

From Vision to Decision: Development of the Uplands at Swinomish



BOOK ONE

Prepared for:

The Swinomish Development Authority

April 2, 2002

By

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PAC Seminar Leader: William C. Apgar

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INTRODUCTION

PURPOSE OF THIS REPORT

The Swinomish Indian Tribal Community's recent acquisition of a 360-acre parcel of land within the reservation known as the Knudsen Farm marks the beginning of a new period of major opportunities and significant choices for the Swinomish. The Tribe has already decided to devote approximately half of the Knudsen parcel, which lies along the Swinomish Channel below Padilla Bay, to a new 1,200 slip Marina that at the time of this writing is scheduled to begin construction in late summer 2002 (see Map on Page 2 for layout of proposed Marina).

The purpose of this report is to investigate the possibilities available to the Swinomish for the development of the remainder of the site, approximately 120-acres surrounding the Marina known as "the Uplands." The report is written from the perspective that the proposed Marina will move forward as planned, creating an opportunity for the Tribe to choose between a variety of sometimes competing economic and social opportunities created by following different paths in the development of the Uplands.

Ultimately the final decision about the future of the Uplands will rest in the hands of the Swinomish community. Rather than attempting to suggest a single, optimal, package of development for the Uplands, this report is intended to explore several potential directions for development that appear to be economically viable and hold promise for allowing the Tribe to progress towards its economic and social goals. In preparing this report the authors have drawn on discussions with citizens of the Swinomish Community, tribal agency staff, the Marina development team, a review of tribal documents, and research into successful developments in communities facing similar opportunities. It is hoped that this report may contribute to the Tribe's discussions by providing some sense of the various kinds of opportunities that are available to the Tribe, and of the steps that would logically follow from a decision to proceed with a particular

Swinomish Channel Marina Project



form of development. Given this context, this report will attempt to do the following:

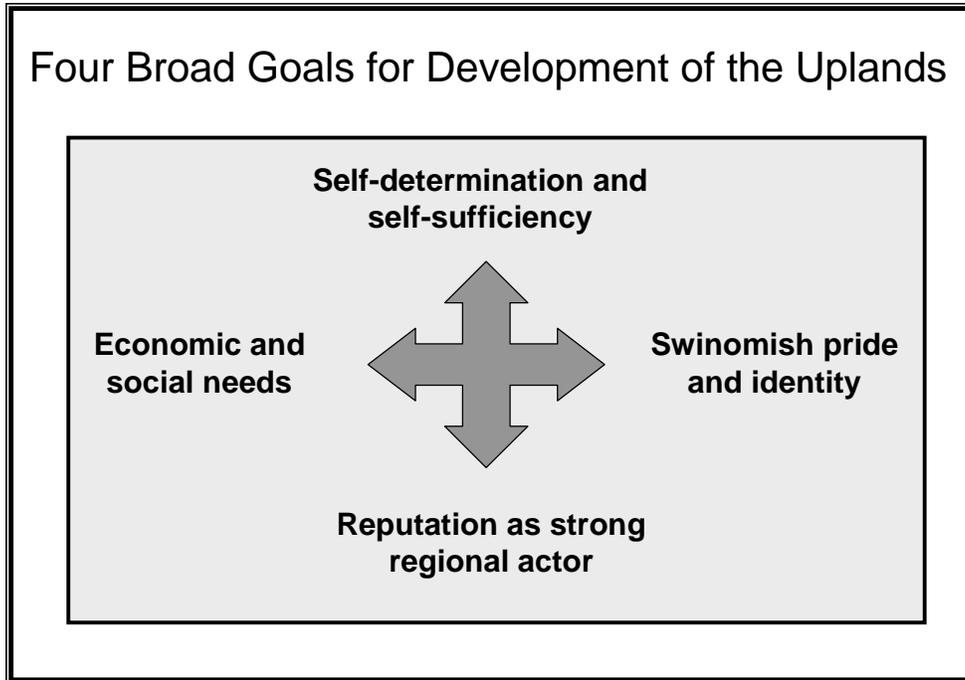
- **Identify a range of feasible development options** for the Tribe to consider based on the sense of opportunity and anticipation in the Swinomish community.
- **Discuss the major benefits and challenges associated with the projects** to provide the Tribe with a sense of the trade-offs implied by pursuing different kinds of projects.
- **Provide the Tribe with an information base to help catalyze community discussion** and to bridge information gaps created by the increasingly complex nature of projects being considered by the Tribe.
- **Identify critical milestones in the process of making a development decision** and the major tasks required to pursue the different options that are available to the Tribe.

Before turning to these issues, however, it may be useful to briefly describe the overall goals for any development project selected by the Tribe and the context in which the decision regarding the development of the Uplands will take place.

