



## Little River Band of Ottawa Indians

375 River Street  
Manistee, MI 49660  
(231) 723-8288

### Resolution # 05-0914-454

#### *Adoption of Little River Band of Ottawa Indians Land Use Plan*

WHEREAS, the status of the *Gaá Čhíng Ziibi Daáwaa Aníshinaábek* (Little River Band of Ottawa Indians) as a sovereign and Treaty-making power is confirmed in numerous treaties, from agreements with the initial colonial powers on this land, to various treaties with the United States; and

WHEREAS, the Little River Band of Ottawa Indians (Tribe) is descended from, and is the political successor to, the Grand River Ottawa Bands, signatories of the 1836 Treaty of Washington (7 Stat. 491) with the United States, as reaffirmed by federal law in P.L. 103-324, enacted in 1994; and

WHEREAS, the Tribe adopted a new Constitution, pursuant to a vote of the membership on May 27, 1998, which Constitution became effective upon its approval by the Assistant Secretary-Indian Affairs on July 10, 1998; and

WHEREAS, the Tribe adopted amendments to the Constitution on April 26, 2004, which became effective upon approval by the Assistant Secretary-Indian Affairs on May 13, 2004; and

WHEREAS, the Tribal Council is authorized under Article IV, Section 7(a) to provide for the public health, peace, morals, education and general welfare of the Little River Band and its members; and

WHEREAS, the Tribal Council is authorized under Article IV, Section 7(a)(4) to provide for the manner of making, holding and revoking assignments of the Little River Band's land or interest therein; and

WHEREAS, the Tribal Ogema is authorized under Article V, Section 5 (a) (8) to manage the economic affairs, enterprises, properties (both real and personal) and other interests of the Tribe, consistent with ordinances and resolutions enacted by the Tribal Council; and

WHEREAS, the Ogema and Tribal Council recognizes the need to formulate and adopt a Land Use Plan to address anticipated growth, housing, business and retail development, protection of culturally sensitive areas and other natural resources, and to promote compatibility with surrounding communities; and

WHEREAS, preparation of the Land Use Plan by the Tribal Planning Department, with technical assistance by the firm Gosling-Czubak Engineering Sciences, involved work sessions with the project staff, Ogema, Tribal Council, and public meetings held by the Planning Department; and

WHEREAS, the proposed Land Use Plan attached hereto with the input received during the 2002 land use visioning session, the 2003 strategic planning process, and the 2004 community survey results;

WHEREAS, the following Guiding Principles are found to be furthered by the proposed land use plan:

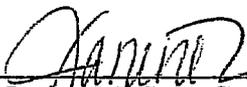
- Promote and exercise sovereignty
- Establish community identity
- Maintain natural corridors
- Keep cultural preservation a main priority
- Diversify the economy
- Advocate for lands within the Reservation's Boundaries
- Celebrate Agriculture
- Provide Tribal services in different locations
- Promote and strengthen family wellness in a cultural context
- Promote communication, understanding and trust
- Employ Seven Generation thinking

IT IS NOW THEREFORE RESOLVED THAT the Tribal Council of the Little River Band of Ottawa Indians hereby adopts the proposed Land Use Plan dated September 14, 2005

IT IS FURTHER RESOLVED THAT a certified copy of the adopted Land Use Plan, with a copy of this Resolution, shall be forwarded to all Tribal committees and commissions, Departmental Directors, and to appropriate neighboring jurisdictions and planning agencies.

**CERTIFICATE OF ADOPTION**

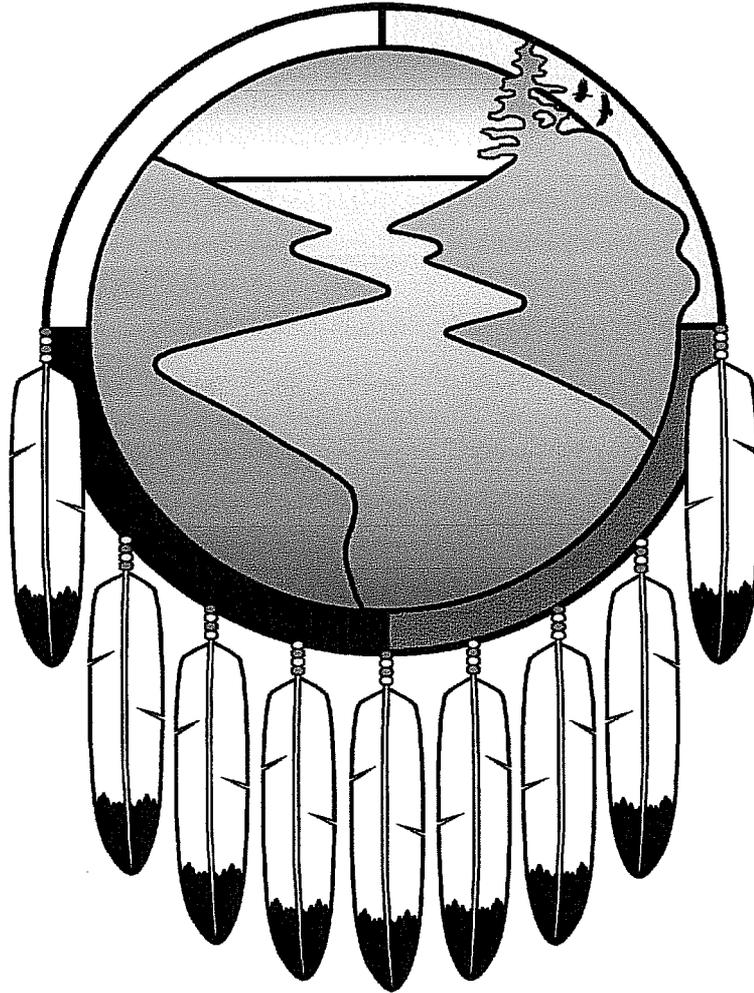
I do hereby certify that the foregoing resolution was duly presented and adopted by the Tribal Council with 8 FOR, 0 AGAINST, 0 ABSTAINING, 0 ABSENT, and 1 VACANT, at a Regular Session of the Little River Band of Ottawa Indians Tribal Council held on September 14, 2005, at the Little River Band's Dome Room in Manistee, Michigan, with a quorum being present for such vote.

  
\_\_\_\_\_  
Janine M. Sam, Council Recorder

  
\_\_\_\_\_  
Stephen Parsons, Council Speaker

Attest:

Distribution: Council Records  
Tribal Ogema and Tribal Court



**Little River Band of Ottawa Indians**

**Future Land Use Plan**

**Adopted September 14, 2005**

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# **I. EXECUTIVE SUMMARY**

## **Background/History**

In 1999, the Little River Band of Ottawa Indians (LRBOI) owned approximately 2,000 acres of land within the original 1836 and 1855 Reservation boundaries that consisted of approximately 70,000 acres in what is now known as southern Manistee County, and more than 84,000 acres in what is now known as Mason County. The LRBOI plans to continue purchasing lands within these areas for historical, spiritual, environmental, economic, and development purposes.

LRBOI has experienced rapid growth of its population and building construction over the past five years, especially in the vicinity of US-31, M-22 and the Little River Casino. A significant amount of new growth is likely to occur over the next 5-20 years and a plan is needed to show how and where growth will be accommodated within the original reservations, or elsewhere, during this timeframe.

## **The Planning Process**

LRBOI engaged Gosling Czubak Engineering Sciences (GCES) to develop a Future Land Use Plan to address this future growth. The overriding premises of the land use planning process as envisioned by the LRBOI are:

1. To strengthen the Tribe's ability to make decisions on development proposals that are clear and concise, reflecting the heritage, traditions, and culture of the Tribe.
2. To identify the basic philosophy of the Band's community image and role in the region.

The planning process involved the Tribal Community, including the Ogema, the Membership, the Tribal Council, and the Administration in the formulation of goals and guidelines for how and where the LRBOI Community should grow and how that future growth will look and function. This is a Tribal-based plan that emanates from the Tribal Community and its leadership, with GCES serving as facilitator.

## **Plan Use and Content**

It is intended that the LRBOI Future Land Use Plan (Plan) will aid leadership in addressing anticipated growth and the amount of land that may be required to accommodate it. This Plan also addresses the location and protection of culturally sensitive areas; natural resources systems, visual quality, evolution of "Sense of Place," the need for housing, business, and retail development; location of future governmental and social services; and the need for compatibility and intra-governmental relationships with surrounding communities.

### **Reestablish Historical Patterns and Use**

While much of the land within the original reservations is now part of the Manistee National Forest or in private hands, this Plan intends to assist in the re-establishment of the historical Tribal use of the larger reservation and the role any such lands might play in furthering the Tribal tradition, heritage, and culture as the basis for acquisition decisions. It also evaluates the current nature and use of these lands.

### **Provide Guidelines for Development**

This Plan defines and illustrates the standards and criteria for development proposals that further the Tribe's cultural policies and reinforce decision-making relative to such proposals. It also identifies and illustrates the basic philosophy and character of the Little River Band's community image and role in the region.

### **The Plan Document**

This process has resulted in the written and graphic Land Use Plan, which establishes a general plan layout for the reservation and develops clear and concise recommendations, strategies, priorities, and action steps for plan implementation. The Plan includes land acquisition recommendations and the development of concepts for commercial, business, and housing developments that are reflective of the philosophy and values of the LRBOI and provide guidance to the Tribe in evaluating such proposals. The Future Land Use Plan is the "where" and "how to" document that reflects the directions agreed upon by the Tribal Community and its leadership.

## **II. VISION STATEMENT**

*Think of how you would want land uses within the 1836 and 1855 Reservation areas to look, feel, function, and connect twenty years into the future. The following description places you into that future and describes how land use within the Reservation areas have occurred, due in part, because Tribal members proactively planned for it. Is this what you hoped would have happened?*

Lands in the 1836 and 1855 Reservations were used by our grandfather's grandfathers and will be used by our grandchildren's grandchildren. We have embraced our historical land use and environmental patterns and have applied them to the medicine wheel for land use planning. In twenty years, the Anishinabek people are viewed as successful land use custodians:

We are the Ogimaniniwok and Ogimaniniikwek (*leaders*) in environmental stewardship, infrastructure management, service provisions, and cultural preservation. Our distinct philosophy in embracing the Medicine Wheel has been applied to these four land use components equally balanced.

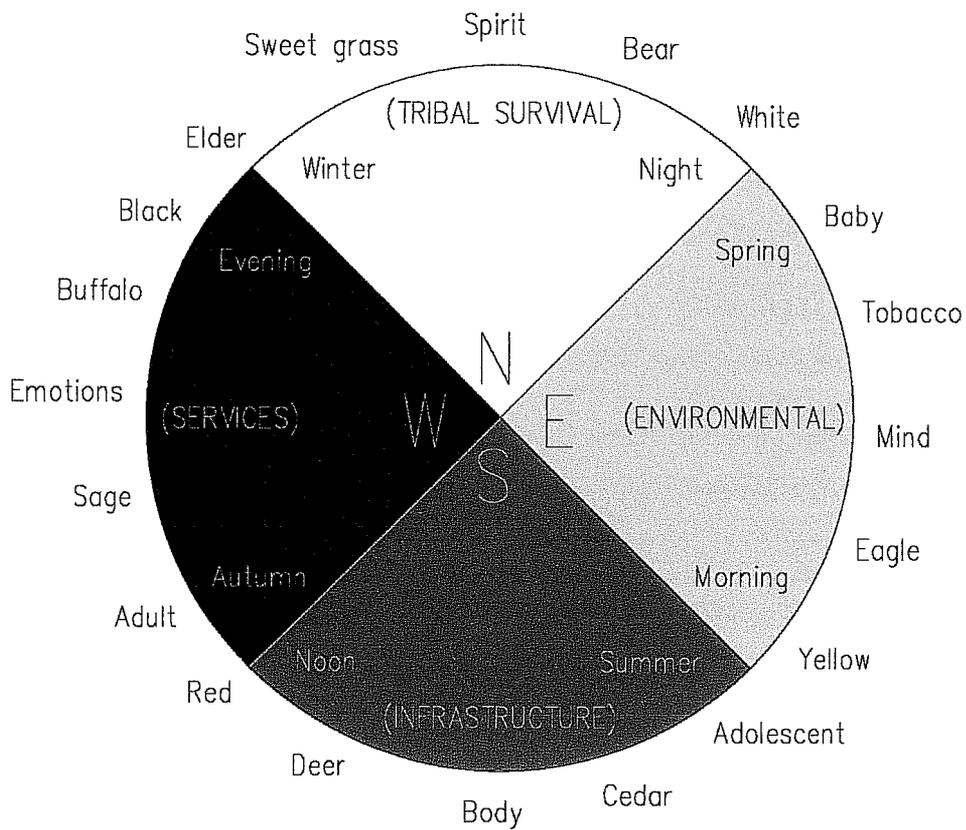
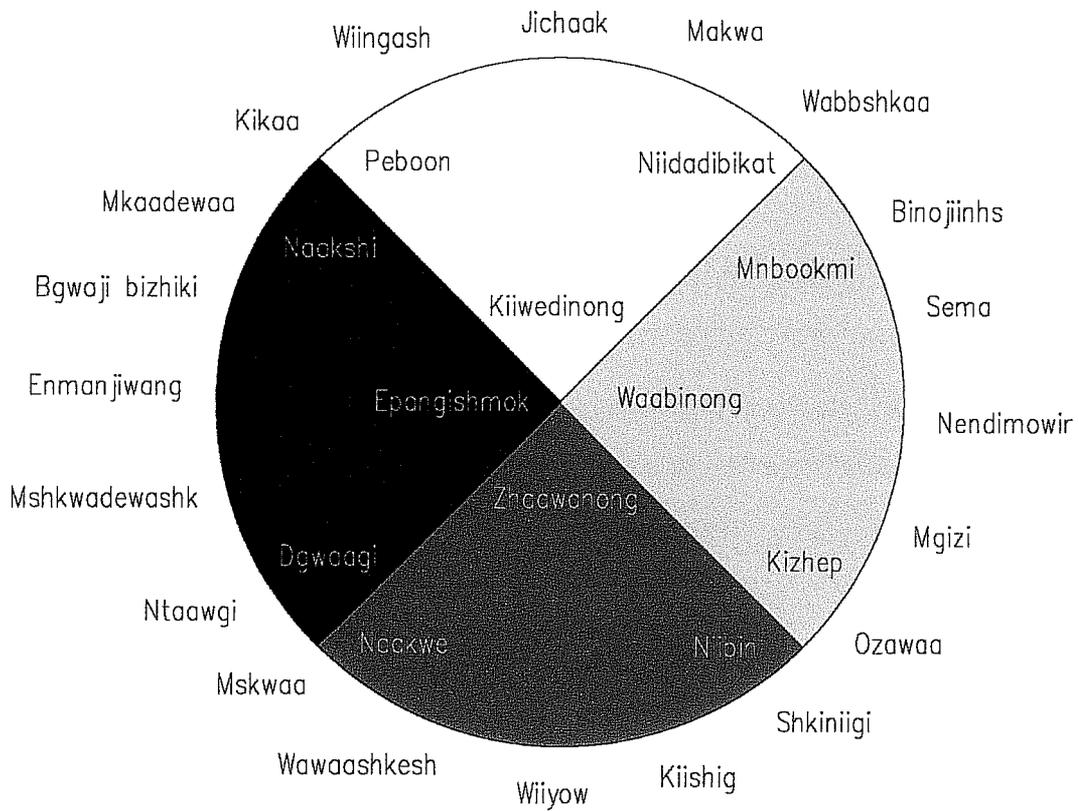
On the east side of the land use Medicine Wheel is the Waabinong (*Environmental aspect*), which is the protection of the Aki (*Earth*), the purity of air and water, and natural resource management. On the south side is Zhaawanong (*Infrastructure*), which are policies regarding how much is provided, where it is provided, what types are provided, and to whom it is provided. Epangishmok (*Services*) is on the west side and represent the programs that are offered directly or indirectly to our citizens. Completing the circle is the Kiiwedining (*Tribal Survival*) on the north side, the items that give us our identity and existence: language, art, traditions, and culture. Every piece of land has each of these elements.

Like the Medicine Wheel, all of the land uses are interconnected and complement each other. Development has been guided by the Medicine Wheel and was not solely driven by economics. Because development was planned using this approach, development costs were lower, more services were provided in an economical manner, and the natural resources were protected. Specifically, we have insured that:

- Lands with fragile or sensitive natural characteristics, such as wetlands and wildlife habitat along the Manistee River and Pere Marquette River have been protected. Development was successfully integrated with watershed and ecosystem management initiatives, animal and vegetation vitality, and Tribal member life-sustaining activities like fishing, gathering, and hunting.
- Like our ancestors, population areas were built in areas using nature as guidance. Buildings were placed where they would not be in conflict with the natural or cultural patterns. Buildings were designed to be integrated with nature, not separate. Careful infrastructure (water, sewer, and roads) planning helped guide and control where development occurred.

- These development patterns have created communities where services such as schools, hospitals, and cultural gathering areas are located near where people live. Land use planning has provided a nurturing family environment and made this a place where our membership enjoys living.
- People of all ages live here and are able to share in the culture, art, and traditions. The Anishinaabemowin, language of the Anishinabek, is spoken frequently here. Because this is a desired place, a majority of our membership lives here and keeps cultural education and preservation a priority. An important component of our cultural preservation is the use of natural resources for Tribal member life-sustaining activities. Stewardship of the natural resources has insured abundance for generations to come.

The 1836 and 1855 Reservations welcome the Seventh Generation with feelings of sustainability, community, and vitality to them and to Grandmother Earth. Our design and land use premises of our plan are based on their symbiotic relationships like the separate but touching parts of the Medicine Wheel. "... The four are interdependent, if one is ignored the others will suffer" (*Jay Sam, Tribal member*).

