section, Mish Ko Swen Drive looking west

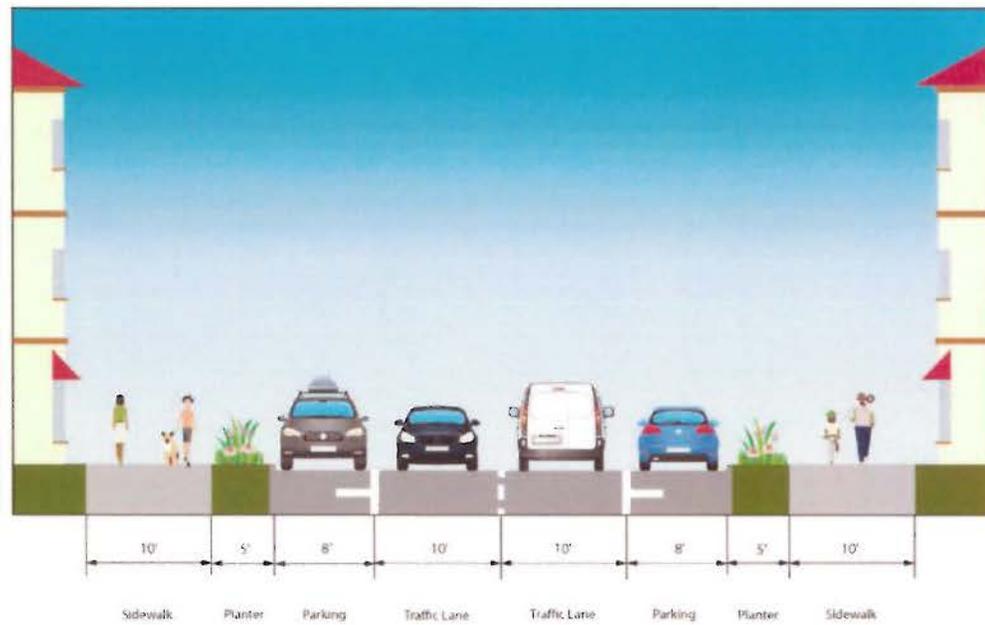


Figure 21. Typical Business Center Street Section

to live in relative isolation, in a rural setting as far as possible from neighbors. Others might choose to live in a cluster of housing related to some shared common facilities (e.g., a park, a playground, a neighborhood community center). Others might choose to live in a mixed use area (as part of the Stone Lake economic development center, for example) where they could easily walk to employment, retail, or services.

2d. Develop an overall plan for tribal lands that identifies distinctive neighborhoods and districts, organizes the location of shared facilities, and defines development standards appropriate to distinct areas.

It was noted that many of the uses encompassed by tribal lands seemed to be dispersed in ways that reflect historical decisions regarding available resources rather than spatial relationships that would encourage convenience, functional efficiency or the definition of meaningful places. Tribal members recalled fondly a time when the community and tribal functions were consolidated along Potawatomi Trail in the Stone Lake Area, and suggested that older members of the tribe tend to regard the Stone Lake administrative campus as primarily for employees rather than tribal members. In particular, the tribe might want to consider a long term plan that would consolidate the administrative functions (including the Department of Natural Resources) in the administrative center; that would locate the pre-school more centrally or conveniently; that might locate elder housing in various locations close to neighborhoods. At the same time, such a plan could identify locations and provide a framework for the allocation of resources to develop neighborhood parks, playgrounds or community centers. In addition to providing convenient amenities for the residents in different areas, such facilities can be important community-building elements.



Figure 22. Overview of land uses in the Stone Lake Area

2e. Develop a regulating plan and a form-based code to guide new development.

A form-based code establishes a vocabulary that includes all of the elements of the built environment that define the character of a place: street sections and block types, building types, the way buildings relate to the street and each other, landscaping, and so on. In conjunction with a form-based code, the regulating plan identifies distinctive areas in terms of their character rather than their use. For example, the regulating plan would define the areas where a more urban street (with curb and gutter, sidewalks, street trees) is appropriate (i.e., in the administrative campus area) as opposed to a more suburban street (i.e., in residential neighborhoods) or a rural road (i.e., in the undeveloped areas). A form-based code and associated regulating plan will be especially important for future development in the Stone Lake administrative campus area, but should also consider developing guidelines appropriate to Carter and Blackwell.