OVERALL GOALS FOR THE DEVELOPMENT OF THE UPLANDS

Development of the Uplands, while not an economic necessity for the Tribe, is an opportunity to improve Swinomish quality of life and provide for a greater array of community needs than is currently possible. For much of their recent history the Swinomish government has operated under a significant debt burden, which has at times severely constrained the Tribe's ability to undertake new projects or provide new services to the community. This situation has changed recently, however, due primarily to the success of the Swinomish Casino, which has allowed the Tribe to reduce its debt load and begin to invest in projects such as the Marina that are ultimately expected to generate a significant financial return to the Tribe.

Should the Swinomish elect to develop the Uplands, the Tribe will by necessity have to make a choice between various specific goals—such as generating high revenues or creating job opportunities for tribal citizens—which may not be equally possible in all projects. There are, however, likely to be several higher goals that the Tribe would expect to accomplish with any type of development project in the Uplands. Although it will ultimately be the Tribe's responsibility to determine these higher goals, interviews with citizens and leaders of the Tribe suggested at least four broad goals that may be particularly important to the Tribe in any project it undertakes:



1. **Exercise self-determination and enhance tribal self-sufficiency.** Development of the Uplands should be based on an active decision by the Tribe, and should be done with the purpose of enhancing the Tribe's ability to control its own destiny for the foreseeable future.
2. **Provide for the economic and social needs of the tribal community.** Development of the Uplands can help the Tribe establish another stable source of revenue, and either directly or indirectly meet some of the Tribe's needs for social services, job creation, education programs, or new community spaces. Development should be done for the good of the whole Swinomish community, and where possible should target the Tribe's greatest needs.
3. **Sustain Swinomish pride and identity.** Both the physical form and the intended purpose of any new development should be conscious of and consistent with the Swinomish culture. New development should be undertaken in such a manner that it clearly signals the involvement of the Tribe, and can serve as a source of pride for all community members.
4. **Foster a reputation as a strong and respected actor in the region.** The Skagit County government has not been supportive of the Swinomish Marina project. Development of the Uplands should signal the Tribe's competence and independence as a governmental body and should establish a pattern of tribal action that is respectful of its neighbors but ultimately determined by the will of the Tribe.

Specific Goals for Development of the Uplands

Based on discussions with tribal citizens, development of the Uplands might also address the following, more specific, goals:

- **Create Small Business Assistance and Opportunities.** Although the tribal government has expressed a reluctance to become a business owner itself, development of the Uplands could include physical space for tribal citizens to run small start-up businesses or could be designed to provide revenue for the Tribe to offer assistance, such as accounting services, to small businesses.
- **Retain Tribal Income Within the Community.** Income earned by tribal citizens currently has only limited outlets within the reservation. As a result, much of the income earned by tribal citizens goes to businesses in neighboring communities such as Mt. Vernon, rather than staying in the reservation economy. Developing business outlets commonly needed by tribal citizens—such as grocery and drug stores or fishing supplies—would retain more of the Tribe’s earned income on the reservation.
- **Create Family-Friendly Businesses.** Although the Casino has been economically successful, it is not an ideal match with the cultural model the Swinomish live by. The hours during which it is most profitable—evenings and holidays—keep workers away from their families. Businesses that have more family-friendly hours, flexible hours, or day care facilities would provide a more family-oriented working environment.
- **Maintain Flexibility for Future Development.** The physical layout of development in the Uplands could be designed to maintain as much flexibility as possible for the future, including expansion or contraction.
- **Tailor Job Opportunities to Meet Tribal Abilities.** The Tribe should conduct an inventory of current skills within the Tribe and determine the job interests of tribal youth to aid in deciding what types of businesses will be solicited for the Uplands. Even if firms will not be tribally-owned, the Swinomish could consider tribal preference in hiring and provide tailored training to help tribal citizens develop the skills they will need to be hired competitively.
- **Restore the Wetlands.** Construction of the Marina will convert much of the Knudsen Farm from its current agricultural use to a marine function more in keeping with the original ecology of the site. Future development could further this return to the land’s original appearance and function by restoring and enhancing more wetlands.