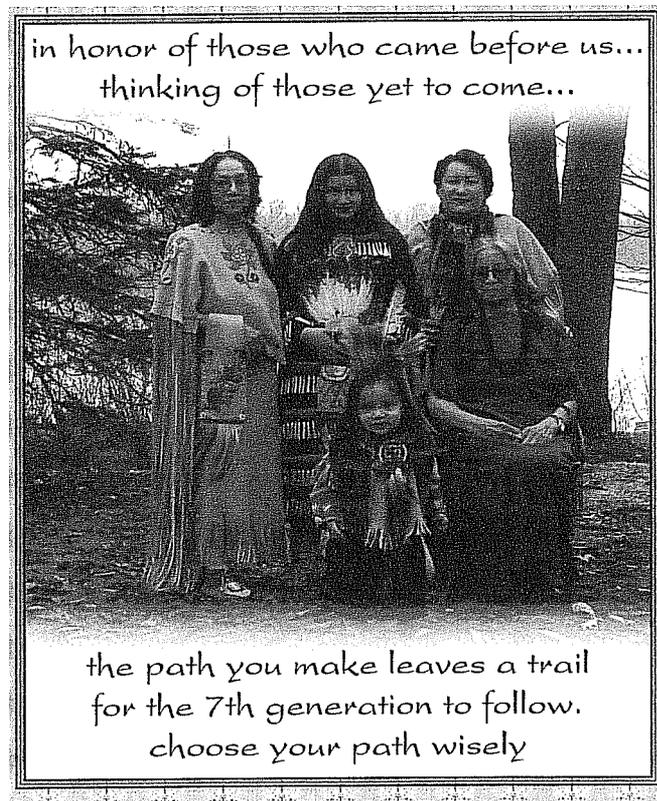


- Provide opportunities for a wide range of housing types to satisfy the lifecycle needs of Tribal residents.
- Disperse affordable housing throughout the reservation areas, rather than concentrating it in large developments.
- Permit mixed-use developments and accessory dwelling units.

**Promote communication, understanding and trust.** Communicate, communicate, and communicate! Keep members informed of Tribal activities. Be aware of people's opinions, concerns, and delights. Also, be a good neighbor and let surrounding municipalities know what is occurring, as well as listening to their thoughts and concerns.

- Publicize meetings and events.
- Publish meeting minutes and occurrences.
- Encourage members to talk with Tribal Council and Staff.
- Use e-mail, but know that not everyone has or wants it.
- Promote the Ezhiwebaak and other publications.

**Think Seven Generations.** What is happening today is because of what happened in the past. What you do today will affect the future. Always think in terms of tomorrow, how will the actions of today affect your children in ten years and how will it affect your children's children in thirty years?



### **III. GUIDING PRINCIPLES**

The following are planning principles regarding land use in the 1836 and 1855 reservation areas. The Guiding Principles are based on public input received during the 2003 strategic planning process, 2002 land use visioning session, 2004 community survey results, and public input during the 2004 land use master plan process. These statements are to be reviewed and used when making decisions regarding land use.

**Promote and exercise sovereignty.** To ensure the sustainability of the Little River Band of Ottawa Indians, there needs to be commitment to sovereignty through exercising the Tribe's sovereign rights, responsibility, and authority of the reservation boundaries. Tribal members need to know that reservation areas are part of larger areas (Townships and Counties) and understand that the actions occurring in these areas affect them, especially when it involves natural resources. Educate membership to realize that the reservations are a unique place, where their traditions and lifestyles can be preserved. Promote this independence, while being cognizant of the actions and laws in surrounding areas.

- Understand sovereignty.
- Preserve the Tribe's independence and land holdings.
- Purchase areas that will increase the Tribe's sustainability.
- Be involved in township and municipal land use decisions in the reservation areas.
- Be involved in surrounding governments to be familiar with their issues and plans.
- Work with surrounding government to accomplish parallel goals and objectives.
- Develop a land use plan for the reservation areas and keeps this plan current.
- Refer to the land use plan during the decision making process.

**Establish a community identity.** Currently the reservation areas do not have a unified identity that is recognized by members living here and elsewhere. Understand what the physical, social, and spiritual patterns of this area were in the past and build from these patterns to create a community that embraces the past while preparing for the future. Make this a desired and known location.

- Design the area versus constructing buildings.
- Coordinate the design of buildings and structures to be complementary to each other, but not identical.
- Respect and incorporate nature before, during and after the construction of buildings.
- Have a variety of designs and development patterns.

- Offer mixed-use developments that allow residential uses with small commercial uses.
- Encourage the integration of new development with existing development, so that everything is connected and part of something else.
- Make the government building a monument to the citizens and to the Tribe's history. Establish this as a social center.

**Maintain the natural corridors and patterns and weave them into the plan.** Natural features and resources add to the quality of life and affect the character of the Reservations. Sensitive areas such as wetlands, rivers, streams, and water bodies are the fabric around which development is formed. Guidelines and criteria that encourage development consistent with air, water, land, woodlands, and sensitive environmental protection objectives are important.

- Preserve and connect valuable resources that are on the Reservations, such as the rivers, streams, wetlands, and water bodies.
- Create a variable width, naturally vegetated buffer system along all perennial streams that also encompasses critical environmental features.
- Enforce measures to preserve natural features, control pollution, and limit erosion.
- Review local government master plans to insure they address the natural corridors and the protection of natural features.
- Respect and protect the wildlife corridors and natural habitat, the unique natural vegetation and sensitive forestlands.
- Provide incentives to establish continuous natural corridors.
- Guide regulations for land uses within this area.

**Keep cultural preservation a main priority.** The Anishinaabek language, art, tradition, and cultural activities are the Tribe's foundation. Once they are gone, they cannot be replaced and the Tribe will lose its identity. It is important to integrate and exemplify these cultural components in development and preservation projects.

- Investigate and learn which lands have a ceremonial or traditional importance and purchase them. Prevent development on these important land areas.
- Begin cultural education at an early age and establish it as a part of the schools curriculum.
- Plan cultural events (such as a pow-wow & ceremonial events) in locations where they will be surrounded by natural features (ex. trees) versus a built environment (ex. commercial retail).
- Think of the cultural impacts in every land use decision. Use a checklist to evaluate the cultural impact of projects.

**Diversify the economy.** An established and diversified economic base is essential for the Tribe to be self-sustaining. Understand that currently the Casino is the economic engine, but that may not always be the case. Establish financial development initiatives and incentives to diversify.

- Promote other economic avenues, such as tourism, entertainment-related industries, and commercial and retail stores.
- Encourage native art and crafts as homegrown businesses.
- Promote managed agricultural and lumbering industries.
- Educate and train members in different local trades and industries – “grow your workers.”
- Allow for manufacturing and forestry in appropriate locations.
- Designate appropriate amounts of land for these uses, not too much or too little.
- Think about design and building appearance during construction of these operations.

**Be an advocate for lands within the Reservation’s Boundaries.** An important part of the Tribe’s legacy and mission is natural resource stewardship. The Tribe is able to be an effective manager on Tribal owned land within and outside of the Reservation’s areas. Although the Tribe does not own all of the land within the Reservation’s boundaries, the Tribe still has a land stewardship role. Members should be conscientious about development proposals occurring within the boundary and take active positions either supporting or opposing development applications based on their ramifications to the environment.

- Restore and revitalize native plants and animals.
- Promote adaptive reuse of lands and brownfield development and discourage development in undeveloped areas.
- Promote the reuse of land and buildings. Encourage the occupation of existing vacant buildings before constructing new ones.
- Support remediation and clean-up efforts in polluted areas.
- Promote natural resource management initiatives.
- Adopt an effective solid waste management plan.
- Educate others on how ecosystems work and the importance of natural resource management.
- Pursue alternative energy sources and promote use within the reservation areas and surrounding areas.
- Purchase land for environmental protection when necessary and economically feasible.
- Educate the young (members and non-tribal members) in environmental stewardship

**Celebrate agriculture.** Agriculture is part of the Tribe's culture and sustainability. Use farming to provide members with healthy and plentiful food sources. Think of agriculture-related enterprises as an economic tool. Farms can be a place where people work and the crops sold can be economic generators.

- Encourage and educate farmers on providing pesticide-free native crops.
- Plant a mixture of crops.
- Farm on soil that is receptive to farming.
- Protect farming areas.
- Designate appropriate amount of land for farming.
- Recognize that farming will benefit everyone and can be an industry.
- Teach the importance of agriculture.
- Practice native farming techniques

**Provide Tribal Services in different locations.** Currently the membership consists of nine of the original nineteen bands and does not reside in one area, which historically has been the case. It is not expected that in the near or distant future membership will live together in one area. Nevertheless, services need to be provided to members living in other areas. Build annexes that can provide needed tribal services such as health care, elder care, education, housing, and governmental services in locations near population areas.

- Know that while Manistee is the "Capitol" or government center of the Little Band of Ottawa Indians, other places within and outside of the Reservation areas are important, as well.
- Build satellite services near concentrated population areas.
- Hold Tribal Council meetings in different locations.
- Provide housing opportunities similar to those in Manistee near other concentrated populated areas.

**Promote and strengthen family wellness in a cultural context.** Tribal members need a supportive, nurturing community emphasizing family foundations, focusing on Emotional, Physical, and Spiritual Development in all stages in life. The future of the Tribe is dependent on healthy families. It is crucial to provide an environment in which families can thrive and grow.

- Provide quality and culturally sensitive daycare, schools, community rooms, elder care, and assisted care facilities near residential areas.
- Build neighborhoods where people and families can interact.
- Build sidewalks, trails, and parks in residential areas.
- Teach the young the importance of traditions and cultural practices such as basket weaving and fiber arts.

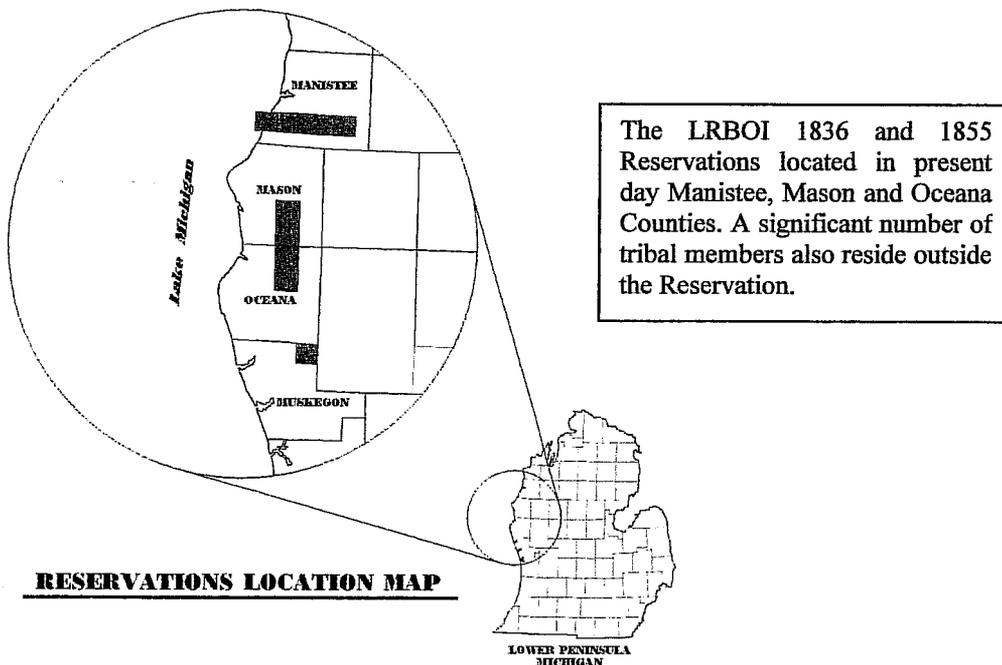
## IV. RESEARCH

### A. INVENTORY MAPS AND DATA COLLECTION

When developing a future land use plan, it is critical to have an understanding of existing land uses and trends. Several initiatives were undertaken to develop this understanding. First, there were individual discussions with different LRBOI departments, including the Planning, Housing, Economic, and Conservation divisions. Existing Tribal documents, including the most recent *Draft Strategic Plan (12-09-03)*; *Grants Strategies for 2002-2005 – Setting Directions and Goals*; *LRBOI Land Use Plan – Setting Directions and Goals*, were read and analyzed. Public meetings were held throughout the process to gather feedback from Tribal members and a community survey was used to receive input about land use issues.

MIRIS (Michigan Resource Information System computer aided mapping,) and computer mapping supplied by the Tribe provided base maps. The US 2000 Census and 2002 Tribal Census data were also studied. This research and discussions with Tribal members allowed for an evaluation of current conditions, analysis of trends, and an understating of the relationships between governmental and tribal services, housing, recreation, utilities, transportation, and culturally sensitive areas.

Electronic GIS prepared maps and charts of the 1836 and 1855 Reservations with this information served as the context for the analysis and planning. The maps show an assessment of present and future land use, natural resources, current ownership, transportation, culturally sensitive areas, utilities, population and housing. A complete historical and current conditions map inventory has been provided in the appendix and on compact disk in ARCGIS 8.2 digital format.

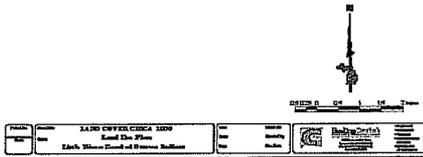
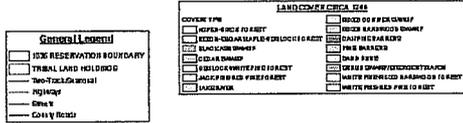
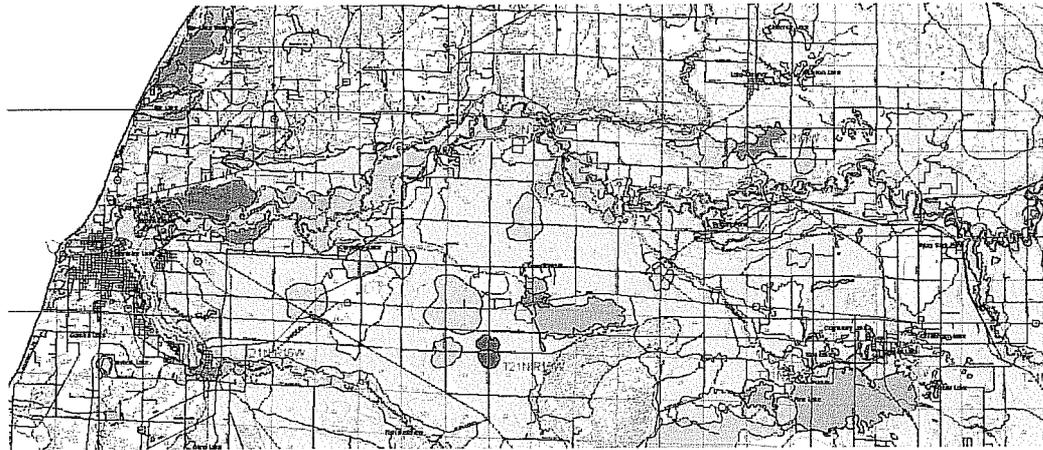


The Little River Band of Ottawa Indians as riverine people have always been stewards and cohabitants of the lands and waters of the Manistee and Pere Marquette River valley. The results of the 2004 LRBOI Land Use Survey support, if not mandate, Tribal land stewardship initiatives. Over 72% of Tribal members responded with the opinion that the Tribe should be a leader in land stewardship and natural resource management.

The Tribe is uniquely poised to expand its regional leadership for natural resource protection, stewardship and enhancement of lands within and surrounding the reservation boundaries. Current Tribal efforts are strong in terms of resource specialist staffing and programs as exemplified by participation in the Great Lakes Fisheries Assessment Program and its series of Water Quality, Inland Fisheries, Environmental and Wildlife Program initiatives. Many of these programs receive funding from the U.S. Environmental Protection Agency (EPA); however, the LRBOI Conservation Department does not currently have an overall systems based land use and natural resource management plan. Systems-based plans, which involve tribal natural resource initiatives, programs and goals with both tribal and non-tribal land use planning should be developed.

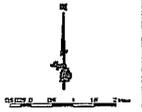
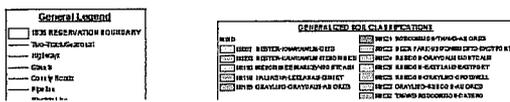
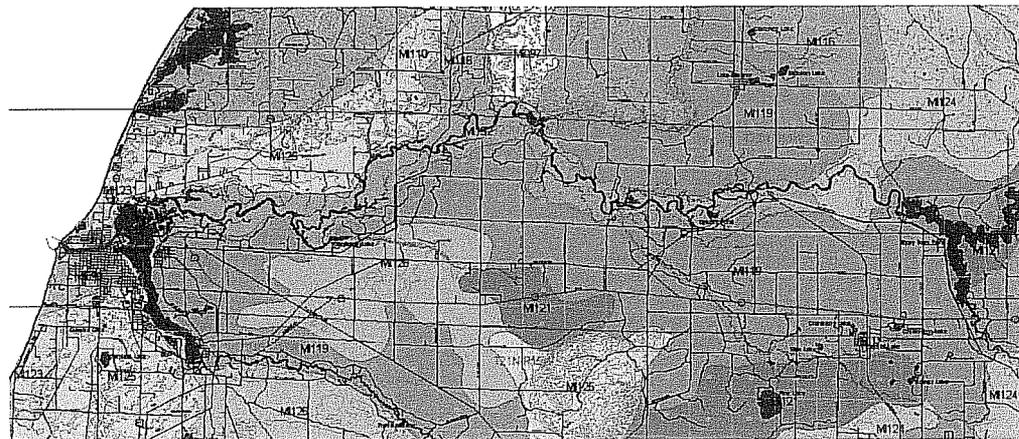
The following pages are examples of the inventory maps created for the future land use plan and could be used in developing a system-based natural resource plan. The list of the complete map inventory database has been provided in the appendix with a two-volume compact disk using both .pdf and ARCGIS 8.2 format.