3. Establish “green” building standards.

As part of implementing the sustainability goals of the tribe, it will be important to establish a practical set of standards for such things as energy efficiency, water conservation, and waste management to guide the development of new facilities. There are existing green building standards and scorecards that might be easily adapted to the tribe’s needs. The Wisconsin Green Building Alliance, for example, supports the LEED certification program. In conjunction with adopting green building standards for non-residential buildings, guidelines for residential construction might be associated with development of information and educational resources for tribal members who might be interested in improving the energy efficiency of their homes. For example, green building scorecards for residential structures can help homeowners understand the choices and tradeoffs that can be made. It can also be very effective to develop a demonstration project that provides homeowners an opportunity to see a variety of energy-saving, waste-reducing materials and technology in operation. Such a demonstration home can also be used to house a range of educational and training programs related to the tribe’s sustainability goals.

4. Develop a network of parks and public spaces for community gathering, including both small neighborhood parks and more significant public spaces in the center.

Although the tribe has developed an impressive array of facilities in the Stone Lake area (e.g., the Museum and Library, Health & Wellness Center, the Insurance center, the Executive Administrative Center), there are few places for the community to gather. A network of large and small public spaces would be a crucial component in creating a coherent and attractive built environment that

also expresses the values and aspirations of the tribe as a community, as expressed in the Comprehensive Plan (for example). The recent dedication of the “Keeper of the Fire” statue in Carter is an excellent example. Each of the distinctive areas—Stone Lake, Carter and Blackwell—should have its distinctive places.

5. Develop a defined network of walking trails, ATV trails and bike paths, for connectivity and mobility as well as for recreational purposes.

Tribal members noted that although there are trails in existence, they do not currently connect many of the newer facilities. It was also observed that the informal trails created by ATV riders often result in problems of both safety and environmental degradation. Given the level of ATV (and snowmobile) usage in the community, a system of well-planned, useful and maintained trails could enhance mobility as well as safety. This program should also be associated with the introduction of rules and community norms regarding ATV use in particular.

6. Pursue the possibility of connecting the trail system with the trail segment currently planned along Highway 8 out of Crandon.

Staff reported that there are currently plans to create a trail along Highway 8 out of Crandon. There may be an opportunity to continue this trail and connect to the Forest County Potawatomi Community. In the future this trail could allow children and teenagers living in Stone Lake to ride their bicycles to the schools in Crandon.

7. Work with the Wisconsin DOT to develop safe crossing points along the segment of Highway 8 that divides the Stone Lake area.

The closure of two of the streets connecting to Highway 8 from the Stone Lake campus is a clear indication that the Wisconsin Department of Transportation considers intersections with this high-speed road as potentially dangerous. Tribal members and staff commented on the challenge represented by the intersection with Kwe Da Kik Lane. Fortunately, the relatively low volume of traffic has probably kept the risk lower than it might otherwise be. Even so, there should be at least two designated crossing points for ATVs.

8. Work with the Wisconsin Department of Transportation to develop approved monument signage announcing and celebrating the arrival in the Forest County Potawatomi Community.



Figure 23. Trail behind the Health and Wellness Center, connecting to the Executive Administration building. The team recommends that more of these connections be developed, and that they be better marked as part of the wayfinding system.



Figure 24. Informal ATV trails indicate the need for creating safe crossing points along the highway.



Figure 25. There are currently only the most minimal signs indicating to motorists that they are approaching the Forest County Potawatomi Community



Figure 26. The team recommends consideration of a monument sign to mark arrival in the community