THE CONTEXT FOR DEVELOPMENT AT SWINOMISH

The Swinomish have a distinctive culture, history, and outlook towards economic development that will play a critical role in determining the Tribe's choice for the type of development, if any, that the Tribe pursues in the Uplands. This report is written with the following assumptions in mind, based on comments from interviews conducted with tribal citizens:

- **Development must not replicate previous negative experiences.** There is a reasonably strong sentiment within the Swinomish community that the Tribe received an unfair deal on Shelter Bay, a non-tribal residential development within the reservation. Any new development projects must avoid the undesirable features of Shelter Bay, principally loss of tribal control over Swinomish land and the exclusion of the Tribe as a welcome and equal partner.
- **Development must recognize that “the Tribe will be here forever.”** Unlike many other communities, Swinomish tribal citizens expect that they—and their descendents—will live in perpetuity on the land where they currently make their homes. Tribal citizens expressed hope that development would be something they could be proud of and reflect the character of the Swinomish people, therefore any development must be chosen carefully to reflect its long-term implications for the Tribe's homeland. The Tribe may be willing to sacrifice some level of economic return to ensure that only high quality, architecturally attractive structures are built in the Uplands.
- **Development should create opportunities for the next generation.** Ideally the Swinomish would like to be able to ensure that someone born on the reservation is able to acquire a good education, work in a desirable job, and live within the reservation for the duration of his or her life if so desired. Current employment options on the reservation are limited to working in the Casino or for the tribal government. The Tribe could use new development to

attempt to create a wider variety of jobs that are meaningful and provide citizens with sufficient wages to support their families without taking them away from their connections to the reservation.

- **Projects must reflect the Swinomish identity.** Development should signal that the Swinomish are conscious of—and proud of—their culture. Also, some projects that appear to be economically feasible may nonetheless be undesirable; for example, several tribal citizens reported that a previous attempt at operating a restaurant failed despite solid economic forecasts due to a mismatch with the Swinomish culture.

Outline of this Report

The remainder of this report is divided into three sections that address the purposes outlined above as follows:

- Section One presents three different development packages – or visions – for the Uplands that appear to be supported by the market and that reflect different balances of goals the Tribe may wish to pursue.
- Section Two presents a decision framework intended to help the Tribe determine the most legitimate and effective process for choosing a path for development of the Uplands.
- Section Three outlines the decisions to be made and tasks to be performed in order to realize the Tribe’s vision, once they have chosen a path, using the options presented in Section One as examples.





SECTION ONE: VISIONS FOR THE DEVELOPMENT OF THE UPLANDS

The Swinomish have before them an exciting opportunity to accelerate economic development in their community. The Uplands parcel is strategically located between Seattle, WA and Vancouver, BC. Just off State Highway 20, with a view of the Olympic Mountain Range and within a short boat trip of the San Juan Islands, the parcel is suited to a variety of uses and has the potential to attract not just local users, but also the hundreds of thousands of tourists who flock to the area each year.

This section describes three potential paths for development of the Uplands. It should be emphasized that these options are by no means exhaustive of the potential for the Uplands, nor are these development options necessarily mutually exclusive. In addition, within each of these visions for the Uplands there is a wide range of development details for the Tribe to choose from. While the Tribe may also decide to leave the land undeveloped, it is useful to understand the wide range of potential for the Uplands development in order to make an informed decision. This section is intended to serve as a tool to help the Tribe begin the process of developing a vision of their own for the Uplands.



Swinomish Wetlands Discovery Center:

- Restores environment to historic ecological function
- Creates strong tribal presence in north end of reservation
- Produces modest economic return

Downtown Swinomish:

- Produces synergies with other tribal enterprises
- Benefits from tourist activity in the region
- Prevents economic leakage from reservation economy

Swinomish Channelside Village:

- Approaches highest and best economic use for the parcel
- Produces strong synergies with the Marina development
- Enhances Tribe's reputation as economic force in the region

PATH 1: SWINOMISH WETLANDS DISCOVERY CENTER (SWDC)

The Uplands site is well-suited to an interactive educational center focused on the ecology of the area and the culture of the Swinomish. Such a Center would not only be a resource for local schools and communities, but could also become a part of the growing eco-tourism industry in Washington State. Over sixty acres surrounding the site will be dedicated to wetlands; by creating walking paths, as well as canoe and kayak routes

through the wetlands and surrounding waterways, the Tribe could focus development in the north end of the reservation around the natural ecology of their land. This will create an environment in which tribal citizens can share their unique knowledge of their environment with their neighbors and with visitors to the region. The Center would benefit from the visibility of the Marina and the approximately 27,000 vehicles that currently drive on this section of Route 20 each day.¹

It is likely that a cultural center or museum on its own would not be a significant force in economic development. As one researcher has suggested, “in terms of economic development, the function of tribal cultural centers and museums is better understood to be that of a supportive role. In other words, they can assist in drawing people to remain at the reservation longer than they would otherwise stay and thus, spend money in other areas. They typically

What could you do at the SWDC?

- Take an educational guided walking tour of the wetlands
- Take a guided canoe or kayak tour of the surrounding waterways
- Check out the interactive museum
- Watch an educational video in the 50-seat theatre
- View bald eagles in one of their favored wintering grounds
- Shop for local artisans’ work in the Center’s gift shop



¹ *A Recreational Marina and Mixed-Use Land Development Opportunity*. The Swinomish Development Authority, March 1999.

function well in a planned development community (i.e. bed and breakfast, café, restaurant, gift shop).”² Given that fact, it would make sense for the Tribe to strive to maximize the Center’s potential to drive additional traffic to the north end of the reservation. Capitalizing on the growing eco-tourism industry and creating an interactive museum that would appeal to school groups as well as passing tourists appears to be a good strategy to do just that.