**LAND COVER CIRCA 1800  
1836 Reservation**

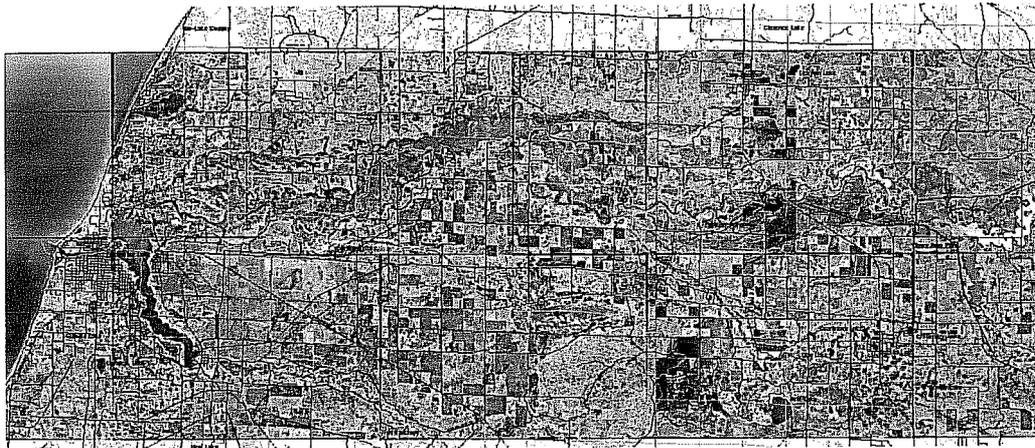


MIRIS historical data (circa 1800) provides comparative geo-referenced locations of important species, and habitat historically, such as cedar swamps, and black ash stands as well as other associations and habitat. Existing and future CD programs could utilize this data to assist with ground truthing, sampling and pilot program site identification. Generalized soils mapping (below) along with additional USDA-SCD Soil Survey and topographic information provides valuable data for fragile landscape analysis, as well as development, agricultural and other land use management.

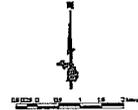
**GENERALIZED SOIL CLASSIFICATIONS  
1836 Reservation**



**AERIAL IMAGERY (1992)  
1836 Reservation**



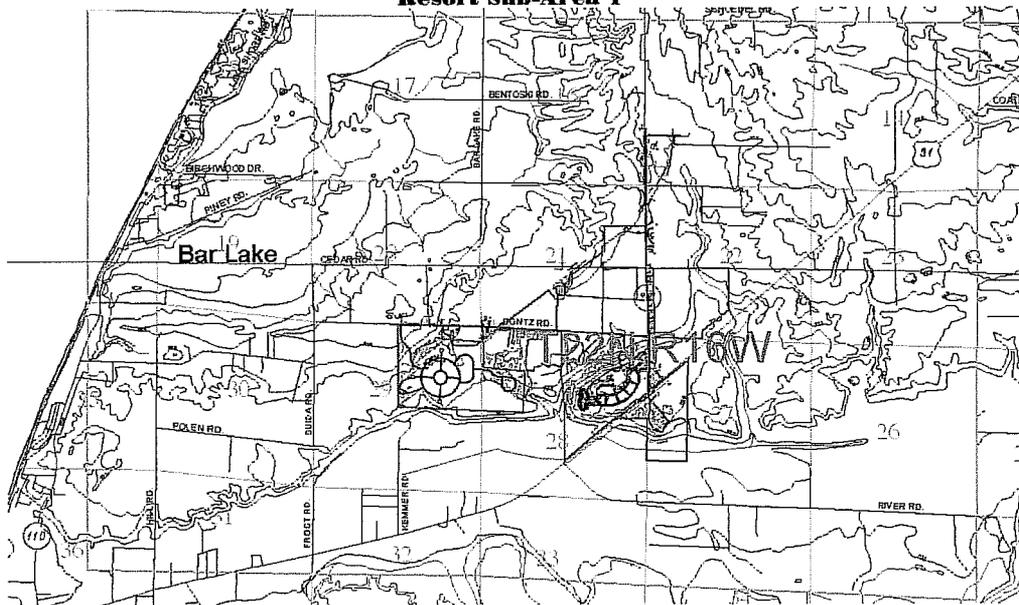
- General Legend**
- 1836 RESERVATION BOUNDARY
  - TERRITORIAL LAND BOUNDARY
  - WATERBODIES
  - Highway
  - State
  - County Road
  - Political Boundary
  - FDN No.
  - Enclave Line
  - Other



**AERIAL ENCLAVE LINES**  
Land Use Plan  
Each Mile Equal of 0.5 inch Scale

Composite mapping for State databases for the 1836 and 1855 ceded territories has been created. Although the flights are from 1992 they provide a valuable baseline for land use planning and natural resource purposes into the future. The core community (Resort sub-area 1) has been flown and topographic contours digitized in 2004 (below) and will provide site-specific elevation information for projects such as casino expansion and water tower development.

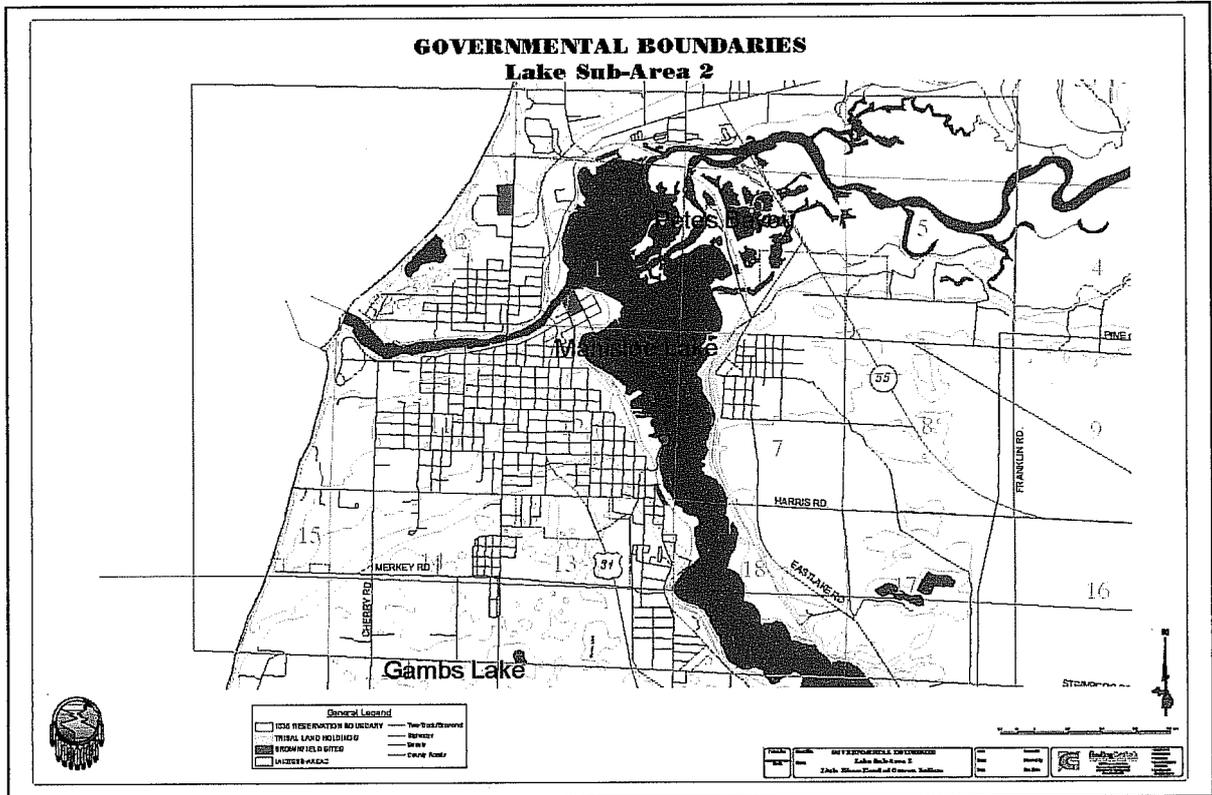
**MIRIS CONTOURS  
Resort Sub-Area 1**



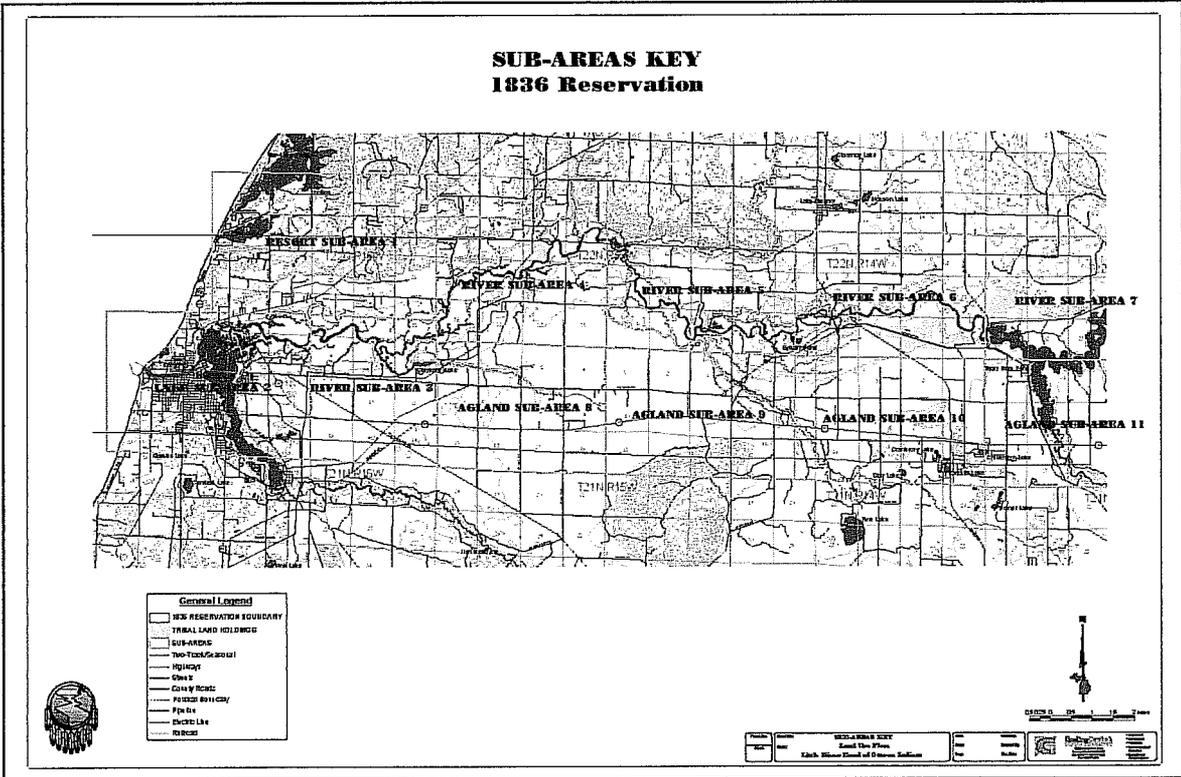
- General Legend**
- 1836 RESERVATION BOUNDARY
  - TERRITORIAL LAND BOUNDARY
  - WATERBODIES
  - Highway
  - State
  - County Road
  - Political Boundary
  - FDN No.
  - Enclave Line
  - Other



**MIRIS CONTOURS**  
Resort Sub-Area 1  
Each Mile Equal of 0.5 inch Scale



For ease of use, the GIS map database was partitioned into 11 Sub-areas for the 1836 reservation (below). Each sub-area provides a geographic area of approximately 10 square miles provided useful quick referencing for site-specific assessment. Lake sub-area 2 (shown above) displays "Big Blue," brownfield sites, MIRIS topography, governmental boundaries, City grid, and road and water features as a base map for a Manistee Lake Management Plan.



## **B. HISTORICAL TRIBAL LAND USE PATTERNS**

The existing land uses on the 1836 and 1855 Reservations directly relate to the historical land uses and occurrences. The fragmentation of land and displacement of members occurred in the 1800's and altered the tribal member's way of living. This historical summary provides an explanation of why the land uses and ownership fragmentation occurred. The information in this section was derived from Jay Sam, the draft 1999 Tribal Land Use Plan, and articles in the Littler River Currents Newspaper.

Before the arrival of the European explorers, the Anishnaabek (now known as the Ottawa) were located throughout the Great Lakes region, including Canada. The Little River Band of Ottawa Indians (LRBOI) is the political successor to nine of the nineteen historic bands of the Grand River Ottawa people. The Grand River Ottawa people traded, trapped, cultivated, gathered, and hunted throughout the region. They were riverine people, who used rivers for these activities as well as for traveling.

The permanent villages of the Grand River Bands, from which the Little River Ottawa people descended, were located on the Thornapple River, Grand River, White River, Pere Marquette River, and the Big and Little Manistee Rivers. The southern Grand River Bands had a close relationship with the Manistee and the Pere Marquette bands and shared winter hunting and trapping territories with the northern Grand River Bands.

During the 1820s and 1830s, a larger number of settlers originating from Europe began moving to the Michigan Territory. Eventually there were enough settlers that Michigan qualified for statehood. Territory leaders pressured the Ottawa people to convey or sell their land to allow for lumbering activities, settlement, and statehood. Although there were intense political pressures and difficult obstacles (reduced food supply and disease), the Ottawa people were protective of their native land and natural resources.

In 1821, federal officials invited the Potawatomi and Ottawa people to negotiate a Treaty to cede lands south of the Grand River. The majority of Ottawa refused to participate. An Ottawa leader, Kewaycooshkum, who did not have the authority to sell Ottawa land, attended the meeting. At this meeting, he signed the 1821 Treaty of Chicago, which sold all of the Ottawa land south of the Grand River. Although the Ottawa people did not accept this agreement and did not recognize it, federal and state officials surveyed and sold the lands to the new settlers.

As the settlement population increase in 1830s, pressure was placed on the federal government to remove the Ottawa people from Michigan to a new reservation west of the Mississippi. The Ottawa people feared this displacement and refused to leave or sell their native Michigan land. Ottawa leaders were escorted from their home in Michigan to Washington D.C. to pressure them to sell the remaining Ottawa lands. Reluctantly, the Ottawa leaders agreed to sell most of their land to the United States in exchange for a 70,000-acre tract on the Manistee River. This area is now known as the Manistee Reservation. The Ottawa leaders also reserved the right for "hunting and other usual privileges of occupancy," such as fishing, trapping, and gathering, in Article 13 of the

1836 Treaty. Unfortunately, after the Ottawa leaders returned to Michigan, they learned that members of the United States Senate had amended the 1836 Treaty to limit the length the Ottawa people could live on the Reservation to five years.

The federal government hoped to move the Grand River Ottawa people from Pere Marquette, Muskegon, and other southern river communities to the Manistee Reservation, away from the new settlers. They proposed blacksmith shops and other improvements to assist this movement.

Most of the members of the Grand River Band did not abandon their current homes along the Grand and Thornapple Rivers to move to a temporary home. Other than the Manistee Band, whose permanent villages were located on the Manistee Reservation, the southern Grand River Ottawa were only seasonal residents of the Reservation and used the area for trapping and hunting.

Under the 1855 Treaty of Detroit, many of the Grand River Band members were moved from their permanent villages to an 84,000-acre Reservation in Muskegon, Oceana, and Mason Counties. The nine Grand River Bands, from which the Little River Ottawa are descended from, established a major settlement known as "Indian Town" on the Pere Marquette River, in Custer and Eden Townships in Mason County. The other ten Grand River Bands settled on the Pentwater River near modern-day Hart, in Oceana County.

Unfortunately, the Grand River Ottawa lost record title to the majority of their Reservation lands to fraud and theft. Special Homestead Laws were enacted by Congress to allow members of the Grand River Ottawa to acquire fee-restricted homestead lands. Many of the Little River Ottawa Bands from Indian Town established new settlements in Mason County at Fountain, Freesoil, and Ludington. A number of members also moved to the 1836 Reservation and established settlements along the Manistee River near Brethen and Wellston.

After a 120-year struggle, the Little River Band of Ottawa Indians was reaffirmed when President Clinton signed into law, the Little Traverse Bay Band of Odawa and the Little River Band of Ottawa Indians Act, Pub. L. 103-324, 25 U.S.C. 1300k, on September 21, 1994. The Congressional findings set forth in Section 2 of the act confirm the fact the Little River Band and Little Traverse Bay Band are the political successors to signatory bands to the 1836 Treaty of Washington and the 1855 Treaty of Detroit. The Act also confirms the fact that the Little River Band "continued [its] political and social existence with [a] viable tribal government." Thus, it is clear that Congress' purpose in enacting Pub.L. 103-324 was to "restore," not "recognize" the Little River Band of Ottawa Indians.

*\* Historical information was based on information provided in the 1999 Tribal Land Use Plan of Little River Band of Ottawa and from the June 2004, Vol.1, Issue 5, Little River Currents Newspaper, pgs 8-10.*

**C. DEMOGRAPHICS**

The estimated population at the time of this reaffirmation in 1994 was 1,000. Since this time, the LRBOI has been working actively to organize the Tribe and membership, establish its role in the region, and acquire property that was lost.

According to the 1999 Tribal Land Use Plan of Little River Band of Ottawa, the population was 1,882 in December of 1997 and 2,502 in August of 1998 (there was a membership campaign between these time periods). In July of 2002, an official census count of all the Tribal members showed there were 2,752 members.