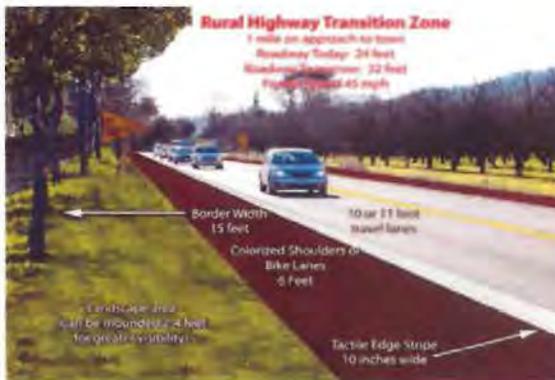


Figure 27. A typical rural transition zone, as might be considered for Highway 8

As one approaches along Highway 8, there is very little to indicate that one has entered a tribal community. Aside from the importance of signage for creating a sense of identity and place, such indications can be important for both safety and commerce. For example, when approaching from Crandon, the left turn on to Firekeeper Road comes up quickly and the fact that the gas station and convenience store are set back from the road means that they are not visible until the last minute. Signage and other indicators that one has entered a community can mean that motorists are more prepared for the turn (if they are looking to enter the Stone Lake area) and more likely to be watching for other activity (such as ATVs or pedestrians crossing the highway). The signage might include an “ATV Crossing” sign.

9. Explore the possibility of creating a “transition zone” along Highway 8, using changes in the treatment of the pavement and/or the shoulder.

In addition to signage, it can be useful to change the treatment of the pavement in a manner that signals to motorists that they are entering a segment of the highway that is different, that is now part of a community. Without affecting the design speeds of the highway, such treatments can alert drivers to the possibility that there will be people and vehicles along or crossing the highway. Such treatments can both enhance the safety of such crossings and contribute to creating a sense of place.

10. Develop a system of wayfinding elements designed to be both functional and culturally-appropriate in connection with reflecting the identity of the community.

It was noted that there are very few signs, identifying buildings on the Stone Lake campus or providing guidance when it comes to moving between them. A system of wayfinding elements is significant not only for functional reasons (i.e., helping both members and visitors find their way around), but also can become a significant way to define the place. Wayfinding elements reflect the names of places within the community, and can be artfully designed to contribute to the visual and aesthetic character of the place. A common design or theme for the wayfinding signs can also help create a greater sense of community.



Figure 28. The head of the newly developed trail behind the C-Store is currently almost invisible. It should be marked and celebrated, not allowed to remain hidden behind the dumpster.

Section 2: Stone Lake Campus Recommendations

1. Develop a network of pedestrian walkways, bike lanes, and trails to connect existing buildings.

Although employees on the Stone Lake campus are encouraged to walk because of its potential health benefits, there is significant concern with regard to the safety of pedestrians walking along Mish ko swen Drive. During the walking audit, it was noted that some people walk along the side of the street, some feel safer in the grass along the road. In general, the environment is not conducive to walking, offering neither clearly marked walkways or conditions necessary to make walking safe and comfortable.

1a. Use paint to designate high-visibility crossings along the roads and in the parking lots.

One easy and inexpensive way to enhance walkability is painting high visibility crossings across any lanes designated for vehicular traffic. Such crossings contribute to safety by reminding motorists to look out for pedestrians and clearly define paths that encourage walking between buildings.

1b. Create bike lanes along Mish ko swen Drive.

Although it was observed that bicycling is currently not a commonly used mode of transportation, it is likely to be more common if the streets were improved in a manner that supports and encourages bicycle use. This could be especially true as the market and economic development area are developed in the future, creating more reasons for people to travel between the two ends of Mish ko swen Drive in the course of a day. (In the future, the tribe might even consider implementing a program of community bikes for employees to use during the day.)

1c. Create a pedestrian walkway along the south side of Mish ko swen Drive.

A pedestrian pathway along the south side of Mish ko swen Drive would enable employees to walk, even in small groups, from the administrative area to the C-Store, and to other facilities to be developed in the Market area of the Stone Lake campus. Rather than invest in a paved sidewalk in the near future, it is possible to create a relatively inexpensively surfaced pathway. As usage increases, the tribe might then consider further improvements. As a general rule, if there is any doubt regarding the value of a change of this sort, it is recommended that the concept be tested with a relatively inexpensive solution.



Figure 29. Well-marked crosswalks help to guide pedestrians and slow motorists for safety



Figure 30. In its current condition, few bicyclists would try to compete with cars for a place on the road



Figure 31. This image illustrates the way bike lanes might be designated on Mish ko swen Road



Figure 32. Map above shows bike lanes and walking paths along Mish ko swen Drive, trail connections between buildings and marked crosswalks (circled in yellow).