Consider This . . .

- **Youth-led wetlands tours** would not only involve Swinomish youth in this important tribal venture – it would also teach them **leadership skills**.
- Skagit County brought in **\$123 million in tourism revenue in 1997** - a 36% increase from 1991.
- **48% of US households** participate in nature-based activities during their vacations.

Source: Skagit County Profile and www.ecotourism.org

The Aquinnah Wampanoag Tribe’s Cultural Center is a good example of a tribe using a cultural center to sustain and enhance their culture, while also playing a role in economic development:

Aquinnah Cultural Center (ACC):
Goals of the the Aquinnah Wampanoag Tribe in the development of the ACC, a planned interactive museum and cultural center:

- Rebuild its cultural identity
- Become a bigger “player” on the Island and beyond
- Strengthen political identity

Current & Planned Programs at the ACC:

Exhibit themes:

- The Wampanoag Homeland
- History of Cultural Exchange and Conflict
- A Wild Cranberry Bog

Topics of cultural teaching:

- Maritime fishing skills
- Wampanoag language
- Youth summer camp
- After-school program with cultural orientation



² Saavedra, Ronald T. “Economics, Culture, Identity: The Case of the Aquinnah Cultural Center.” April 1999.

The Benefits SWDC would bring to the Tribe:

- Construct a distinctive Swinomish presence on the north end of the reservation.
- Restore the environment to its historic ecological function.
- Create employment opportunities for tribal citizens.
- Diversify the Tribe’s economic base.
- Increase the customer base of the Tribe’s other enterprises, including the Casino.
- Help make the Marina area a destination for visitors interested in the environment.
- Increase community space in the north end of the reservation.
- Create an opportunity to preserve, document, and educate others about Swinomish history, culture, and contribution to the past, present, and future of the Skagit Valley.
- Create a center for cultural exchange with other Coastal Salish tribes.

What kinds of job opportunities would be created?

- Construction jobs during development
- Museum staff and management
- Tour guides
- Grounds management
- Kayak and canoe rental staff
- Marketing personnel
- A market for tribal artisans’ work

Environmental Education at Shelburne Farms

Shelburne Farms is a nonprofit environmental education center, working farm, and National Historic Landmark located along the shores of Lake Champlain in Shelburne, Vermont. Shelburne Farms maintains a Brown Swiss dairy herd, a cheese making facility and a seasonal inn—enterprises that support the work of the nonprofit organization.

Shelburne Farms’ mission is to cultivate an ethic of conservation by teaching and demonstrating the stewardship of agricultural and natural resources. Each year more than 100,000 people visit the Farm to learn in a place of natural and architectural beauty. More than 10,000 students annually participate in Shelburne Farms’ award-winning hands-on education programs and hundreds of educators utilize Shelburne Farms’ professional development courses to enrich their classroom curriculum and science instruction skills.

Shelburne Farms is a source of inspiration for environmental stewardship locally and around the world. The farm manages 600 acres of organic pastureland for its grass-based dairy operation and 350 acres of woodland certified for its sustainable forest management practices.

Source: www.shelburnefarms.org

What kinds of challenges could the Tribe expect to face with SWDC?

Challenges

Attracting a customer base to the Center

Maintaining economic viability during the off-season, given that tourist traffic in the area scales back significantly during the winter months

Producing a welcoming environment for tribal citizens in the north end of the reservation

Solutions

- Become involved in eco-tourism networks
- Work with other tribal enterprises on joint marketing/promotion plans
- Market to schools and summer camps along the I-5 corridor from Seattle to Vancouver, BC
- Market to bird-watching organizations for the bald eagles' wintering season
- Develop separate structures, so that portions of the Center can be closed during the off-season to minimize operating costs
- If appropriate, include a smokehouse in the facilities that would demonstrate the traditional winter activities of the Tribe
- Include community space in the Center's facilities – i.e. the theatre could also be used for youth performances.
- Take a cultural stand on preservation by restoring fishery habitats and augmenting planned wetlands restoration with more acreage.