In March of 2004, a survey regarding land use issues was sent to 2,203 members (all of the members who were registered with the Tribe). A total of 811 (38%) were completed. The purpose of this survey was to learn the views and opinions of members regarding various land use issues, however it did contain some demographic questions with the purpose of comparison to the 2002 Census. Below are listed the key items of the 2002 Census with a comparison to the 2004 Community Survey.

The 2002 Census counted 2,752 members, with the majority of the members being between 35 and 54. There were 176 more females than males. This was the first official census count of the Tribe.

The 2004 Community Survey had 811 respondents representing a total of 2,397 people in their households.

Age Group*	Female	Male	Total
<b>70 &amp; Older</b>	56	31	87
<b>55-69</b>	176	120	296
<b>35-54</b>	572	526	1,098
<b>18-34</b>	426	390	818
<b>13-17</b>	99	87	186
<b>5-12</b>	106	112	218
<b>4 and Under</b>	22	27	49
<b>TOTAL*</b>	<b>1,469</b>	<b>1,293</b>	<b>2,752</b>

Age Group	2002 Census	2004 Community Survey*
<b>65 &amp; Older</b>	158	184
<b>55-64</b>	225	275
<b>45-54</b>	475	343
<b>35-44</b>	623	407
<b>19-34</b>	781	461
<b>18 and under</b>	490	727
<b>Total</b>	<b>2,752</b>	<b>2,397</b>

\*Does not reflect entire membership.

\*Tribal Census Project, July 2002

Interestingly, the 2004 Community Survey shows an increase in the number of individuals 18 and under. Although not all of these individuals may become Tribal members, it is a good predictor of the Tribe's future population. People in this age group are affected by the teachings of the household. If tribal members take advantage of this opportunity to teach the cultural traditions and history of the Tribe, it will safeguard their future population.

According to the 2002 Census, the majority of the membership lived in Michigan (1,863 members) and in Midwestern states (248 in Wisconsin and 67 in Illinois). Other members lived throughout the United States, with a few being in Canada and one living in Germany.

There were seven counties in Michigan that had 50 or more members. Similar to the historical living patterns, the highest concentration (27%) of the Ottawa population is in the traditional "southern communities" which includes Muskegon, Kent, Ottawa, and Newaygo (population of 33) counties. This area has always had the highest concentration of the Ottawa people, despite the efforts by the federal government.

County*	# of Members*
Muskegon	490
Manistee	252
Kent	141
Mason	102
Grand Traverse	57
Ottawa	52
Oceana	50
TOTAL	1,042

The next highest concentration of the population is in Manistee County (18% of the population), the 1836 Treaty Reservation area. Historically this area has always been a populated area and was designated as the main living area for the Ottawa people. The 1855 Treaty of Detroit Reservation area, which includes Mason and Oceana, contains 5% of the population.

The 2004 Community Survey asked Tribal members if they would want to move to the Reservation areas. Sixteen percent or 121 members stated they planned to move to the Reservation areas. Forty-five percent or 345 members stated they did not plan to move to the Reservation areas. The remaining respondents were unsure. It is likely that the Reservation populations will continue to grow, but it should not be expected that all of the members living in the traditional "southern communities" would move north.

Job availability and job training were rated as being very important factors in moving to the Reservation areas. According to the 2002 Census, there is a substantial number of members who do not have full time employment. When comparing the income levels in the 2002 Census and 2004 Community Survey, there is a substantial increase shown in the 2004 information. This may be because more people have full time jobs than they did a few years ago. It should be noted that everyone did not respond to this question.

Selection*	Michigan	Total**
Full-Time	445	627
Part-Time	69	103
Seasonal	19	23
Unemployed	142	215
Retired	117	167
Self-Employed	54	69
Other	76	104
Unknown	19	23
Total	941	1,331

\* Tribal Census Project, July 2002

\*\* Includes Michigan

<b>Selection*</b>	<b>Michigan</b>	<b>USA</b>
Manufacturing	135	187
Services	83	128
Education	8	33
Clerical/Office	53	76
Government/Civil Service	46	66
Management Executive	39	51
Business Owner/Self-Employed	46	62
Retail	35	48
Construction	50	90
Health	54	73
Agriculture	12	14
Hospitality	15	20
Other	122	171
Retired	47	94
Unknown	174	212

The 2002 Census showed a range of professions within the Tribal membership. These activities could be increased with additional job training. The selection that received the largest response was "unknown," showing additional research may be needed to learn the types of jobs desired by the membership.

\*Tribal Census Project, July 2002

A larger number of people responded to the 2002 Census than to the 2004 Community Survey, therefore a direct comparison with income levels cannot be made. However, what these two surveys do illustrate is a trend of increased income levels for Tribal members. More people are making \$50,000 or greater. Tribal members can attribute this pattern to a higher education level, increased job opportunities, and working more hours.

<b>Income Level</b>	<b>2002 Census</b>	<b>2004 Community Survey</b>
<b>\$0 - \$9,999</b>	308	131
<b>\$10,000 - \$19,999</b>	223	119
<b>\$20,000 - \$29,999</b>	194	112
<b>\$30,000 - \$39,999</b>	127	92
<b>\$40,000 - \$49,999</b>	65	61
<b>\$50,000 - \$59,999</b>	29	70
<b>\$60,000 - \$69,999</b>	18	31
<b>\$70,000 and above</b>	16	66

Statistics and formulas are traditionally used to estimate a population's future demographics. The standard formulas using male/female age group are not applicable in this situation. Unlike specific locational demographics for a township or county, the Tribe is a collection of people from different areas who have the same historical, traditional, religious, and cultural background. The Tribe also consists of members who reside in other locations.

If existing numbers were used, one could assume that there would be a 9% growth rate during the next four years (the growth rate difference between 1998 and 2002). This 9% growth rate could be used to establish a trend and would need reexamination after four years. Preferably, it would be advantageous to have an official Census count in 2012 for an overall comparison and review of growth trends. This comparison and review will be helpful in predicting the future population of the Tribe, but since it is society based, not location-based, the results should be scrutinized to insure they reflect a "real world" scenario.

Nevertheless, LRBOI has grown and the population will continue to grow if nurtured. However, the Tribe is more than a population, it is a unique society. If their history, social relationship, religion, and cultural practices were lost, the Tribe would lose their foundation and become assimilated into other societies and cultures. This has happened to other societies throughout history.

This is where predictions based solely on numbers are impractical. People choose their mates and lifestyles. A population that actively retains, endorses, and educates their lifestyle is more likely to succeed and grow. When a culture is lost, a population is lost.

The Tribe's future will depend on what defines a member and how the culture is preserved and allowed to flourish. The LRBOI is working on cultural preservation through different initiatives such as language classes and basket weaving. The Elders have been involved and should continually be involved in teaching and explaining traditions to the Tribe's young members. These activities and others that are similar will insure the Tribe will continue to increase in population.

#### **D. TRIBAL INPUT/PUBLIC MEETINGS**

GCES facilitated a series of meetings with Tribal leaders and members. These meetings were composed and facilitated in a manner that honored the leadership traditions of the Tribe and included meetings with the Ogema, and Administration prior to each public meeting. The preparatory meeting with Tribal leadership and member Jay Sam was conducted to provide the planning team with a better understanding of history, heritage and protocol for conducting public meetings and working with Tribal leaders and members.

- a. Meeting #1 included a brief presentation of the history and current conditions and trends within the 1836 and 1855 Reservations. Tribal members commented on the initial findings and expressed land use issues and concerns. This interaction began the development of the guiding principles, vision statement, and questions for the LRBOI Community Survey. This meeting was held on January 17, 2004.
- b. Meeting #2 was divided into two separate sessions. The first session was with members of the Conservation Department and the second session was with the

Housing Commission. These were interactive sessions to allow Departmental and Commission representatives to review and comment on the draft guiding principles, draft vision statement, and alternative land use maps illustrating areas for housing, business development, culturally sensitive areas, retail areas, recreation areas, and government and social service areas, as well as open space, roads, and accesses. This meeting occurred on April 8, 2004.

- c. Meeting #3 included a presentation of the draft guiding principles, draft future land use composite maps, and results from the Community Survey. This meeting was at the annual Mnookmi Mnajagewin Jiingtamok Pow-wow (Tribal Meeting and Honoring Feast), which allowed members from different locations to review the information and comment. This meeting occurred on April 17, 2004.
- d. Meeting # 4 included an informal presentation/discussion of the Future Land Use Plan to the Tribal employees including: June Fletcher, LRBOI Manager; Lynn Mare, Assistant Manager; Gary Lewis, Head of Utilities; and Dan Shepard, Planning Department Director. Draft Land Use Plan documents and maps were also provided for future comment. The meeting with Tribal Staff Members was held on June 14, 2004.

## **E LRBOI COMMUNITY SURVEY**

This task included the development of a mail survey instrument, which was used to sample the land use plan-related opinions of the Tribal households. Questions were developed in meetings with Tribal Leaders (Lee Sprague, Dan Shepherd, and Robert Hardenburgh). The intent of the survey was to parallel previous surveys to the maximum extent possible to allow for historical comparisons. A full copy of the survey results and the survey instrument is in the Appendix.

The survey responses were used in developing the Vision Statement, Guiding Principles, and Future Land Use map and descriptions.

Based upon a population/ mailing of 2,157 surveys, a sample size of 326 was necessary for a 95% confidence level and a +/-5% margin of error. A total of 811 completed surveys were included for analysis, for a +/-2.72% margin of error and an approximate 38% response rate. A copy of the survey results and the survey itself is included in the appendix.

Research Services at Northwestern Michigan College compiled and analyzed the results of the survey.

- The single largest group of respondents (37%) indicated they have lived in their current location 0 –5 years, with the next largest group (20%) indicating 11-20 years. The majority of respondents (53%) reported a household income of

\$29,999 or less, with the single largest group (19%) reporting a household income of \$9,999 or less. In addition, the majority of respondents (51%) indicated the highest degree earned is a High School degree or G.E.D.

- The majority of respondents (64%) indicated they are somewhat knowledgeable regarding Tribal government and its activities.
- Respondents most frequently reported receiving information about Tribal government and its activities from mailings and notices sent to their residence.
- The majority of respondents (66%) indicated, in their opinion, the Tribe should provide Tribal services in separate locations.
- With regard to the provision of services, the majority of respondents indicated a “High” level of priority should be assigned to Medical Assistance (85%), Elder Care Assistance (76%), Job Training (56%), and Education/Daycare for Children (51%).
- To insure continued economic growth, the largest percentage of respondents assigned a “High” priority level to Tourism (49%), Expansion of Gaming (41%), and Recreation-Oriented Activities (41%).
- Concerning current living situation, the single largest group of respondents (45%) reported they do not live on the reservation and do not plan to move to the Reservation.
- Respondents indicating they plan to move to the Reservation most often indicated they would want to own their housing unit (70%). The majority of respondents (64%) currently living on the Reservation indicated they own their housing unit.
- When presented with several types of developments, respondents currently living on the Reservation, or planning to move to the Reservation, most frequently indicated “Medium Lot Developments (two to four acre lots)” best suit their housing needs.
- Respondents currently living on the Reservation, or planning to move to the Reservation, were also asked what types of amenities/characteristics they desire near their home. When presented with a list, the top three amenities noted included small-scale neighborhood businesses (e.g., grocery store, pharmacy), health clinic, and small-scale neighborhood service businesses (e.g., coffee shop, family restaurant, beauty salon).
- Respondents currently living on the Reservation, or planning to move to the Reservation, were also asked to rate the impact level of several factors in their decision to move to or live on the Reservation. Respondents most frequently indicated the following factors have a “High Impact” on their decision:

Affordable Housing (83%), Medical Facilities (72%), Job Availability (68%), Low Taxes (68%), and Tribal Sovereignty (65%).

- The majority of respondents (72%) indicated they think the Tribe should position itself as a leader in land stewardship and natural resource management. This group of respondents was asked to indicate the level of effort they believe the Tribe should put forth in several areas regarding land stewardship and natural resource management. The three areas most often targeted for “High” level of effort include:
  - Supporting the remediation or clean-up of polluted properties and resources within Reservation areas (76%)
  - Educating Tribal members and the general public about natural resource management and protection (62%)
  - Taking active positions either opposing or supporting development-type projects within Reservation areas (62%)
- When asked to assign a priority level to several potential uses of Tribal owned lands, the majority of respondents assigned a “High” level of priority to Natural Resource/Open Space Protection (56%), Gathering/Hunting/Fishing (55%), Cultural/Ceremonial use (53%), and Residential Use (52%).

#### **Michigan Residents Only:**

- Respondents were asked to indicate the level of need for health care, educational, and social services to populations in nine counties. In the case of seven of these counties (Kent, Lake, Mason, Newaygo, Oceana, Ottawa, and Wexford) the majority of respondents indicated they had no opinion. Respondents with an opinion reported the highest level of need for these services in Manistee and Muskegon counties.
- Respondents were asked to indicate in which of several locations there is a need for housing for the elderly and/or assisted-care facilities. One-third of respondents had no opinion. Those Michigan residents indicating locations in need most frequently selected Muskegon and Manistee counties.
- Respondents were asked to indicate in which of several locations there is a need for affordable housing. Approximately one-third of respondents had no opinion. Those Michigan residents indicating locations in need most frequently selected Muskegon and Manistee counties.

### **Manistee and Mason County Residents Only:**

- The single largest group of respondents (43%) reported they do not live on the Reservation.
- With regard to type of transportation used currently, 87% of respondents reported using a car, while the next largest group, 18%, reported walking.
- Respondents most frequently reported their families had participated in the following recreational activities in the past year: Walking/Hiking (66%), Activities at Parks/Playgrounds (51%), Biking (42%), and Canoeing/Kayaking or other water related activities (42%).
- Regarding improvements or expansions, respondents most frequently indicated a high priority should be assigned to the following facilities/activities: Walking/Hiking (57%), Activities at Parks/Playgrounds (54%), Indoor Recreation Activities (48%).

## **V. FUTURE LAND USE PLAN**

How will the lands in the 1836 and 1855 Reservations look and function in twenty, forty years and beyond? Will this be an identifiable area? Will the land uses have enough infrastructure, services, housing options, and community amenities to provide residents a high quality of life? Will this be the place you, your relatives, or friends live? Will the sacred and culturally sensitive features be preserved? Will the critical natural elements be protected and allowed to flourish?

Do you want this to happen? Or has this place lost its importance and will only be thought of when reviewing the tribal history of the Little River Band of Ottawa Indians?

It is the intent of the Little River Band of Ottawa Indians to gain ownership or control of as many parcels as possible within the Reservations. It is unlikely that the Tribe will own all of the parcels in the near future; however, given time the Tribe will have a sufficient land base to be able to influence land use decisions and policies on non-Tribal owned land. The planning areas described in this document assume Tribal ownership or control, however they are applicable to non-Tribal ownership/controlled lands. Coordination between governing bodies is needed for land uses on non-Tribal lands in the Reservation boundaries.

To insure that the land uses within the Reservation areas are coordinated and do not conflict with each other, a Future Land Use Plan is needed. A Future Land Use Plan is intended to guide future development. It depicts the desired generalized development patterns for the Reservation areas for the next twenty to fifty years.

It provides recommendations on the best location for land uses within the Reservation areas. The Future Land Use Maps contain broad categories of land uses to illustrate the recommendations. The Future Land Use Maps are not intended to show particular uses on individual parcels of land.

A Future Land Use plan is a flexible document. The Tribe's policies on land uses may be influenced by economic, social, and political trends occurring in the region, state, or nation. Periodic review and revision of this plan is necessary to insure that it accurately reflects the changes in conditions. A review every five years is recommended.

## **PLANNING AREAS**

Although, the amount of land designated to the LRBOI is large, it is small when compared to their historical ownership. At one time, the Anishnaabek were located throughout the Great Lakes region. The majority of their lands were lost in the 1800's after the settlers arrived.

In 1836, the Treaty of Washington established a 70,000-acre Reservation for the Tribe along the Manistee River, which became known as the Manistee Reservation. In 1855, a new Treaty with the federal government was negotiated for 84,000 acres of landmass in Mason and Oceana Counties. Unfortunately, many of these lands were lost (see Historical Tribal Land Use Patterns description) and the Tribe has been working diligently to recover these lands.

Although these land areas, the 1836 Reservation (Manistee area) and the 1855 Reservation (Mason and Oceana area), have different physical and social characteristics, they do have similar land use planning issues. With land use planning and land use controls, the Tribe intends to make these places identifiable and prosperous. General land use categories have been identified to serve existing and future development needs based on the existing development patterns, natural features, demographic trends, guiding principles, vision statement, strategic plans, results from the 2004 Community Survey, and public input. The existing and future land uses are described in the Tribal Living Rings and in Land Management Zones. Tribal Living Rings describe locations and the types of uses, while the management zones described transcend these rings to describe corridors and building placement.