1d. Create a pedestrian trail linking the Executive Administration Center to the insurance building and the Health & Wellness Center.

There is an opportunity to create more comfortable, inviting and well-marked pathways linking the various facilities that make up the administrative campus.

2. Pursue development of a small grocery store and café to the west of the C-Store.

During the workshop, a number of tribal members mentioned the desirability of a grocery store, a convenient place where they can get healthy food on a daily basis. Members also mentioned the desirability of developing a small café or coffee shop in this area. This location offers several advantages. In addition to being relatively central in relation to tribal lands, proximity to the highway would enable the store to take advantage of a broader customer base. One of the biggest challenges when trying to arrange access to healthy food in a relatively small community is that it can take a minimum of 300 households to support a small store. This location—visible from the highway and located near the existing gas station—would be able to draw support from a broad area. This is es-

pecially true if the business were to be developed in a way that enabled it to offer a selection distinctive enough that it might even become a destination as well as a convenient stop.

3. Define the area designated for “economic development” as a “Tribal Business Development Campus,” planned to facilitate and support an emerging mix of uses over time.

This concept plan reflects a convergence of several ideas that emerged in the course of the conversations with staff and tribal members. The possibility was discussed that this area (north of the C-Store, across Mish ko swen Drive, and at the termination of Firekeeper Road) might be planned to accommodate retail, office and perhaps even light manufacturing. There was also some discussion of the idea of a “business incubator.” In related conversations, it was noted that there is a need for opportunities that might motivate youth to develop job-related skills and knowledge. The idea of a Tribal Business Development Campus would be that it would provide opportunities for employment for tribal members, support for development of small tribal businesses, and opportunities for youth to experience internships, to develop mentoring relationships with tribal business leaders, and to see possibilities to develop businesses that interest tribal members (especially youth). This campus could be associated with development of an educational facility that could link learning opportunities directly to on-going business activities. Across the country, there is concern to link secondary and post-secondary education more directly to the world of practical employment. This campus could provide an innovative opportunity to address issues of educating tribal youth at the same time as it provides significant economic development opportunities within the community. Such an approach would be in line with current thinking regarding tribal economic development, which represent a shift from a conventional focus simply on the bottom line to a focus on nation-building (see Harvard report at <http://hpaied.org/about>).

Figure 34 is a sketch illustrating some basic urban design principles that might be applied to this campus. The plan envisions relatively intensive development, in part to illustrate how much could be accommodated by such a structure of streets and blocks. The campus north of Mish ko swen Drive encompasses about 15 acres.

1. Buildings are arranged in a way that defines spaces in between—attractive and pedestrian-friendly streets, as well as a large green (as a significant civic space) and smaller parks or plazas.
2. Parking is handled by a combination of on-street spaces (for convenient short visits) and lots located behind the buildings.
3. Street trees and landscaping are used to enhance the character of the streets and integrate the development with the surrounding landscape.



Figure 33. Empty land across from the C-Store offers a plausible site for a grocery and café, visible from the highway

Figure 34. A conceptual plan for the tribal business development area, illustrating a possible layout of streets and blocks



4. The design of public spaces reflects culturally appropriate symbols, helping to give the place a distinctive identity.
5. The small tower or monument in the center of the green, framed by buildings on either side, is a strong visual focal point terminating the view from the highway and up Firekeeper Road. Such arrangements create both a clear identity for the place and a dramatic sense of arrival from the highway.
6. Streets and parking areas can be designed and built in a way to take advantage of low-impact development guidelines, reducing impacts on the watershed and the local ecology.
7. Development can be phased so that it appears complete at each point in the process. For example, phase I might include a building on either side of the green, defining the open space between. Each additional phase would be organized to complete another segment of street, another block.
8. The layout of streets and blocks provides the location for any necessary infrastructure (water, sewer, electricity, etc.), enabling each successive phase to find its place and contribute to the overall environment.
9. Once the framework is established in this way, each successive project can contribute to the character and identity of the whole, taking advantage of a growing synergy, while both the types of businesses and its architecture can be free to respond as needed to specific demands relevant at the time. For example, if the first phase includes offices for tribal business, a business incubator, and perhaps a "hub" for small businesses, a second phase might accommodate a larger business that grows out of this, or that sees advantages in co-location on the campus.