The Poeh Cultural Center and the Pojoaque Pueblo Construction Services Corp: A unique blend of economic development and cultural preservation

- In order to sustain a steady funding stream for their cultural center and museum, the Pojoaque Pueblo started a for-profit construction company, with a chartered purpose to garner revenue and allocate 35% of net profits to cultural activities, including the Center. Not only does the Company provide funding for the Cultural Center—currently \$85,000/year—but they have also contributed over \$300,000 in construction services.
- The new museum has a projected annual audience of 45,000, all of whom will become exposed to the Pueblo culture and history. It has also become the repository for repatriated sacred objects for the eight northern Pueblos.
- The construction company has been successful in its own right, completing 26 projects, with \$3.3M more planned (as of January 2001). They employ one tribal citizen full-time, along with a base crew of 13, which increases up to 63 (mostly tribal) during projects. In addition, they have taught 24 residents how to build their own adobe homes and have been granted funds to take on seven apprentices.

Source: Honoring Nations 2000: Tribal Governance Success Stories.

PATH 2: DOWNTOWN SWINOMISH

The Uplands parcel could be transformed into a new downtown center for the reservation. Once the planned Highway 20 interchange is built, the Uplands will be easily accessible from this major thoroughfare. The development would also benefit from the regional tourist activity around the San Juan Islands and Olympic Mountains. A new commercial village, with a bed and breakfast inn as its centerpiece, has the potential to increase the customer base of the Casino as well as

- **Economic Leakage** occurs when money that comes into an economic system leaves it before circulating there to create new wealth.
- **Multiplier effects** are achieved when money circulates locally.
- **Low economic leakage and high multiplier effects are vital to the economic prosperity of communities.**
- Many tribal citizens expressed concern that there was no outlet to spend money earned within the Swinomish economy, indicating that the Tribe achieves no **multiplier effects** and experiences high **economic leakage**.

compliment the needs of the Marina clientele. By including both tourist-focused businesses such as restaurants and art galleries, as well as fulfilling some of tribal citizens' unmet retail demands, such as hardware and groceries, the Uplands has the potential to become a "must-see" stop off for area tourists and a vital resource in preventing economic leakage from the reservation.

While the Tribe might look to an outside hotel manager for the early years of operation, many tribal citizens expressed a belief that the hospitality industry is one that suits the Swinomish culture well. The Tribe should ensure that any contract for outside management includes a clause to turn the management and operations over to the Tribe once the appropriate in-house expertise has been developed.

The typical Inn guest (compared to hotel) has:

- More education
- More annual income
- Is younger

Source: Shortt, C. Vincent, "How to Open and Successfully Operate a Country Inn."

What kinds of establishments would there be in Downtown Swinomish?

- **The Swinomish Inn** – a “boutique” bed and breakfast inn that can be marketed not only to Marina clientele, but also for weddings, family reunions, and retreats.
- **Restaurants** – a high-end seafood restaurant, a deli or pizzeria, and an espresso stand.
- **Internet café** – to satisfy the communications needs of the Marina customers, as well as serving as a resource for the Tribe’s computer training needs.
- **Grocery and drugstore** – to serve the needs of the Marina customers, as well as those of the Tribe.
- **A fresh fish market** – to create an additional outlet for tribal fishermen’s catch.
- **Hardware** – specializing in fishing and boating supplies.
- **Antique and Art galleries** – potentially an outlet for tribal artisans’ work.
- **Flower shop** – specializing in local tulips, daffodils, and other area flowers.
- **Small playground/park and day-care facility.**
- **Ticket counter and tourist information** for local events and attractions.



A view from the one of the restaurants might look like this.



The Benefits Downtown Swinomish would bring to the Tribe:

- Decrease economic leakage from the reservation economy by fulfilling some of the retail needs of the tribal community on site.
- Draw tourists into the Tribe's other ventures – particularly the Casino.
- Fulfill the retail needs of the Marina clientele.
- Create job opportunities for tribal citizens on the reservation.
- Diversify the community's economic base.
- Increase the Tribe's impact on the regional economy.
- Engage more tribal citizens in the north end of the reservation.

What kinds of job opportunities would be created?

- Construction jobs during development
- Small business ownership and employment
- Retail staff and management
- Police and fire services
- Hospitality staff and management
- Marketing personnel
- A market for tribal artisan's work

**Davenport, California
"Oasis on the Beautiful California Coast"**

Davenport is a small coastal town located between San Francisco and Monterey, California on Route 1, *the* scenic coastal route through California. Davenport offers an ideal stop-off for the thousands of travelers who drive this route each day. Local businesses in Davenport include:

- The Davenport Bed and Breakfast Inn
- The Davenport Cash Store & Gallery
- Whale City Bakery, Bar and Grill
- A country store
- A watercolor gallery and art glass studio

Davenport's location between two major metropolitan areas, accessibility from a popular tourist roadway and proximity to natural scenic resources offer a close match to the market the Swinomish might expect to develop for a downtown area in the Uplands.

Source: Site visit and www.davenportinn.com

What kind of challenges could the Tribe expect to face with this Downtown?