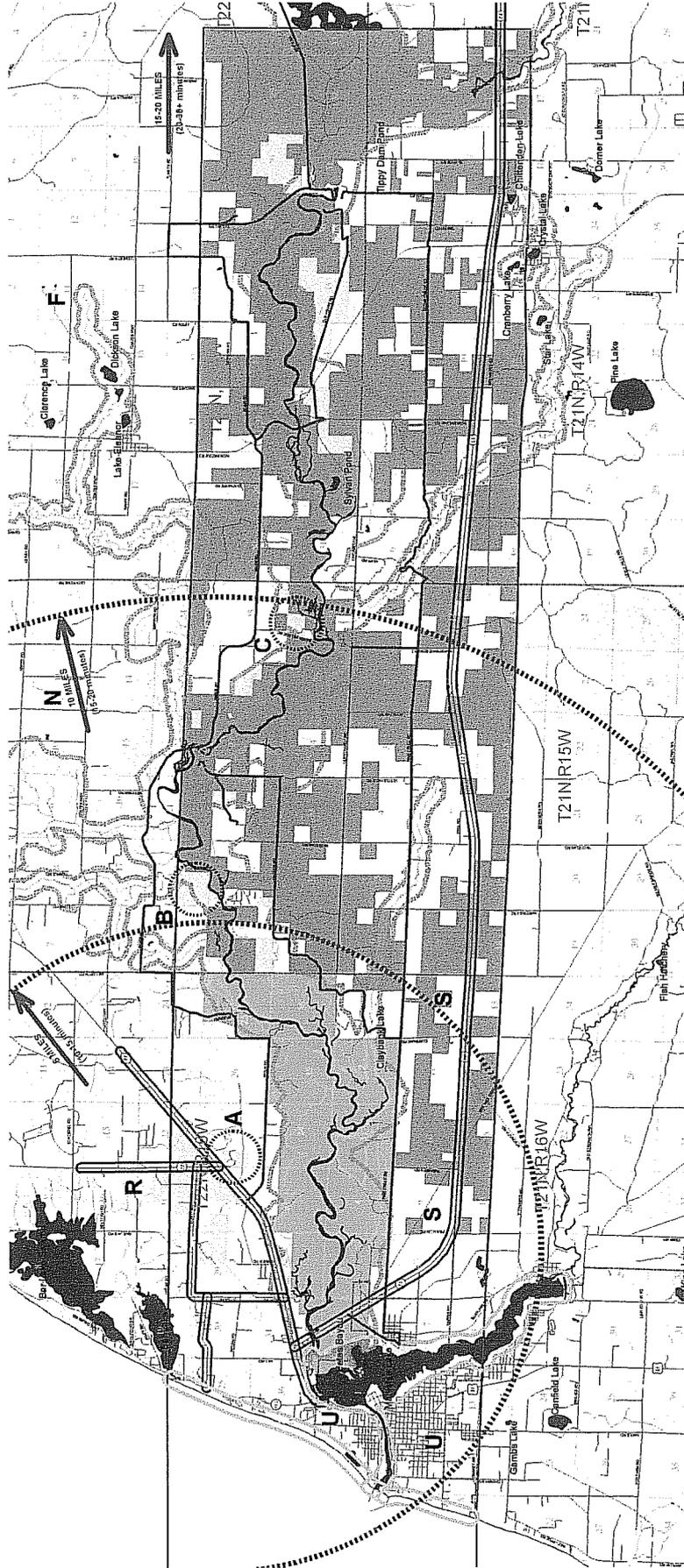
### A. Tribal Living Rings:

1. Ring 1: Primary Development
  - a. Core Community
  - b. Urban Community
  - c. Sub-urban Forested Community
2. Ring 2: Near-By Nature
3. Ring 3: Frontier Living

### B. Land Management Zones

1. Roadway Corridors
2. Gateways
3. Riparian Management Area
4. Lakeshore Corridors

# FUTURE LAND USE PLAN HOUSING / OWNERSHIP / INFRASTRUCTURE 1836 Reservation



**General Legend**

- 1836 RESERVATION BOUNDARY
- TRIBAL LAND HOLDINGS
- FEDERAL FOREST LANDS
- STATE OF MICHIGAN LAND
- Two-Track/Seasonal
- Highways
- Streets
- County Roads
- Political Boundary

**Cultural Zones**

- A. FOW-NOW
- B. RAINBOW BEND
- C. INDIAN VILLAGE

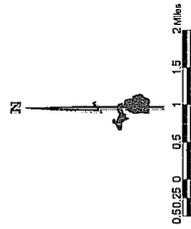
**Tribal Living - Rings**

- R. CORE COMMUNITY
- U. URBAN (EXISTING CITY)
- S. SUB-URBAN FORESTED
- N. NEAR-BY NATURE
- F. FRONTIER

PRIMARY DEVELOPMENT AREA  
TIE TO "HORN" VILLAGE HISTORICAL

**Land Management Zones**

- RIPIARIAN MANAGEMENT AREA
- CONNECTING THREADS (INTERIOR ROADS)
- ROADWAY CORRIDORS (VISUAL QUALITY)
- LAKE MANAGEMENT AREA



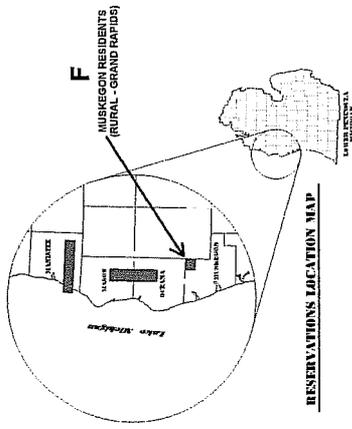
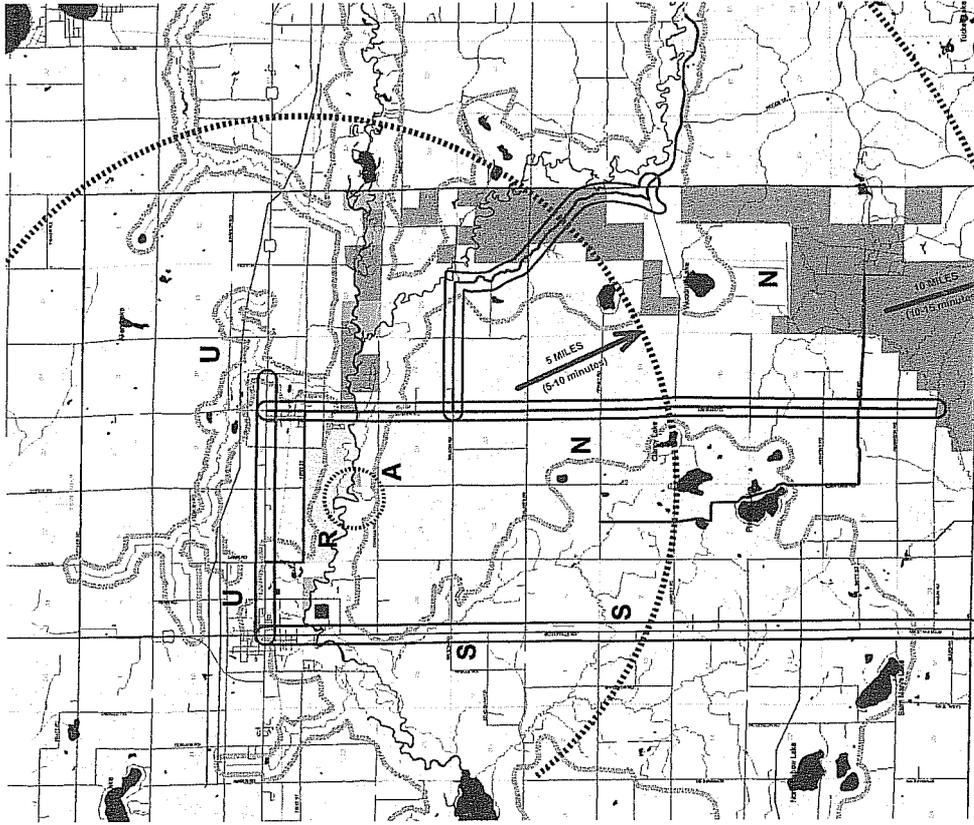
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 Checked By: [Blank] Date: [Blank]  
 Prepared By: [Blank] Date: [Blank]

**HOUSING / OWNERSHIP / INFRASTRUCTURE  
FUTURE LAND USE PLAN  
Little River Band of Ottawa Indians**

Gealing/Cambak  
 1836 Reservation  
 1836 Reservation  
 1836 Reservation



# FUTURE LAND USE PLAN HOUSING / OWNERSHIP / INFRASTRUCTURE 1855 Reservation



**Tribal Living - Rings**

**R. CORE COMMUNITY:**  
 WTRIBAL SATELLITE  
 SUPPORT OFFICES (MAY INCLUDE):  
 - Health & Welfare / Medical Clinic  
 - Natural Resources (Field Office)  
 - Law Enforcement (Deputies)  
 - Senior Center (Support)  
 - School / Continuing Education

**U. URBAN (SCOTTVILLE, CUSTER)**

**S. SUB-SUPPORT RESERVE (MUSKOGEE COUNTY TRIBAL MEMBERS)**

**N. NEAR-BY NATURE (RIPARIAN and/or AGRARIAN)**

**F. FRONTIER (SHOULD INCLUDE RURAL RESIDENTS, MUSKOGEE COUNTY)**

**TIE TO "THE SUMMER VILLAGE" HISTORICAL**

**Land Management Zones**

**RIPARIAN MANAGEMENT AREA**

**CONNECTING THREADS (INTERIOR ROADS)**

**ROADWAY CORRIDORS (VISUAL QUALITY)**

**Cultural Zones**

**A. INDIAN VILLAGE**

**General Legend**

1855 RESERVATION BOUNDARY

TRIBAL LAND HOLDINGS

FEDERAL FOREST LANDS

STATE OF MICHIGAN LAND

Two-Track/Seasonal

Highways

Streets

County Roads

Political Boundary

Project No: 1855  
 Date: 10/2008

Prepared By: [Name]  
 Checked By: [Name]  
 Approved By: [Name]

Scale: 1" = 1 MILE

Author: [Name]  
 Designer: [Name]  
 Draftsman: [Name]

Client: **HOUSING / OWNERSHIP / INFRASTRUCTURE FUTURE LAND USE PLAN**  
 Little River Band of Ottawa and Chippewa Indians

Logo:



## **TRIBAL LIVING RINGS**

The total amount of land area planned for is 161,000 acres. When planning for something of this size, the land use descriptions need to be divided for simplification in executing a land use plan. Planning areas were developed using concentric circles that began at the Core Community in the 1836 Reservation or at the Indian Village location in the 1855 Reservation and extended outward in five (5) mile incremental areas. The land use descriptions in each "ring" are compatible with the existing development patterns and natural environment. The descriptions for each ring are similar for the 1836 and 1855 Reservations. Each ring has a different character and provides a different housing lifestyle.

### **A. RING ONE: PRIMARY DEVELOPMENT**

The Primary Development Ring consists of the most developed and populated parts of the Reservation. It is expected this area will continue to be the most populated and urbanized. This Ring has been further divided into three (3) separate and distinct communities. Each community has its own character, function, and identity, but remains socially and physically connected. Detailed descriptions of the Community Core, Urban Community, and Sub-Urban Forested Community are provided. Land uses in this Ring either have or will have water, sewer, and public transit services.

#### **1. CORE COMMUNITY (1836 RESERVATION)**

The majority of the land owned by the Tribe is in this location and it is the primary development area. A sub area future land use map and a more detailed land use description were created to explain future land uses. This level of detail is warranted by the importance of this area to the Tribe.

The Tribal Core Community should become known and designed as the Capitol of the Tribal lands and become the main core for government operations, medical services, elderly care, education, and culture. Development should continue to evolve into a mixture of residential living, civic, and commercial uses that are clustered and well connected. Civic buildings, parks, open space preservation areas, and non-motorized trails should be intermixed with development to enhance the visual and physical connectedness of the community. Geographically then, this Tribal Core Community should continue to grow and strengthen in and around the vicinity of the US-31 and M-22 crossroads. All land uses should connect physically, socially and aesthetically.

# EXISTING CONDITIONS

## Resort Sub-Area 1



**General Legend**

- 1838 RESERVATION BOUNDARY
- TRIBAL LAND HOLDINGS
- FEDERAL FOREST LANDS
- STATE OF MICHIGAN LAND
- RESORT SUB-AREA 1
- Highways
- County Roads
- State Routes
- Political Boundary
- Pipeline
- Electric Line
- Railroad

**Existing Land Use**

- 1. CASINO
- 2. AKI MAAZIDWIN (HOUSING)
- 3. POW-WOW GROUNDS (81.38 acres)
- 4. WASTE WATER PLANT
- 5. SLUDGE DISPOSAL FIELDS
- 6. WIND TURBINE (NON-LEROI)
- 7. WATER WELL
- 8. TRIBAL POLICE / COURTS

KEY VIEW SHEDS / VISTAS ALONG ROADWAY CORRIDORS

**EXISTING CONDITIONS**  
Resort Sub-Area 1  
Little River Band of Ottawa Indians

Drawn By: [Name]  
Checked By: [Name]  
Scale: [Scale]

Map of Michigan with a red box indicating the location of the project in the western part of the state.

North arrow and graphic scale bar showing distances in feet (0, 100, 200, 300, 400).



## **Casino-Resort**

The casino is the main economic engine for the Tribe and is the prominent visual focal point. Members have expressed concern that this location does not have a strong “*sense of place*.” It is difficult for Tribal members and travelers to easily discern the LRBOI community beyond the casino’s immediate vicinity. This area is known simply for its gaming operation.

Using existing buildings and facilities is preferred over constructing new buildings in other locations. Although this area will continue to feature the casino-resort, there should be an emphasis on appropriate building design, placement, view from the road, landscaping, and internal connections to other parts of the Core Community. This area should not function as the cultural focal point for the Tribe, even though it is an economic generator, but should be used in developing a sense of place. Business ventures supporting the casino area are an important economic link and design of these future buildings is a critical issue.

## **Cultural / Living Areas – (Jichaak - Spirit)**

Historically, Tribal members live where their culture emanates, and it follows that these land uses should not by design be made mutually exclusive in the Future Land Use actions of the Tribe. Although there are a wide variety of non-traditional interests, skills, and desires among the people, the Tribe clearly demonstrates a strong initiative and destiny to sustain its heritage and culture for the 7<sup>th</sup> generation. To do this, land use planning initiatives should strive to create integrated cultural and “living” environments that provide an opportunity for Tribal members to easily pursue and maintain that culture individually and communally.

The people of the LRBOI have an opportunity to integrate their historic and cultural spirit into their day-to-day lives even in this rapidly growing and modernizing world. It is important to discern that this objective does not mandate or imply that all cultural areas have living opportunities nor all living areas have cultural spaces or programming, but that wherever possible or beneficial the blending should be considered.

## **Aki Maadziwin**

Currently, fourteen single-family homes have been built at Aki Maadziwin and the site is fully served by water, sewer, and electric utilities and has a potential housing build-out of around 117 more home sites. Two Tribal water wells are located on the property and provide adequate supply for all the existing core area land uses.

Efforts should be made to expand living opportunities at Aki Maadziwin so that it can fulfill life cycle needs for Tribal members. Opportunities should be present for a full range of lifestyles, including singles, young professionals, families, older established people, retired couples, elderly independents, and assisted-care residents. This would

allow for a more diverse group of members living together and sharing the Tribe's culture and heritage.

Aki Maadziwin should become a place where people have nearby (walking distance, if possible) healthcare, education, governmental services, culture, work venues, leisure time and recreational opportunities. Mixed housing types and levels that reflect Tribal design philosophy and create a harmony of place in tune with nature should be sought. In this way, Aki Maadziwin will provide an attractive place within the core community that is desirable to members.

### Pow-Wow Grounds

The Pow-Wow grounds occupy a 6-acre, lightly wooded site with a hardwood and pine mix. This area is used for ceremonial, cultural tourism, and eco-tourism based activities. Specific uses of this site include camping, sacred fires, language camp, talking circle and gathering area. An adjacent site, listed as a Brownfield, is under evaluation for remediation and future land use activities. The Pow-Wow grounds are on the ridgeline along the Manistee River lowland plain and provide a natural buffer to the regional municipal airport immediately to the south.

This site should continue as the Pow-Wow grounds. It is located appropriately in a wooded environment and near the Resort so it is easily accessible by tourists, serving as a cultural tourist attraction. If Tribal members wish for a more private site, an additional location could be developed, but this site and its current uses should not be abandoned.

### Other Uses

To augment the cultural activities, a library and archive/museum building and/or heritage area along the Manistee River could be built.

### Governmental Center (*Nedimowin* - Mind)

Currently, the majority of Tribal Government Offices/Services, including the Office of the Ogema, Tribal Council chambers, Economic Development, Planning, and many other Tribal services are located in downtown Manistee, at 375 River Street. An additional administration building is on the south end of the City of Manistee and includes the Housing Department and a tribal community center. The Tribe operates a health clinic on 9<sup>th</sup> Street in Manistee, and Tribal Courts and Public Safety in the Newland building on Domres Road north of the casino on M-22.

The Conservation Department (CD) facility (referred to as "Big Blue") is located on the east shores of Manistee Lake off M-55. The CD employs people to work on conservation-related projects within the Reservation boundaries. There are mixed opinions for the buildings. Some members believe it should remain for CD operations, others believe the this site would function better as a development community and that

CD headquarters should be located with Tribal leadership. CD should remain at this location until a feasibility study of the building structure, the lot, possible alternatives, and other potential locations for CD operations is commissioned and completed.

The fragmented nature of the Tribal administration and services is an area that has been identified in previous strategic planning efforts that needs to be addressed. Establishment of an integrated, “capitol” complex will increase cohesiveness among departments and reduce the confusion of having more than one administration building.

### **Infrastructure and Utilities (Wiivow - Body)**

Physical plant resources are closely related to the evolution of core community Cultural / Living Areas and governmental center. Many of the efforts to date pursued by tribal leadership involved the direct pursuit of Tribal sustainability within the context of the modern governance in the region. Provision of tribal water, sanitary sewer, and road infrastructure, and supporting sub-agencies have been and should continue to be vigorously pursued.