4. Create public space that offers opportunities for community gathering, and that reflects the values and aspirations articulated by the community.

The large green in the Tribal Business Development Campus is one example of the kind of community gathering space that can be created. Just as the arrangement of traditional villages (in cultures around the world) have always defined community space at the center, the siting of new buildings should consider opportunities to connect different functions, to take advantage of the opportunities created by co-location, and to define meaningful as well as useful spaces in between.



Figure 36. A perspective view of the tribal business development area



Figure 35. An active farmers' market can offer access to fresh healthy food, an economic opportunity for farmers and entrepreneurs, and can be a significant community-building element

5. Expand the emerging Farmers' Market and create infrastructure to honor and support it.

A small market has been established on Thursdays in the parking lots to the south of the C-Store. Communities around the country have been discovering the value of such markets as opportunities to enable access to fresh and healthy foods, but also as community-building institutions. Such markets often become community gathering places, but also opportunities for community members to interact with people from outside the community (both as vendors and as fellow customers). In addition to encouraging the market activity to grow, the market could be supported with additional infrastructure, including access to power and water for the vendors, but perhaps also a market pavilion (or barn). Such a pavilion could provide seating opportunities and shade for the customers of food vendors, space for music and performance, and perhaps shelter that could extend the season during which the market could operate.



Figure 37. An example of the way buildings along a street, along with street trees, can give form and character to public space. The clock tower would be visible from the other end of Firekeeper Road.

6. Re-design Firekeeper Road to provide a more attractive entrance to the area.

In figure 37, the Grocery and Market Pavillion are placed to frame the entrance to the community. The placement of buildings is the most fundamental and effective way to create a sense of arrival. It might also be possible to achieve a similar effect in the short term by placing street trees lining Firekeeper Road. Street trees would also frame whatever structure terminates the view. Currently, the lighted sign announces arrival in the Forest County Potawatomi Community, but is barely visible and not legible from Highway 8. A structure visible from the highway, even without signage, would do more in this regard.



Figure 38. View up Firekeeper Road. The community sign is barely visible at the end of the street



Figure 39. The community sign becomes visible near the intersection



Figure 40. There are already examples of public art on the Stone Lake Campus. A public art program could help to give the place a stronger sense of identity

Section 3. Programmatic Idea Recommendations

1. **Create an economic development strategy that is oriented to building local business and engaging youth.**

In a number of conversations, it was noted that one of the challenges facing the tribe is the challenge of productively engaging youth. In spite of these comments, however, it was heartening to see many young people attending our meetings and offering excellent ideas for the future of the community. There are opportunities to orient an economic development strategy to nation-building in this sense, engaging the youth by creating sustainable and constructive opportunities for them.

2. **Develop a plan and program for commissioning and installation of public art.**

The most fundamental elements of place-making have to do with architecture and urban design (for example, the spatial arrangements of buildings, streets, and blocks). In addition, the decorative arts can be an important way for a community to create a strong sense of place that reflects their shared values and vision. More and more communities are recognizing the value of creating a strategic plan for the incorporation of public art in various ways—not just in the form of art installations (sculpture, murals, etc.), but in the artful design of functional elements such as signs, street lights, street furniture and landscaping. A public art program can establish opportunities for collaborative artistic expression (such as murals), installations of works by professional artists, display of art from within the community, and artful treatment of community buildings and equipment.

3. **Explore the possibility of developing venues for community gatherings, including spaces for music, dance and theater.**

As the team toured the community, it was noticed that there were no outdoor gathering areas on the Stone Lake campus. The multipurpose room in the Museum is currently being used for a wide variety of functions, and is seemingly well designed for that purpose. As public spaces are defined in and around different areas, the tribe might consider creating different kinds of outdoor gathering spaces. For example, a little grading, a few railroad ties and a platform can be used to turn a slope into an outdoor amphitheatre.

4. **Explore a variety of programs to facilitate mobility.**

Currently, each tribal member is responsible for their own transportation, whether it is a car, ATV or walking. In connection with the tribe's sustainability goals, there might be other ways to encourage different modes of travel (and, most importantly, reduce the number of vehicle miles traveled).