Challenges

Attracting outside capital while maintaining Swinomish control

Attracting a customer base to the downtown area

Maintaining economic viability during the off-season given that tourist traffic in the area scales back significantly during the winter months

Balancing a tribal presence in the north end with a significant influx of tourists onto the reservation

Solutions

- Establish partnership with a developer familiar with tourist-destination facilities
- Include plans for management training in contracts
- Include buy-out option for the Tribe to gain full control once the operation is stable and the partner has garnered adequate return
- Build an attractive and visible presence from Route 20
- Work with other tribal enterprises on joint marketing/promotion plans
- Market the Inn for weddings, reunions and retreats
- Partner with local Chambers of Commerce for joint marketing
- Market to bird-watching organizations for the bald eagles' wintering season
- Scale back operations during winter months
- Establish businesses that serve the needs of tribal citizens
- Offer discounts to tribal citizens
- Use new facilities for community activities as well – for example, computer training at the internet café in off-hours, craft workshops in the gallery, internships for high school students at the local businesses



PATH 3: SWINOMISH CHANNELSIDE VILLAGE

From a market standpoint the Uplands are a highly desirable location for permanent and seasonal residential development. The construction of the Swinomish Marina will create new waterfront property in what is already a scenic area of densely wooded hillsides to the west and views of the Olympic Mountains to the east, making the Uplands a desirable location not only for boat owners who wish to be near the Marina but also to non-boaters seeking accommodations in a beautiful natural setting. The Tribe's development managers have expressed a belief that a combination of luxury residential development and associated retail services would not only be economically viable but would also significantly assist the Marina. Although the authors of this report have not conducted a professional independent study of the market for housing around the new Marina, available information suggests that a program mixing residential and commercial uses is likely to approach the "highest and best" economic use of the Uplands (see box).

The Merits of Thinking about Economic "Highest and Best Use"

"Highest and Best Use" is a real estate industry term for the use of a piece of land that is:

- Legally permissible
- Supported by the market
- Physically possible
- Financially feasible
- Produces the highest value for the land

Communities confronting important decisions about how to use land often identify the highest and best economic use of their land not because they intend to develop their land in the manner that will maximize its economic return, but simply to determine its maximum potential return as a means of providing context for other projects. In the case of the Swinomish, due to the resources already used to purchase the Knudsen Farm, no project—not even foregoing development—can be seen as free. Ultimately, the Swinomish will want to determine what "highest and best use" means for their community.

Some tribal citizens have expressed concern over bringing a significant influx of non-tribal residents to the north end of the reservation. The broad concern is that the Swinomish will lose jurisdiction over this important part of the reservation, and that the new residents, as has occurred with residents of Shelter Bay, will neither understand nor acknowledge that they are living on Swinomish land to the detriment of the Tribe's community and culture. It is clear, however, that tribes can successfully integrate a large number of non-members onto their reservation while maintaining control. The Cochiti Pueblo have "put together one of the most efficient development corporations around and built an economy based largely on recreational and retirement services."³ Even with this large influx of tourists and non-member residents, the Cochiti's indigenous culture "remains elaborate, powerful, and vibrantly alive" (see box).

Welcoming Neighbors in Cochiti, New Mexico

The town of Cochiti was created in the 1960's by the Hunt Brothers on land leased from the Cochiti. When the lessees went bankrupt in the 1980's, the Cochiti took back the lease and decided to run this retirement community themselves. Significant details about Cochiti include:

- The town has a population of approximately 600 non-Cochiti.
- Through the Cochiti Community Development Corp, the Tribe provides public services and infrastructure to the town.
- Tribally-owned enterprises also provide swim and tennis facilities, a golf course, and marina services on Cochiti Lake.

It is interesting to note that the Cochiti used to rely significantly on agriculture for employment. However, the Army Corps of Engineer project that created Cochiti Lake destroyed the agricultural land on the reservation. Employment is now concentrated in managerial and professional jobs, sales and administration, services and construction – and unemployment is only 4% (in 1990).

The Cochiti can be described as "free-traders," that is, very comfortable trading with outsiders. This is essential given that the Cochiti's comparative economic advantages lay in tourism and recreation. The Swinomish share these comparative advantages, thus, it is important in assessing the development possibilities for the Uplands that the Tribe consider their desire to actively engage non-members in the reservation economy.

Source: Cornell & Kalt, *Successful Economic Development and Heterogeneity of Governmental Form on American Indian Reservations*.

³ Cornell, Stephen, Nation Building and the Treaty Process, *British Columbia Treaty Commission Forum*. 3/1/2001.