Future land use acquisition, integration and development must carefully consider the placement, proximity and scale of tribal infrastructure and utility improvements that will help the LRBOI eventually become a “zero net energy user” or even an energy producer regionally. This will ensure the ultimate goal of sustainability and sovereignty. Some opportunities that may blend well and have future land use implications are:

- New elevated water tower on the Domres Road site
- Identifying new locations and disposal practices for effluent substances (within or outside of the core community)
- Dontz Road infrastructure and paving improvements
- Tribal interior roadway grants and projects
- Wind Turbine and solar energy farms located near existing electrical grids
- Addition of telecommunications, natural gas and cable linkages
- Consideration of highway configuration at the core intersection
- Non-motorized and inter-modal Tribal transportation opportunities

Although the Tribe owns large portions of the core area, a significant amount of privately owned parcels creates fragmentation between the Tribal properties. In addition some Tribal lands are outside of the historic 1836 Reservation boundary, such as the current Tribal Police and Courts building on Domres Road.

### **Commercial/Light Industry (Wiivow - Body)**

Land use and development for economic endeavors also must factor into the future land use plan if sustainability and sovereignty are to be perpetuated. Clearly, the Little River Casino/Resort has and will continue to provide economic independence and growth for

the Tribe for the foreseeable future. It has been identified that as with any good business, the Tribe must diversify its economic and commercial endeavors in order to protect it from a financial downturn, create a broader job/career opportunity base for the Tribe, and enhance and strengthen its important business leadership role in the region. Moreover, LRBOI is uniquely positioned to promote regionally the values, integrity and sustainable land use practices that are the basis of Tribal cultural and philosophy.

The 2003 Annual report for Economic Development outlines objectives focusing on the core community, including the exploration of feasibility for a major Wind Turbine Farm (200mw) and primary consideration of commercial properties for possible development immediately adjacent to existing lands within the reservation; and/or special use/opportunity parcels.

There has not been a significant amount of effort in pursuing eco-tourism (tourism related to natural resources). The riverine (river-based) resources provide opportunities for this type of economic generating activity and should be explored.

### **Open Space / Green Belt Buffer (*Enamanjiwang* – Emotions)**

The Little River Band of Ottawa Indians have as a riverine people, forever been stewards and cohabitants of the lands and waters of the Manistee and Pere Marquette River valleys as the historical record clearly exemplifies. The people are uniquely and emotionally tied to the lands and waters of their ancestors. Today, that tradition is carried on through very strong, natural resource-based priorities at the core of Tribal governance and administration as exemplified within the Conservation Department program.

The Future Land Use Plan strengthens this component by the provision, conservation and acquisition of key open space and natural resource areas within the core community and throughout the Reservation areas. These lands are broken down into several categories that encompass and permeate the Core Community, including Greenway/Linear park, Green Buffer, and Natural Resource/Habitat Protection.

*Greenway /Linear Park* – is a deliberate attempt to recapture, reclaim, adaptively re-use or otherwise link disturbed, undisturbed, Brownfield, and fringe natural areas and green space through the center of the community for public use and enjoyment.

*Green Buffer* – is primarily the designation and/or acquisition of existing open space and natural areas for gaining tribal control and management for the purposes of open space protection and core community buffering from undesired development. Lands would be available for tribal/public use on a limited access basis with few improvements.

*Natural Resource/Habitat Protection* – is the designation and/or acquisition and linkage of remnant fragile natural resource systems in the surrounding core community. Areas would be inclusive of streams and intermittent streambeds, unregulated wetlands, and key wildlife habitat (or potential for it).

## **HOW TO USE THE FUTURE LAND USE MAPS:**

**Step 1:** Find the parcel/area that you are interested in.

All existing LRBOI land parcels in the core community are depicted on the map entitled **EXISTING CONDITIONS – Resort Sub-area 1**. The map also indicates major existing land use features, significant non-tribal parcels, and key view sheds and entry points into the core community.

**Step 2:** Using the next map;

### **FUTURE LAND USE PLAN – CORE COMMUNITY (ENLARGEMENT A)**

Locate the same land parcel/area and determine the future land use classification using the 6-color key at the bottom of the map. (Example: RED = COMMERCIAL)

**Step 3:** Determine if the parcel or area is a solid color and or has a solid boundary, hatched, or outlines the parcel.

*If the parcel/area color is solid*, then the Tribe owns the parcel and it is functioning as its proposed use, as exemplified by the color. Example The Casino is solid purple: it is functioning as a casino-resort (purple) and it is owned by the Tribe, and will continue to for the foreseeable future.

*If the parcel/area color is cross-hatched*, then the Tribe owns the parcel, and the parcel's use is still in the planning stage. The associated land use is reflected by the hatched color. Example: The Tribe owns land adjacent to US-31 that is vacant. This land contains a blue hatching pattern, it is owned by the Tribe and its intended use is for development of the LRBOI governmental center.

*If the parcel/area is only outlined in a color*, then the parcel is not owned by the Tribe, but, is recommended or highly desired for acquisition. The outlined color shows the intended use. Example: at the intersection of Kemmer Road and US-31, there is a parcel that is outlined in red. The Tribe does not currently own the parcel and a PUD has potentially been proposed, when and if the Tribe acquires the parcel, the proposed future land use is optimally LRBOI commercial.

**Step 4:** Using the next map;

### **FUTURE LAND USE PLAN – CORE COMMUNITY (ENLARGEMENT B)**

Determine if the parcel/area contains any letter designations. Review the land use classifications legend under the parcel/area color and find that letter(s) that describe the parcel/area's specific use(s). Example: The letter "A" is the brown land use classification – INFRASTRUCTURE/UTILITY = Existing Waste Water Plant.

# FUTURE LAND USE PLAN - CORE COMMUNITY (ENLARGEMENT A)

## Land Ownership / Use



**General Legend**

- 1836 RESERVATION BOUNDARY
- Highways
- County Roads
- Streets
- Two-Track/Seasonal
- Political Boundary
- Pipeline
- Electric Line
- Railroad

**LAND MANAGEMENT ZONES**

- HIGHWAY CORRIDORS
- RIPARIAN MANAGEMENT AREA-RESORT
- MAJOR GATEWAY OPTIONS

**WETLANDS**

- Aquatic Bed
- Emergent
- Moss-Lichen
- Scrub-Shrub
- Forested
- Open Water/Unknown Bottom

**LAND USE CLASSIFICATIONS**

- INFRASTRUCTURE / UTILITY
- GOVERNMENTAL SERVICES
- OPEN SPACE / GREEN BUFFER
- CASINO-RESORT
- COMMERCIAL / LIGHT INDUSTRY
- CULTURAL / LIVING

**LAND OWNERSHIP**

- LRBOI - EXISTING OR DESIGNATED USE
- LRBOI - MODIFIED OR PROPOSED USE
- NON-LRBOI - PROPOSED ACQUISITION OR FUTURE USE

Scale: 0 2 4 6 8 10 Miles

North Arrow

Map Date: 2005

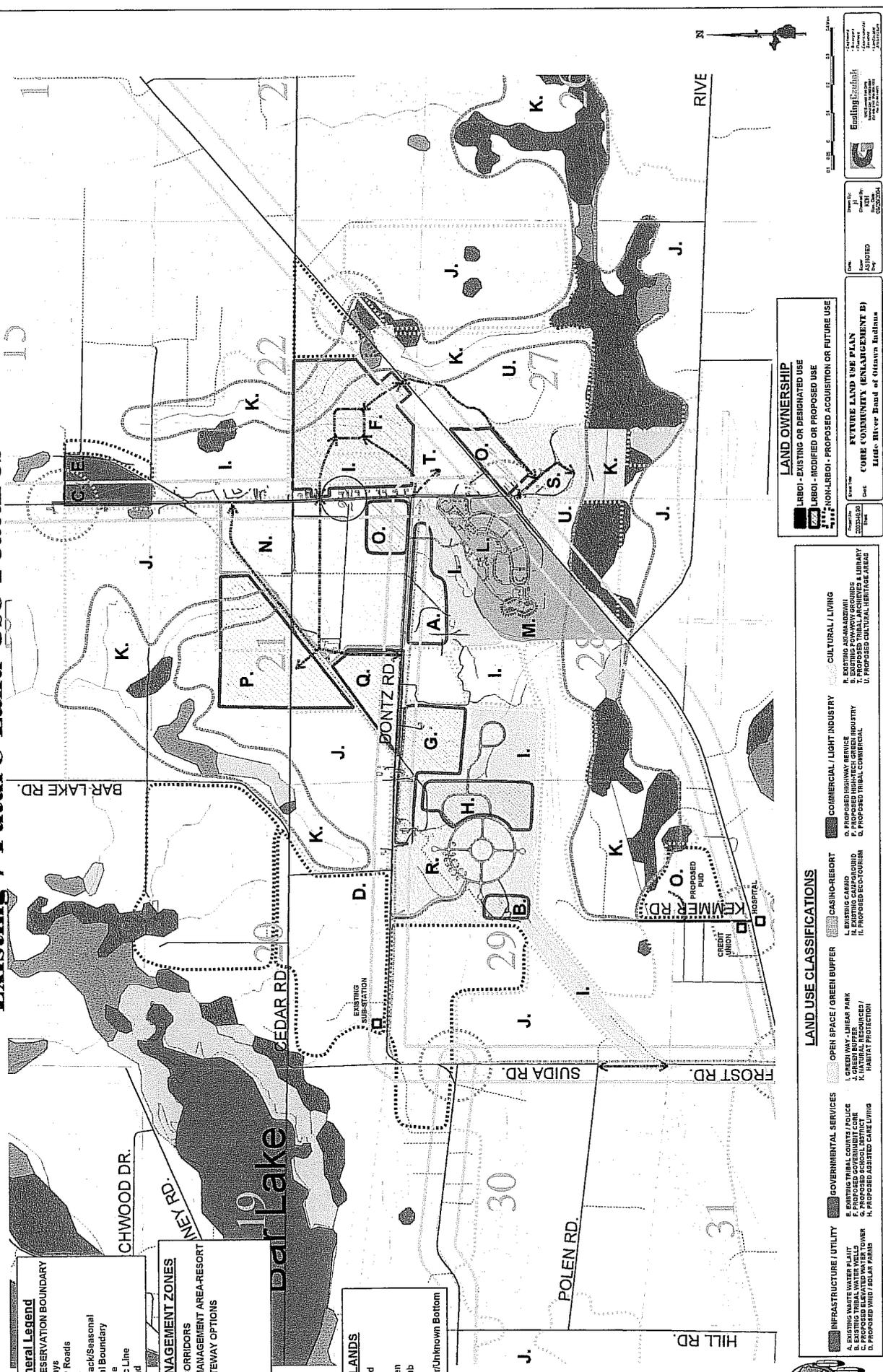
Map Author: [Name]

Map Title: FUTURE LAND USE PLAN CORE COMMUNITY (ENLARGEMENT A) Little River Band of Ottawa Indians



# FUTURE LAND USE PLAN - CORE COMMUNITY (ENLARGEMENT B)

## Existing / Future Land Use Features



**General Legend**

- 1836 RESERVATION BOUNDARY
- Highways
- County Roads
- Streets
- Two-Track/Seasonal
- Political Boundary
- Pipeline
- Electric Line
- Railroad

**LAND MANAGEMENT ZONES**

- HIGHWAY CORRIDORS
- RIPARIAN MANAGEMENT AREA-RESORT
- MAJOR GATEWAY OPTIONS

**WETLANDS**

- Aquatic Bed
- Emergent
- Moss-Lichen
- Scrub-Shrub
- Forested
- Open Water/Unknown Bottom

**LAND USE CLASSIFICATIONS**

- INFRASTRUCTURE / UTILITY
  - A. EXISTING WATER PLANT
  - B. PROPOSED WATER TOWER
  - C. PROPOSED ELEVATED WATER TOWER
  - D. PROPOSED WMO / SOLAR PARKS
- GOVERNMENTAL SERVICES
  - E. EXISTING SCHOOL DISTRICT
  - F. PROPOSED COMMUNITY CENTER
  - G. PROPOSED SCHOOL DISTRICT
  - H. PROPOSED ASSISTED CARE LIVING
- OPEN SPACE / GREEN BUFFER
  - I. NATURAL RESOURCES / WATERFRONT PROTECTION
  - J. OPEN SPACE / GREEN BUFFER
  - K. GREEN BUFFER
  - L. EXISTING CAMPGROUND
  - M. PROPOSED RECREATIONAL
- CASINO-RESORT
  - N. PROPOSED CASINO
  - O. EXISTING CAMPGROUND
  - P. PROPOSED RECREATIONAL
- COMMERCIAL / LIGHT INDUSTRY
  - Q. EXISTING HIGHWAY ACCESS
  - R. PROPOSED HIGHWAY ACCESS
  - S. PROPOSED HIGHWAY ACCESS
  - T. PROPOSED HIGHWAY ACCESS
  - U. PROPOSED TRIBAL COMMERCIAL
- CULTURAL / LIVING
  - V. EXISTING ASIAN ARCHITECTURE
  - W. EXISTING POW-WOW GROUNDS
  - X. EXISTING TRIBAL COMMERCIAL
  - Y. PROPOSED CULTURAL HERITAGE AREA
  - Z. PROPOSED CULTURAL HERITAGE AREA

**LAND OWNERSHIP**

- LIBCO - EXISTING OR DESIGNATED USE
- LIBCO - MODIFIED OR PROPOSED USE
- NON-LIBCO - PROPOSED ACQUISITION OR FUTURE USE

**FUTURE LAND USE PLAN**  
CORE COMMUNITY (ENLARGEMENT B)  
Little River Band of Ottawa Indians

**Map Information**

Scale: 1" = 100'

North Arrow

Map Date: 2024

Map By: [Name]

Map For: [Name]

Map No: [Number]



## 2. URBAN COMMUNITY

The Urban Community includes the City of Manistee, the Village of East Lake, Scottville, and Custer. These communities have master plans and their goals regarding land uses should be reviewed and known. Where the goals between these municipalities and the Tribe coincide, they should be pursued together. Where the goals differ, they should be reviewed for commonalities to build new goals that can be embraced by both parties.

These areas have services, higher densities, and mixed uses. There is and should continue to be a mixture of housing types in these areas, including single family homes, town homes, condominiums, and apartments. People who live here enjoy living in a city or village environment with mixed uses and appreciate the availability of services.

The Tribe should work with these municipalities to insure that future developments reflect the New Urbanism designs, historical building placement, and diversity of housing types. There should be an emphasis on providing a mixture of architectural styles to prevent homogenous-appearing developments. Due to the availability of services and infrastructure capabilities, there should be higher densities in these locations.

These locations are also the main commercial areas. New commercial and industrial uses are expected and should be promoted here. These uses are more intensive and depend on the improved services provided in this location. This area can provide jobs and income for residents. However, certain uses that can impact the environment and/or community such as industry or intense commercial (not neighborhood or tourist related) should be scrutinized to insure their placement does not conflict or disrupt the natural ecosystems, social fabric, historical characteristics, and/or cultural sites. All industrial uses and commercial uses greater than 40,000 square feet should go through a special use permit process with their municipality and refer to the LRBOI Tribal Council for their input on the decision.

Uses surrounding the Manistee Lake, Lake Michigan, and Manistee River should be less intense and follow the guidelines established in this plan. The Tribe should also work with these governing bodies to promote Brownfield development and the reuse of existing buildings. An infill mentality of "use and improve what is existing" is preferred over Greenfield development.

Since these areas have a higher concentration of population, the Tribe should continue to demonstrate their presence and be involved in decision-making, taking an active role during the master planning process to ensure that future land uses are compatible with the Tribe's intent for these areas.

In addition, on the 1855 Reservation area, the Urban Community may be ideally suited for a satellite office serving Tribal members who live in the Mason, Oceana, Muskegon Counties, and in other locations. Support services could include a medical clinic, social services office, natural resources, law enforcement, senior center, and school. The

primary location for senior housing is expected in the Core Community; however, senior housing could be built in the Urban Community to supplement the housing offered there.

### 3. SUB-URBAN FORESTED COMMUNITY

When driving on M-55, a person primarily sees trees with scattered homes from the road. This is a rural type of development. People who live here enjoy this visual environment, having a forested lot, and being close to the Urban Community. This type of development should continue to be promoted.

Lot sizes should vary from one to four acres and should be mainly single-family homes. Houses should have deep setbacks from M-55 with trees retained between the development and road, protecting the visual character. Tree canopies should remain, and when a tree is removed from this area, a replacement should be planted in or near its location. The majority of homes in this area are served by well and septic systems and it is anticipated that these services will continue. This is not, nor should it be, a high density or intense use location. Strip commercial development in this area should be discouraged.

### B. RING TWO: NEAR-BY NATURE

The second development classification is the Near-By Nature Ring, which is considered a rural residential area. This area is primarily single-family, with some farming or animal rearing activities. These areas are not anticipated to become urban or have urbanized characteristics such as municipal water or sewer, but there will be a need for road improvements.

It is anticipated that there will be a mixture of single-family developments, including cluster developments that allow for dwelling units to be grouped closer together than normally would be allowed under traditional zoning. These groupings of dwellings are to be on the most buildable portion of the site so the remainder of the property can be preserved. There should be no minimum lot size requirements in cluster developments. The availability of services and existing natural features should govern the lot sizes and density capacity. The goal of this development is that a person will be able to interact with their neighbors and be able to take advantage of the large amount of open space and critical natural features near their residence.

Another single-family development expected is a corridor layout, where there are no minimum lot sizes, but there is a minimum width requirement of 300 feet. Houses are to be sited next to each other, but with minimal visual impact (trees and topographic differences are to be used to screen houses from neighboring properties). The goal of this development is for people to be able to see "nature" or open space from all of their windows in their residence. The open space lands will be connected in a green corridor through and around the subdivision.