Opportunities to enhance pedestrian mobility have been discussed above. In addition, the tribe might explore something like a community bike program. This would involve something as simple as filling a bike rack outside the administrative building with bicycles that could be used by employees for errands during the day (e.g., going to the Health & Wellness Center, making a quick trip to pick up lunch at the C-Store). Once development starts to take place in the economic development area, there might even be an electric jitney to shuttle people between parts of the Stone Lake campus. Typically, it is children and the elderly who are most challenged when it comes to mobility. As the community grows, it would be beneficial to track the numbers and patterns of trips and identify opportunities to increase mobility (especially for children and seniors) by introducing other modes of transportation.

Section 4: Process Recommendations

1. Increase communication and coordination between departments.

In a number of the conversations, it was noted that there are occasional difficulties that result from limited communication between departments responsible for different aspects of managing projects as well as daily operations. The first step in breaking down the tendency to operate in relatively isolated “silos” is to establish a common set of goals and objectives, as part of a strategic plan that enables the management of each division to understand their role in relationship to the whole, and to assess their efforts in relationship to shared goals. These shared goals would be subject to regular review, and work connected to these goals would be the focus of regular meetings that would involve all the departments.

2. Develop a strategic plan that sets priorities and organizes projects on a timeline.

Staff as well as tribal members commented on a tendency for projects to happen without clear coordination between them, and sometimes for some projects to be dropped while others are moved forward without a clear reason. Some of these comments might well reflect perceptions related to issues of communication, but some suggest a need for coordination as well as consistent communication (between departments, as well as between the administration and tribal members).

There would be several advantages in establishing a strategic plan that can guide the administration and that can provide the basis for on-going communication with tribal members. Such a strategic plan might include the following:



Figure 41. A typical bike share rack. Source: McNally Smith College.

- a. Organize projects in connection with broad tribal values and goals.
- b. Identify projects that can be accomplished in the short term, mid-term and long term. This is a matter of the practicality associated with funding as well as the setting of priorities.
- c. Set priorities and assess progress toward the achievement of goals on an annual basis.
- d. Establish a clear distinction between the planning functions and the project management functions.
- e. Clear designation of project champion/project management, in the context of an overall strategic plan, that includes longer term goals around which there is some substantial consensus.

3. *Establish a regular, frequent and organized process of consultation with the tribal membership in connection with the allocation of resources to community development projects.*

In the Comprehensive Plan, it is mentioned that one of the goals would be to increase the “social capital” of the community. The concept of social capital has come out of a body of research in sociology and political science that has attempted to identify the social foundations necessary to support effective democratic governance. Research has also found that relatively high measures of social capital in a community are associated with higher levels of satisfaction with local government, as well as positively associated with measures of physical and mental health, lower levels of crime, and generally higher quality of life for residents. However, this research has also linked high levels of social capital with the presence of a diverse assortment of voluntary associations, with active voluntary participation in a variety of community activities, and the way association in a variety of settings promotes norms of reciprocity and trust among community members. In order to increase social capital (and the level of civic engagement), the research suggests that it is necessary to increase voluntary association both between people with common interests and between groups representing different interests across the community.

Comments made by staff and tribal members, as well as turn-out for the meetings scheduled during the mini-charrette, would seem to suggest a somewhat low level of engagement by tribal members on a day to day basis. Such a condition manifests in low turnout at meetings but also a tendency for meetings to be plagued by suspicion rather than effective collaboration in solving problems.

To the extent that this really is an issue in the community, the practice of providing direct monetary incentives for engagement can be potentially counterproductive, encouraging the idea that one only engages when it serves one’s individual and immediate interest to do so.

One potential antidote to this tendency would be to create opportunities for effective voluntary

participation, in which people might discover motivations that are more generalized and indirect, reflecting their common interests. For example, the tribal administration might set aside a budget to be invested in specific areas of the community (e.g, particular residential neighborhoods, Carter or Blackwell). The specific uses of that budget would then be put in the hands of an association of tribal members most directly affected in those areas. For example: if there is \$100,000 allocated to a neighborhood, the neighbors get to decide if the money is used to create a pocket park, to install street signs, to build a sheltered stop for the school bus, or to acquire new playground equipment. In the end, the neighborhood plan (allocating this budget to projects) would reflect a very local consensus. The result would be that the leadership is regarded as responsive, as serving the needs of constituents, and members are empowered to make decisions, given the opportunity to work together in that regard (building social capital), and get used to the idea that one might choose to be involved for broader reason than a specific incentive to show up to a meeting.