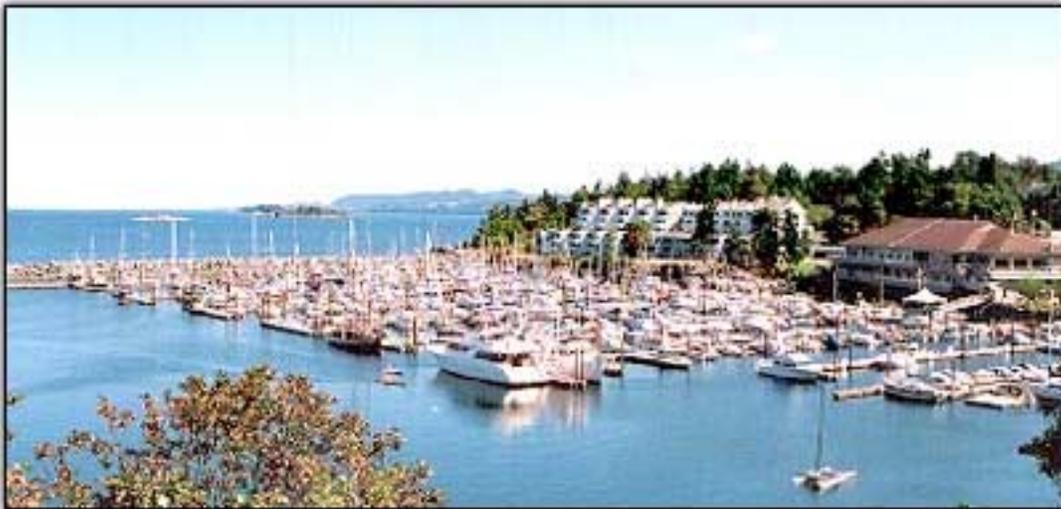
What would the Swinomish Channelside Village Development Include?

Housing Development:

- Condominium or other high-end residential around Marina basins
- Seasonal housing (i.e. time shares, seasonal, monthly, and weekly vacation rental)
- Parking for residents and visitors

Commercial Businesses:

- Medium-sized grocery & drug store
- Laundromat
- Restaurant
- Health club
- Business complex (i.e. fax, internet)



The Benefits Swinomish Channelside Village would bring to the Tribe:

- Generate a high economic return for the Tribe's general revenue fund.
- Allow the Tribe to use the new revenues to undertake new programs and provide new services (see box).
- Maximize the potential economic value of the Uplands.
- Enhance the Tribe's reputation as an important economic force in the region.
- Attract income from outside of Swinomish and retain it within the reservation.
- Provide synergies with the Marina and Casino.
- Establish a precedent that the Tribe can manage a development of this scope on its own terms.
- Become a positive counterfactual to the Shelter Bay experience

What kinds of job opportunities would be created?

- Construction jobs during development
- Increased police, fire, and safety positions
- Property management staff
- Grounds management
- Retail staff and management

Potential Uses of the Economic Return from the Channelside Village

The most important benefit of the residential development would be the other projects it would allow the Tribe to undertake. With revenues from the Swinomish Channelside Village the Tribe could:

- Build a tribal cultural or community center in the southern portion of the reservation
- Create a job and computer training center for tribal citizens
- Create a small business development center for businesses owned and operated by tribal entrepreneurs
- Fund scholarships to encourage high school graduation and send tribal youth to college and business school
- Institute youth programs such as a cultural summer camp
- Provide elder services such as weekly senior luncheons

What kind of challenges could the Tribe expect to face with this Village?

Challenges

Swinomish tribal citizens may not feel welcome in the north end of the reservation

The idea of residential development may generate resistance among the community

The Swinomish could lose actual and/or perceived jurisdictional control of the Uplands

Solutions

- Construct a space specifically for the community's use, such as a cultural center or performance space
- Create a retail hub to attract tribal citizens and establish that the space is not an exclusive community
- Inform the community about:
 - The high monetary return this type of development can generate
 - Specific projects that development revenues will make possible
 - Safeguards implemented to make this development different from Shelter Bay
- Charter a Swinomish port authority or other agency with administrative responsibility and a permanent presence in the area (See Book 3)
- Exercise jurisdictional control by giving Swinomish police, utility authority and housing authority powers in this parcel
- Include housing for some tribal citizens in the plan
- Offer only seasonal housing to non-members

From Vision to Decision: Development of the Uplands at Swinomish



BOOK TWO

Prepared for:

The Swinomish Development Authority

April 2, 2002

By

Andrew Lauland
Kathleen McGilvray

Kennedy School of Government

PAE Faculty Advisor: Joseph P. Kalt
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SECTION TWO: CHOOSING A PATH

There is pressure, both internally and externally, for the Swinomish to make a decision regarding development of the Uplands. Ultimately, the Tribe may choose to follow one of the development paths explored in Section One, or one of many other possibilities for the Uplands. The Tribe may even choose not to develop the Uplands at all. It is extremely important, however, to distinguish between making an active decision as a Tribe on the future of the Uplands – even if that decision is not to develop – and simply delaying decision on what the Tribe clearly considers an important matter. Given the potential importance of this parcel to the economic development goals of the Tribe, it is critical that the Tribe begin to explore the various paths this development could take. Exploring this parcel’s potential by no means commits the Tribe to a particular course of action, but it is the first step to reaching an ultimate decision. It is clearly up to the leaders in the Swinomish Community to determine the process and timeframe the Tribe should adopt in considering development of the Uplands. This section of the report lays out some important general guidelines about decision-making based on a nation-building model of economic development, which might be helpful in finding a path.