Conventional subdivision and traditional site condominiums are also expected in this location. During the review of these developments, there should be an emphasis on building location. Streets should be as narrow as possible, and suburban characteristics such as manicured lawns, massive tree removal, and street lighting are discouraged. Density should range from one unit an acre to one unit for every four acres.

Amenities such as a neighborhood store serving the area are encouraged to provide a convenient shopping place for residents. These operations should be within walking distance to homes to reduce reliability on the automobile. The neighborhood stores could also act as gathering areas for residents for social and informative purposes.

Some commercial operations to serve the motorist, such as gas station, restaurants and convenience shops are expected along the highways. To insure that a strip development does not occur in this area, these uses should be clustered together, share a common driveway, and not have more than three (3) businesses in a location. These business clusters should be a minimum of five (5) miles apart.

Energy efficient homes that use recycled products and/or are not as reliant on natural gas, public utilities, and services are highly encouraged. The Tribe may want to encourage these housing types by providing financial incentives.

### **Farming Areas**

In the 1855 Reservation, there is a lot of land suitable for farming. Farming using the native practices of altering the crops growing on the land and rotating locations for animals to feed (allowing for free-range grazing) versus modern practices is highly encouraged. The native methods of farming produce healthier food in a more sustainable growing environment. This will allow for more productive farmland over the extended time period and a healthier ecosystem. This type of farming will produce healthy food for Tribal members and could be used as an economic generator. As organic crops and pesticide-free meat gain in popularity, their demand becomes higher. The agricultural lands designated in the 1855 Reservation would provide an ideal location for this type of activity.

## **C. RING THREE: FRONTIER LIVING**

The Frontier Ring includes land that is 15 to 20 miles away from the center of the core area. People who live here are about 20 to 30 minutes away from the Urban Community. Residents in this location, typically, enjoy being away from urban areas.

People who live here will be able to farm, hunt, fish, and gather on their land for their personal use. The primary use is single-family residential. Energy efficient homes are highly encouraged in this location, and as with the Near-by-Nature classification, financial incentives should be offered. Small commercial uses meeting the design guidelines described in the Near-By-Nature Ring are anticipated to serve nearby residents and motorists.

Very limited service is expected in this location. Driveways should be gravel; there should be no street lighting, manicured lawns, or massive tree removal. Home sites should be over ten acres and have wide frontage requirements. Homes should be hidden in the trees and be a distance from roads. Improvements such as homes should be very little or not at all visible from roads or other homes.

Road improvements and widening should be minimal; road width should be limited to two lanes.

## **B. LAND MANAGEMENT ZONES**

These are land areas that transect the rings and take precedence when there is a conflict between the land use description and the design guidelines established in this section. The uses and designs of buildings affect the Reservation and areas beyond the boundary, and are more regional issues.

### **1. ROADWAY CORRIDOR MANAGEMENT PLAN**

Management and aesthetic enhancement of the roadway corridors involves the integration of a variety of elements. The use or misuse of roadway corridors, and how they appear to those who use them, is a direct reflection of the values and culture of those who have jurisdiction over them. If governmental entities primarily value commercial development, these corridors will look like market places. If they value nature, roadway corridors will have the appearance of trees, hills, and open space, even though they may accommodate commercial development.

In Tribal culture, travel corridors were ways to move goods and people from one place to another. They were not commercially developed corridors. They were naturally appearing passageways that interconnected areas where people lived, hunted, and conducted business.

Modern travel corridors tend to evolve into commercial corridors as traffic volume increases, unless there is a conscious and deliberate effort to protect the rural roadside character of such corridors. The Tribe intends to scrutinize all development plans for travel corridor lands within the two reservations, and land use patterns should be made to reflect, to the greatest degree possible, the culture and values of the Tribe, recognizing that changes have already occurred and will continue to evolve in the future.

Site-specific design and planning has a major impact on the visual quality, safety, function, and economic potential of given development along the highway corridor. To borrow from the real estate industry, "curb appeal" is everything. When planning and designing on a larger regional scale, curb appeal translates to "*Sense of Place.*"

Sense of Place can be defined as the quality and capacity of an area to evoke a particular image, a sense of remembrance and scale for the visitor or resident. As site-specific elements evolve in an area, they contribute to the overall sense of place. The following outlines the principle elements of site-specific design that should be considered in overall corridor management:

- a) Building architecture
- b) Building orientation / setbacks / lot size
- c) Access / access management
- d) Parking and circulation
- e) Landscaping / natural buffers
- f) Signage / street/site lighting / utility poles
- g) Roadway and site maintenance

The Tribe should also review and comment on private development and municipal master plans within travel corridors (US-31, M-22, and county and local roadways) to insure that rural travel corridor character remains basically unchanged. In making its review, the Tribal Council will seek to achieve the outcomes as outlined in this section.

## **2. GATEWAYS**

Gateways should also evolve on major access/highway corridors and access to the major riparian (river) and lake management areas to clearly identify the arrival and identity of the place and the core of the reservation. Sensitive design and management of these critical gateways should be an imperative effort to help establish and maintain the character that is representative of the Little River Band. The gateway locations are on the Future Land Use Map.

- Northern – Domres Road / M-22 provides a natural entry from the north on land. Although the area is outside of the 1836 Reservation, it is owned by the Tribe and used for Tribal Courts and will be the site for an elevated water tower.
- Southern – Kemmer (or Frost) Road / US-31 intersection provides a southern gateway that may evolve into appropriately setback highway commercial opportunities. Frost Road may be preferred if extended to Sudia Road and provide an opportunity to loop the core community on its western side, making this the edge of the core area.
- Eastern – Section 22 (Manistee Twp.) / US-31 provides a critical access point to the northern edge of the 1836 Reservation in close proximity to a future capitol/ governmental site, cultural and green buffer/open space parcels.
- West – Knott Road / Sudia Road Intersection provides an important westerly gateway for both eastbound visitors to the casino/resort (ie. from the state campgrounds and Lake Michigan) and connectivity to the west for the LRBOI.

### **3. RIPARIAN MANAGEMENT AREA (RMA)**

A riparian management area, delineating the area along Manistee Lake, Manistee and Pere Marquette Rivers and their tributaries is proposed to identify and regulate land use to prevent environmental degradation and pollution most likely to be transported into the river. Additionally, this effort could promote natural resource-based programs and initiatives that are existing or are likely to take place. This management area is shown on the future land use map and is further discussed in the Action Plan.

### **4. LAKESHORE AREAS**

Lakes, streams, and associated wetlands are among the most important components of the community's natural fabric because they are areas of high amenity and economic value. Furthermore, good surface and ground water quality is essential to the environment, the health and economic well being of the community. Currently, other than the lands that are publicly owned, the remainder of the Lake Michigan and Manistee River shorelines are privately owned and occupied by housing. The shores of Lake Manistee are occupied by large, heavy industrial uses primarily because the Lake itself has served the transportation needs of industry dating back to the 1800s.

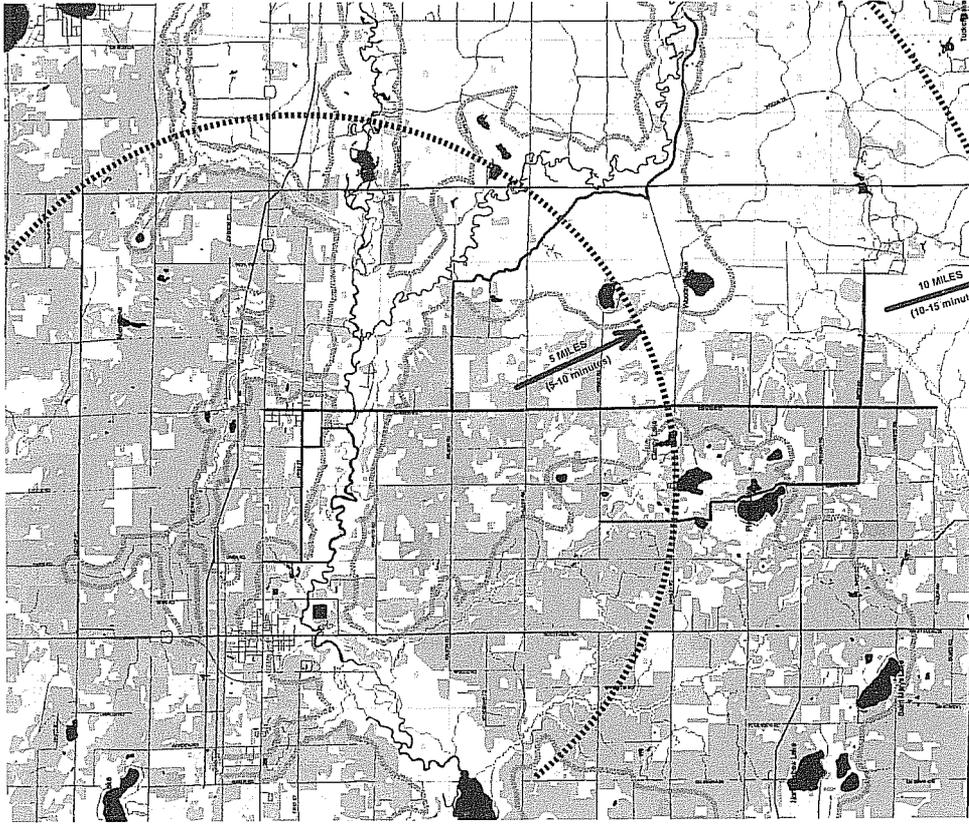
While heavy industry might seem to be a permanent condition, the Manistee Lake riparian corridor is susceptible to changes in land use over time and future development should be held to a higher standard of design, uses, and superior shoreline protection measures than in past generations. The future of the Lakeshore will change. There will be less and less dependence on rail and lake transportation over time, if present trends continue, so the historical allure of the lake for heavy industry will weaken, suggesting lower impact land uses, restoration of some of the shoreline as natural open space, and increased public access.

Moreover, while some of these businesses may continue to operate within the riparian zone for 20 or more years, some will cease operations, move to other locations, or be eliminated by mergers and acquisitions. As this occurs, a new direction is warranted that employs mixed-use principles, valuing the lake and river systems for their natural, recreational, and scenic qualities rather than as an industrial area. The perpetuation of heavy industrial uses will fly in the face of current trends.





# AGRICULTURAL LAND 1855 Reservation



**Land Management Zones**

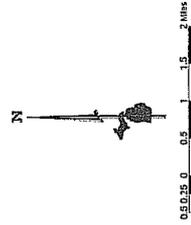
- RIPARIAN MANAGEMENT AREA (RMA)
- CONNECTING THREADS (INTERIOR ROADS)
- HOUSING DEVELOPMENT ZONES

**Land Use / Land Cover**

- Confined Feeding Operations
- Cropland, Rotation, and Permanent Pasture
- Herbaceous Rangeland
- Orchards, Vineyards, and Ornamental
- Other Agricultural Land

**General Legend**

- 1855 RESERVATION BOUNDARY
- TRIBAL LAND HOLDINGS
- Two-Track/Seasonal
- Highways
- Streets
- County Roads
- Pipeline
- Electric Line
- Railroad



Bureau of Land Management  
 U.S. Department of the Interior

**AGRICULTURAL LAND**  
 Land Use Plan  
 Little River Band of Ottawa Indians

Project No: 2008  
 Date: 12/15/08  
 Prepared by: [Name]  
 Checked by: [Name]  
 Approved by: [Name]

## **VI. ACTION PLAN / RECOMMENDATIONS**

The action plan is designed to provide a foundation for future land use activities for the Tribe. Although it is recognized that all of the recommendations cannot and will not be accomplished in the same time frame, in order to achieve the mission set forth, no single area of concern should be considered mutually exclusive. Simply put, each of the following significantly contribute to the better whole: *Roadway Corridor Management Plan; Riparian Management Area (RMA); Lake Management Plan; Zoning Ordinance/ Site Plan Review Process; Intra-governmental Relations Plan and Tribal Living Rings Implementation.*

### **A. ROADWAY CORRIDOR MANAGEMENT PLAN**

**What:** One of the highest priorities for the Tribe should be the development of a Roadway Management Plan focusing on the improvement or development of a delineated road system on the future land use map. This Roadway Management Plan should identify roads according to the following classifications: (1) roads that will be developed and maintained as part of the Tribe's road system; (2) roads currently under the jurisdiction of municipalities, county road commissions or the state, which the Tribe may wish to assume jurisdiction (including responsibility for maintenance and improvement); (3) roads under the jurisdiction of municipalities, county road commissions or the state.

This plan should identify and prioritize roadways based on Tribal needs and priorities identified in this Land Use Plan and future updates. This plan should also prioritize projects to improve roads serving the Reservations and the 9 county service area to prioritize allocation of funds for those projects, including Tribal/BIA road funds, 2% allocations from the Local Revenue Sharing Board, and County/State/Federal Highway road funds. This plan should control development along the roadway corridors so that it occurs in a visually pleasing fashion. The roadway corridors are one of the most impressive areas of the Reservation areas. Site-specific design and planning can have a positive impact on the visual quality, safety, function, and economic potential of development along these corridors. To borrow from the real estate industry, "curb appeal" is everything. When planning and designing on a larger regional scale, curb appeal translates to a sense of place, or cultural character of the area. Sense of place can be defined as the quality and capacity of an area to evoke a particular image, and sense of remembrance, and scale for the visitor or resident.

The plan must incorporate a Road System Traffic Safety Review as is outlined in the Mendocino county Traffic Safety Review System.

As consistently designed, site-specific elements evolve an area, they contribute to the quality of life. The following outline describes the criteria and components that together establish the character of roadway corridors and they should be

incorporated into the roadway corridor management plan.

1. Building Architecture

The building mass and shape should complement the site. Large, massive structures are generally most appropriate for sites with fewer environmental restrictions. Sites that are wooded, sloping, or have significant views are best suited for less massive and informal buildings that can be carefully positioned into the existing landscape.

2. Building Orientation / Setbacks / Lot size

Buildings should be designed to exemplify the characteristics of their location. When they are in a more urban or developed setting, such as in the Core Community, they should be closer to the street, oriented to face the street, and encourage pedestrian activity. These areas should have smaller lot sizes and setbacks. When they are in more rural or forested locations, buildings should be “tucked” into the trees. These buildings should have greater setbacks, be on larger lots, and placed near existing vegetation

3. Access / Access Management

Each driveway along a roadway presents a potential conflict point. Vehicles pulling in or out or slowing to turn disrupt the smooth flow of traffic. These movements create “side friction.” The number, spacing, and design of driveways are important factors to consider in order maintaining a desirable level of capacity and movement on the roadway.

Access management is a set of proven techniques that can help reduce traffic congestion, preserve the flow of traffic, improve traffic safety, prevent crashes, preserve existing capacity, and preserve investment in roads by managing the location, design, and type of access to property. Access management focuses on the number, location, and design of driveways as they relate to the following elements within the road right-of-way: travel lanes, medians, by-pass lanes, dedicated turn lanes, acceleration and deceleration lanes and signal operations. The following points should be addressed in the roadway corridor management plan and implemented in the zoning ordinance.

- Limit the number of driveways to each lot.
- Restrict the number of lots fronting on highways and on busy roads.
- Regulate the location, spacing, and design of driveways.
- Encourage shared access to parcels and consolidate driveways where possible.
- Provide adequate sight distance.
- Separate driveways from intersections.
- Restrict turning movements into and out of driveways.
- Offset driveway, locate driveways away from other driveways.
- Encourage passing lanes.

- Encourage alternative accesses; such as front or rear access drives (frontage roads).
- Promote internal connections.
- Consider an access management provision that limits the number of allowed driveways on a road.
- Utilize acceleration and deceleration lanes to assist in the smooth flow of traffic

4. Parking and Circulation

The design of on-site parking lots has a direct relationship to the safety and efficiency of the adjoining road and to the public's perception of the traveling experience. Many of the parking lots throughout the Manistee urban area have been designed and constructed with little or no regard for these factors.

Parking requirements should be reviewed to determine if they encourage excessive parking area. In many cases, the parking requirements may be lessened. Regulate landscaping in parking lots to control circulation, limit erosion and improve aesthetics.

5. Landscaping / Natural Buffers

The Roadway Corridor Management plan should have landscaping guidelines for roads and parking lots. This landscaping guide should emphasize tree retention and replacement along the roadways and provide minimum standards in parking areas.

6. Signage / Street/site lighting / Utility Poles

The size, types, materials, and location of signs influence the visual character of a roadway. The Roadway Corridor Management Plan should address signage in context with sensitive design guidelines.

7. Roadway and Site Maintenance

A major contributor to the visual quality of M-22/US-31 corridors relates to the level of basic site maintenance. Existing roadway medians, adjacent sidewalks and trails, and frontage landscapes associated with the sites of adjacent non-tribal property owners (business and residential) can be improved/maintained with cooperative corridor management goals and guidelines.

The Tribe's Planning Department participated in the creation of the Michigan Department of Transportation Corridor Management Plan for the US-31 corridor through the Manistee urban area. The LRBOI Future Land Use Plan should attempt to integrate and strengthen the efforts made and further develop objectives for the other critical travel corridors affecting the reservation and Tribal core community.

**Who:** The process of developing the Roadway Corridor Management Plan should initiate with an internal planning process involving the Tribal Planning Department, Tribal Roads Program Coordinator, the Tribal Ogema, BIA Roads Program representatives, and a Tribal Planning Commission. The Tribe's road priorities and plan recommendations should then be taken to a process involving Tribal representatives prior to consultation/submittal to the BIA. A traffic engineer or designer may be needed to help fully develop this plan. The Tribe should view themselves as regional leaders with this initiative because the Reservation areas involve many different governing bodies.