CHAPTER THREE: SUMMARY OF RECOMMENDATIONS

In the following section, we have organized the recommendations (explained in detail above) into “Short Term,” “Medium Term,” and “Long Term” recommendations.

There is one overarching recommendation that we believe deserves to be one of the first tasks in the short-term. During the team’s visit, we were able to get very little sense of the goals and priorities of the members of the Executive Council. As a result of the limitations of community engagement in these processes, we were unable to gauge the extent to which either tribal members or tribal leadership share the goals and aspirations articulated so clearly and effectively in the Draft Comprehensive Plan. We would recommend that the leadership initiate a facilitated process focused on articulating a shared vision, defining a set of goals and priorities for the short-term, medium-term, and long-term, and aligning those goals and priorities with the concerns and values of the tribal members. The process could be associated with finalizing the Comprehensive Plan, but the real goal would be to build a shared understanding of a coherent strategy for community development, and a foundation for clear and effective communication, ideally alleviating tendencies toward the sort of divisive internal politics that can make it difficult for even a small community to move forward.

Short-Term Recommendations (1-2 years)

From Section 1: General Recommendations

- 1.1 Complete and adopt the Comprehensive Plan.
- 1.2 Develop a full set of place-making tools to guide new projects and overall development, based on the values and principles outlined in the Comprehensive Plan.
 - 1.2a. Develop context-sensitive thoroughfare standards, incorporating low-impact development guidelines.
 - 1.2b. Develop landscaping guidelines as tool for both ecological management and place-making.
- 1.3. Establish “green” building standards.
- 1.6. Pursue the possibility of connecting the trail system with the trail segment currently planned along Highway 8 out of Crandon.

- 1.8. Work with the Wisconsin Department of Transportation to develop approved monument signage announcing and celebrating the arrival in the Forest County Potawatomi Community.
- 1.9. Explore the possibility of creating a “transition zone” along Highway 8, using changes in the treatment of the pavement and/or the shoulder.

From Section 2: Stone Lake Campus Recommendations

- 2.1. Develop a network of pedestrian walkways, bike lanes, and trails to connect existing buildings.
 - 2.1a. Use paint to designate high-visibility crossings along the roads and in the parking lots.
 - 2.1b. Create bike lanes along Mish ko swen Drive.
 - 2.1c. Create a pedestrian walkway along the south side of Mish ko swen Drive.
 - 2.1d. Create a pedestrian trail linking the Executive Administration Center to the insurance building and the Health & Wellness Center.

From Section 4: Process Recommendations

- 3.1. Increase communication and coordination between departments.
- 3.2. Develop a strategic plan that sets priorities and organizes projects on a timeline.
- 3.3. Establish a regular, frequent and organized process of consultation with the tribal membership in connection with the allocation of resources to community development projects.

Medium-Term Recommendations (2-5 years)

From Section 1: General Recommendations

- 1.2c. Develop a plan that defines and locates opportunities for diverse housing types and neighborhood configuration.
- 1.2d. Develop an overall plan for tribal lands that identifies distinctive neighborhoods and districts,

organizes the location of shared facilities, and defines development standards appropriate to distinct areas.

- 1.2e. Develop a regulating plan and a form-based code to guide new development.
- 1.7. Work with the Wisconsin DOT to develop safe crossing points along the segment of Highway 8 that divides the Stone Lake area.
- 1.10. Develop a system of wayfinding elements designed to be both functional and culturally-appropriate in connection with reflecting the identity of the community.

From Section 3: Programmatic Idea Recommendations

- 3.1. Create an economic development strategy that is oriented to building local business and engaging youth.
- 3.2. Develop a public art plan and program for commissioning and installation of public art.
- 3.3. Explore the possibility of developing venues for community gatherings, including spaces for music, dance and theater.
- 3.4. Explore a variety of programs to facilitate mobility.

Long-Term Recommendations (5-10 years)

From Section 1: General Recommendations

- 1.4. Develop a network of parks and public spaces for community gathering, including both small neighborhood parks and more significant public spaces in the center.
- 1.5. Develop a defined network of walking trails, ATV trails and bike paths, for connectivity and mobility as well as for recreational purposes.

From Section 2: Stone Lake Campus.

- 2.2 Pursue development of a small grocery store and café to the west of the C-Store.
- 2.3. Define the area designated for “economic development” as a “Tribal Business Development Campus,” planned to facilitate and support an emerging mix of uses over time.
- 2.4. Create public space that offers opportunities for community gathering, and that reflects the values and aspirations articulated by the community.
- 2.5. Expand the emerging Farmers’ Market and create infrastructure to honor and support it.
- 2.6. Re-design Firekeeper Road to provide a more attractive entrance to the area.

APPENDIX

1. Community Values from the Opening Workshop “Values” Wall

- Culture
- Lands and Resources
- Traditions
- Family
- Education

2. Table Maps



Figures 42 and 43. Values Wall



Table #2



Table #4

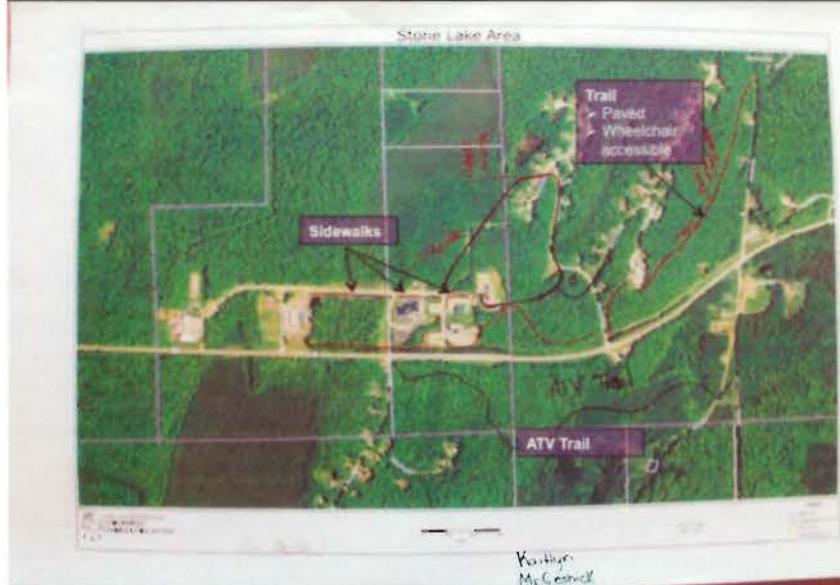


Table #3

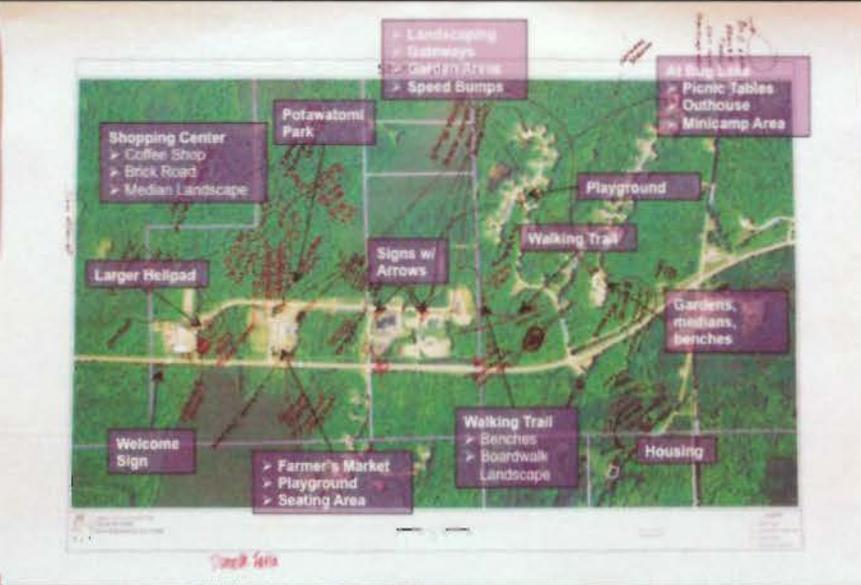


Table #5