**When:** Due to the amount of development occurring in the region, this plan should be developed within the next two to three years. The implementation of the plan will depend on available resources and coordination with local governing bodies. Eventually components of this plan should be incorporated into the Tribe's zoning ordinance. If done properly, components of this plan could also be accepted by local communities and be incorporated into their zoning ordinances.

## **B. RIPARIAN MANAGEMENT AREA (RMA)**

**What:** Another crucial concern the Tribe needs to address as a regional leader, is the Riparian areas that were delineated on the Future Land Use Map. The riparian areas along the Manistee and Pere Marquette Rivers are the defining natural features of the 1836 and 1855 Reservations. A Tribal riparian management area plan for the areas along Manistee Lake, Manistee and Pere Marquette Rivers and their tributaries is needed. Although these areas are multi-jurisdictional, they are all in the Tribe's Reservation areas.

This plan should identify land use practices that cause environmental degradation and pollution in the river areas. This plan should describe natural resource-based programs and initiatives that are occurring, likely to occur, and should be occurring. This plan should explain how:

- a. To provide for the management of water and related land resources within the Reservation areas;
- b. To promote the conservation, development, and proper utilization of surface and groundwater within the Reservation areas;
- c. To minimize degradation of water resources caused by the discharge of stormwater within the Reservation areas;
- d. To promote environmentally sound economic development guidelines for properties within the Reservation areas;
- e. To promote the restoration and rehabilitation of natural resources (including fish, wildlife and plant species) within the Reservations to meet the cultural and spiritual needs of the Tribe;

- f. To preserve natural resources, fish, and wildlife within the Reservation areas;
- g. To promote recreational development, protect tribal and public lands, and to assist in maintaining the navigability of the rivers; and
- h. To promote the health, safety and general welfare of the people of the LRBOI and local communities.

The riparian management plan should be developed so that its recommendations would be incorporated into local governments and the Tribe's zoning ordinances. The riparian management plan should identify critical areas and characteristics the Tribe seeks to protect to inform Tribal efforts to protect these areas. Under current principles of federal Indian law, the Tribe has the ability to exercise jurisdiction or influence land use activities on non-Tribally owned lands in particular circumstances. The riparian management plan should guide the application and use of these authorities by Tribal decision makers.

This plan should describe the preferred land uses and densities in this designation to minimize adverse impact on the water quality of the Manistee and Pere Marquette Rivers. The Plan should recommend riparian management programs that are flexible and responsive to changes in resource availability, water quality, water use, environmental conditions, new technologies, and the economy.

The development of this plan should involve reviewing existing watershed management plans, research and monitoring watersheds that do not have active watershed management plans, and coordinating with the local units of government. In some instances, this plan should parallel the Federal Natural Rivers Designation.

**Who:** This process should be lead by the Tribe and involve Tribal Ogema, Tribal Planning Department, Tribal Planning Commission, and Natural Resource Department. The Tribe should also work with environmental groups, private property owners, surrounding governing bodies, Manistee County, federal and state agencies to promote cooperative efforts to address Tribal interests. If needed, a professional planner or designer could be contracted by the groups to help develop the plan.

**When:** Working on the Riparian Management Plan should begin this year.

### **C. LAKESHORE MANAGEMENT PLAN**

**What:** The Tribe should proactively work with the Manistee County, the City of Manistee, the Village of East Lake and surrounding Township to develop a joint comprehensive lakeshore management plan that reflect the Tribe's guiding principles for land uses along the lakeshore. This management plan should describe the sensitive characteristics of this area and describe uses that will have minimal impact on the lakeshore, such as parks, natural preserves, and low-density residential. This plan should also incorporate design standards such as increased setbacks from waterbodies, restrict the amount of impervious surface coverage to 10% of the site area, recommend limitations on the amount of disturbance, and recommend wide lots widths along the lakeside. The design standards should be incorporated in the Tribe's zoning ordinance, and encouraged to be in the zoning ordinances of the other jurisdictions. Under current principles of federal Indian law, the Tribe has the ability to exercise jurisdiction or influence land use activities on non-Tribally owned lands in particular circumstances. The lakeshore management plan should attempt to define specific impacts or uses that will negatively impact Tribal land use priorities to guide the application and use of these authorities by Tribal decision makers. Uses along the lakeshore should be securitized jointly by the Planning Commissions of the governing body and by the Tribe.

The existing industrial uses and more intense uses should be thought as temporary uses and allowed to remain, but not to expand or increase in size. These uses should be monitored for their effects on the water bodies. This plan should explain how protecting the lakeshore will benefit the local economies in terms of increased tourism, improving the quality of life (socially and health-related), and conserve the natural environment.

**Who:** The process should involve the LRBOI members (including representatives from the Tribal Ogema, Tribal Planning Department, Tribal Planning Commission, and Conservation and Development), environmental groups, business groups, surrounding governing bodies, and Manistee County. If needed, a professional planner or designer could be hired to help facilitate the development of this plan.

**When:** This is a very current issue and concern, therefore, efforts should begin as soon as possible. It is understood that the County may be beginning efforts to develop a lakeshore plan, and the Tribe should be an active partner in this effort.

### **D. ZONING ORDINANCE / SITE REVIEW PROCESS**

**What:** One of the most powerful tools a community has in implementing the guidance of a future land use plan is zoning. As of June 2004, the LRBOI Planning Department had commenced initial work on a Tribal Zoning Ordinance.

Preparing a zoning ordinance is a difficult task. First, an inventory of the existing land uses is needed to insure what is written is realistic regarding the current situations. It should, however, describe land uses and development standards that are compatible with the future land use plan. If the existing land uses and future land use plans are similar, this may be a less complicated task.

However, in most instances, there are will be areas that the future uses and/or design standards differ substantially from existing uses. In these instances, discussions with the landowners and Tribal representatives (preferably a Tribal Planning Commission) should occur to allow both parties to negotiate what would be in the best interest for the community and the individuals.

Current principles of federal Indian law give the Tribe limited jurisdiction over land use activities on lands owned by non-Tribal members. Efforts to regulate zoning or land use activities on non-Tribal lands, to coordinate with, or influence, zoning and land use decisions by other jurisdictions are complicated by number of different governing bodies (municipalities and townships), who may have their own zoning and future land use plans for lands within the Reservation areas. Coordination with these governing bodies is a necessity in determining the appropriate uses, design regulations and the development review process. Certain uses, due to their regional impacts, should go through a tiered review process with local jurisdictions and the Tribe. These uses should include development on the lakeshore areas, large building developments (i.e. greater than 40,000 square feet), uses along the Lakeshore Management Area, Riparian Management Corridor, and use along the Roadway Management Corridor.

Until this coordination and a process are developed, the Tribe should focus on a zoning ordinance that concerns Tribal-owned land. The Tribe should also clearly define its zoning and land use interests and policies so that those interests and policies can be communicated to other jurisdictions and to guide Tribal decision makers in the use of legal mechanisms available to regulate or influence land use on non-Tribal lands. In the spirit of cooperation, other jurisdictions should be made aware of the Tribal zoning and future land uses.

The Tribal zoning ordinance should focus on site development standards, including setbacks, building height, building placement, landscaping, and impervious lot coverage. Permitted uses should reflect the uses described in the Future Land Use Plan. The zoning ordinance should also contain regulations implementing the design recommendations in this Future Land Use Plan.

Aki Maadiziwin, the Casino, and the Government Center location should be described as a Planned Unit Developments (PUD). This would allow for more discretion in building placement to insure structures are located away from the Riparian Management Area or other sensitive natural features and structures are sited so they relate to each other. The PUD zoning classification would allow

for mixed uses, which this plan endorses.

The zoning ordinance should describe the site plan review process and explain the level of detail needed for development applications, providing the criteria for decision-making.

The most effective way to develop and implement a zoning ordinance is to establish a Tribal Planning Commission. The functions of the Planning Commission would be to assist in the zoning ordinance formulation, review development plans against the zoning ordinance, and work to implement the policies and guiding principles described in the Tribe's Future Land Use Plan.

**Who:** The Tribal Planning Department and the Ogema should work together to establish a Tribal Planning Commission. Tribal Executive Attorney should also be involved in the formation of the Planning Commission. The Zoning Ordinance should be primarily developed by the Tribal Planner; however, there should be assistance from the Planning Commission, if established. If needed, an outside consultant could be hired to assist in the writing of the document.

**When:** Currently there are efforts to develop a zoning ordinance and this effort should continue. A zoning ordinance typically is developed in a one-year time frame for a city or township that already has an ordinance. Public participation is important in developing a zoning ordinance so that it will be easier to administer and enforce. After the adoption of the zoning ordinance, a zoning administrator (someone whose main duty is to enforce the ordinance) should be hired. The creation of a Tribal Planning Commission should occur as soon as possible and they will be responsible for the implementation of the Future Land Use Plan.

## **E. CORE COMMUNITY SITE DESIGN**

**What:** As described in the Future Land Use Plan, development in the Core Community should be planned and coordinated. The zoning ordinance should have specific site design standards for development within the Core Community. These design standards could be site specific and explain how development should look on each parcel. Specific items that need to be addressed in site planning include building sighting and orientation, architectural design, landscaping, connectivity, and the building's relationships with other structures and the environment. Buildings in this area should go through a site plan review process, ideally by a Tribal Planning Commission to insure structures will appear like they belong and conform to the descriptions in the Future Land Use Plan. A building that is poorly designed or placed creates a visual blight that can ruin the scenic character of an area.

Specific locations that should go through the site design process include:

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- Casino-resort area expansion project (parking layout, site viewshed, and aesthetic issues, pedestrian/non-motorized routes).
- Domre Rd. water tower vicinity identified as a key core community gateway.
- Government capitol parcel across M-22 from the Casio, as recommended in the Future Land Use Plan. The government capitol area should function as a gathering area for members and incorporate the Tribe's philosophy of preserving natural features to the greatest extent possible.
- Aki Maadiziwin to develop a desirable mixed use community.
- Open space and natural resources parcels assessment/integration for preservation, enhancement and utilization for recreation, trail connections, etc. This component should involve direct input from the Conservation Department leadership.
- Pow-wow grounds Brownfield redevelopment, potential contiguous acquisition parcels, and eco-tourism site.
- Proposed economic development parcels for commercial or industrial uses. This should involve the Economic Development Department.
- Proposed Renewable Energy Sustaining Infrastructure Sites with particular emphasis on wind and solar technology, land availability, design criteria, and site evaluation.
- Big Blue - A feasibility study for the Conservation Development building on Manistee Lake should be commissioned to explore possible alternative uses for this site and other locations for Conservation Development.
- The Southern, Eastern, and Western Gateways should be built to provide a "sense of arrival" when entering the Core Community.

**Who:** The Tribal Planning Department should facilitate conceptual site plan development based on the Future Land Use Plan. The Planning Department should work with the Housing Commission, Conservation Department, Economic Development, and Utility Department. The Planning Department may want to work with a professional designer to help guide the site planning development. Ideally, the Tribal Planning would be responsible for the coordination of these efforts.

**When:** Several of the items listed are already proceeding to design development and implementation, including the Casino expansion and Domre Road water tower site. These areas should receive design-planning oversight as soon as possible.

Several components of the Core Community in the Future Land Use Plan involved identification of larger or strategically placed land acquisition but have longer term development implications. They will necessitate a higher priority for land assessment and acquisition, and moderate or even lower priority for actual development plans, design, or implementation. These components include the Renewable Energy Sustaining Infrastructure Sites and Open Space/Natural Resource Parcels.

Moderate priority sites include locations that have a direct impact on or relationship to the higher priority sites or have near term process deadlines. These sites include the Government capitol parcel and the remaining Gateways.

Existing sites where land uses are ongoing and evolution of existing designs, programs, and policy can be addressed with pertinent departments and Tribal Ogema, such as Aki Maadiziwin, Pow-wow grounds, Economic Development parcels and Big Blue, should go through a design review process prior to their approval for construction.

## **F. INTRA-GOVERNMENTAL RELATIONS PLAN**

**What:** The Reservations incorporate many different governing bodies (Tribal, municipalities, townships, counties, state, and federal). Each one has their own plans and land use regulations. Coordination between these efforts is essential for the desired uses. Currently the Tribe has informal working agreements with some of the governing bodies. Under current principles of federal Indian law, the Tribe has the ability to exercise jurisdiction or influence land use activities on non-Tribally owned lands in limited circumstances. The Tribe should pursue cooperative agreements and relations with other jurisdictions with zoning or land use authority within the Reservations to assure that Tribal interests are protected. The Tribe's relations with other jurisdictions should ensure that the Tribe's role as a sovereign and its interest in defining the character of the Reservation, not just Tribal lands, is recognized. This role is best carried out through cooperative agreements and cooperative relations.

Ideally, there should be agreements with each of the different governing bodies. Due to the number of governing bodies; this will be a difficult task. To simplify the process there should be a plan outlining:

- Existing agreements;
- What they address and do not address;
- What they should address;
- Where these agreements are needed;
- An explanation of how the Tribe could help these bodies achieve similar goals (i.e. help fund natural resources projects);
- An explanation of how the governing bodies could help the Tribe (i.e. insuring appropriate land uses occurring in lands within the Reservation boundaries not owned by the Tribe);
- Meeting schedules of all of the governing bodies;
- A listing of goals for each community and where they parallel and differ from the Tribe's; and
- A public outreach plan.

**Who:** This process of developing an Intra-Governmental Relations Plan should involve the Tribal Planning Department, Tribal Planning Commission, Tribal Ogema, and representatives from area governing bodies. Manistee County and the Northwest Michigan Council of Government (NWMCOG) should also be involved because of their regional planning efforts.

**When:** Due to the amount of development occurring in the region and the controversy regarding land uses, the plan should be developed within the next year. The implementation of the plan depends on available resources.

## **G. TRIBAL LIVING RINGS IMPLEMENTATION**

**What:** A Tribal Planning Commission along with the Housing Commission should begin to define for the Tribal Government viable and directed housing opportunities and incentives within the context of the Tribal Living – Rings within the 1836 and 1855 Reservations. With a direct relationship of goals related to the evolving Reservation Restoration Plan, specific geographical locations (parcels); level of support services; housing density; associated land use opportunities (i.e. for sustainable living); financing and ownership; and historical and cultural linkages can be generally prescribed for the types of living envisioned for these areas. This will provide for the Tribal member a palette of living opportunities.

A large segment of the Tribal population resides in areas of Oceana, Muskegon and other southern Michigan Counties. Careful land use planning and design could provide a satellite capability for Tribal services, economic activities and government for these communities in the 1855 Reservation.

The 1855 Reservation has distinctive differences from the traditional winter territories of Manistee. Historically, the Tribe made agrarian pursuits in the areas along and around the Pere Marquette. The large acreages still dedicated today to modern farming pursuits are a testimonial to the fertile nature of the area. The Tribe may have an opportunity to provide Living areas with production and/or sustenance farmstead capacity and/or production farming to Tribal members.

The natural resource base is also significant and vulnerable, if not even more so than the Manistee riparian system, due to the high percentage of agricultural land use. The Conservation Department could operate a field office to initiate future natural resource based programs and initiatives in the Pere Marquette riparian system.

Closely related to both of the previously mentioned land use opportunities, agriculture and natural resources, is an evident opportunity for eco-tourism. The geographic placement and historical significance of the Indian village site may lend itself to developing a cultural/heritage eco-tourism blend that Tribal membership could initiate with the support of the northern sister-core

community. The function and endeavors could be uniquely different from those of the resort/casino-based economic engine.

Reservation Restoration Plan efforts are supported by the data gathered from the 2004 Community Survey conducted for the land use plan. The survey data supports the anecdotal notion that Tribal members are interested in a wide variety of living opportunities, and thus it follows that a successful Reservation Restoration Plan must provide these. A planned and systematic method, however, is preferred that directs and guides membership in the context of the land use plan.

Living Rings 2 and 3, Near-by-Nature and Frontier, respectively, are loosely defined with traveling distances from the core community in 5-mile (5-10 minute) driving time increments. The physical proximity or distance to the core community (goods, services) is important to help define living areas because it begins to define day-to-day activities; where and how a member works, shops, eats, plays. The riverine heritage and love for nature has compelled many Tribal members to live in these areas. Living Rings begin to suggest a level of, or desire for, self-sustainability – independence or interdependence.

Initial objectives/action steps for the Tribal Living Rings implementation are to:

- Give incentives to the Tribal membership to consider opportunities in the 1836 and 1855 Reservations
- Evolve Aki Maadiziwin into a representative community with life-cycle living opportunities strengthening the physical and cultural linkages unique to that place
- Create specific living opportunities in the outer rings that provide choices desired and demonstrated in the 2004 Community Survey
- Develop financial, living, and business/job-based incentives to Tribal members to repatriate on either the 1836 or 1855 Reservation.
- Promote more ecological housing types to expand lifestyle choices, especially in the Rings 1 & 2 and 1855 Reservation.
- Explore commissioning a market feasibility study of the areas to see what types of industrial or commercial operations would provide jobs to Tribal members. Have appropriate buffering between these uses and residential homes.
- Promote traditional farming techniques such as crop rotation and free-range grazing to provide a better food source for Tribal members and job opportunities. Grow traditional crops and crops that are best suited for the lands. Join the organic food bandwagon as it become more popular and desired.

- Minimize the amount of infrastructure (roads, water, and sewer) within Rings 2 & 3.
- Coordinate trails and greenways connections with each development.
- Purchase land areas that are in the designated Greenway/Linear Parks; Green Buffer, and Natural Resource/Habitat Protection areas for open space.
- Develop a trail plan focusing on an integrated greenway system using existing trails, planned trails, river ways, topography, and population centers.

**Who:** The Tribal Ogema, Tribal Planning Department, and Housing Commission should be involved with these efforts. The main implementers of this task should be from a Tribal Planning Commission.

**When:** These efforts should be ongoing and begin this year.