Planning with the Nation-Building Model	
<p>Development Planning and Process</p> <ul style="list-style-type: none"> ➤ Put the Tribe in the decision-making role ➤ Build tribal capacities for effective decision-making ➤ Think strategically ➤ Act strategically and effectively 	<p>Results of Development</p> <ul style="list-style-type: none"> ➤ More effective access to and use of resources ➤ Increased chances of sustained and self-determined economic development ➤ A more effective defense of sovereignty ➤ Societies that work
<p><small>Source: Cornell & Kalt, One Works, the Other Doesn't: Two Approaches to Economic Development on American Indian Reservations.</small></p>	

Key Steps in Choosing a Development Path

1. Consider . . .

Importance of Proactive Decision-Making:

- Self-determination
- Sense of ownership

Benefits of Community-Based Planning:

- Internal legitimacy
- External legitimacy
- Effectiveness

2. Develop . . .

The Swinomish Strategic Plan for the Uplands:

Framing



Discussion



Adoption

THE IMPORTANCE OF PROACTIVE DECISION-MAKING

It is clearly preferable for any community to come to a proactive decision to pursue a particular development path rather than to have the paths they can choose from dictated by outsiders. In fact, putting practical decision-making power in the hands of the community is the heart of self-determination. In addition, the active involvement of the community can help to create a sense of ownership among tribal citizens that can help to keep the community involved throughout the project. The Swinomish have an incredibly valuable economic development resource in the Uplands parcel, therefore the Tribe should take an active role in determining the best use of the land, rather than waiting for outside developers to come to them.

Many of the tribal citizens interviewed by the authors made reference to the Swinomish tradition of arriving at major decisions by reaching a consensus in the Tribe. This drive for consensus could be an incredibly valuable tool in pursuing a community based process to explore the best use for this parcel. At the same time, however, many tribal citizens suggested that the current decision-making mechanisms have not necessarily involved or even informed the community, and that the timeframe in which decisions are made is not optimal. In addition, it seems that some of the Tribe's past development efforts have been reactions to outsider's interests, rather than realizations of internally developed goals. A few examples of these phenomena are:

- **Shelter Bay** was a development which accrued significant benefits to the outside developer, yet has not produced the economic return the Tribe hoped for, and has also created significant tension within the Reservation community;

- By some estimates the **Marina** has been deliberated for as many as **thirty years**, due at least in part to the difficulty the Tribe has had in making such an expansive development decision;
- **Significant differences in understanding** exist among tribal citizens regarding the structure and content of the upcoming Swinomish Marina, indicating a lack of community involvement in the process.

Decision-Making and the Swinomish Marina

As noted above, the Swinomish Marina has been under consideration for decades. In recent years, the Marina has become a particularly strong opportunity, due to a number of factors:

- Purchase of the Knudsen property,
- Extremely favorable (low) interest rates, and
- A strong market for boat slips in the Puget Sound area.

While recent factors may make the Marina particularly appealing, it is hard to imagine that the Swinomish leaders who began exploring the idea three decades ago expected their children, and even grandchildren, to be making this decision. And still today a number of factors internal and external to the Tribe seem to be stalling a final decision, including:

- Conversion of the land from fee to trust,
- Difficulties with the County,
- Distrust of outside actors,
- Lack of consensus about the role of the Marina and Uplands development in the Swinomish community.

While each iteration of the Marina project has had Senate approval, something has always prevented actual development from commencing. It appears likely that part of the problem is lack of involvement from the greater community, as well as the sheer vastness of such a project. In addition, while the Tribe is generally comfortable partnering with outsiders, past experience has made them wary of ventures that rely too heavily on outsiders.

The Tribe's experience with the Marina project points to some factors which will be crucial for a development of this scale, including the Uplands development, to move forward effectively:

- The Tribe should **approach economic development proactively** so that they are able to establish the “rules of the game” for development of their land. For example, the Tribe should recruit outside partners in a competitive bidding process, rather than waiting to be approached from the outside, as will inevitably happen with such a valuable parcel of land.
- Tribal leadership should **actively seek input** from a wide array of community members. A more complete discussion of community-based planning follows later in this Section.
- The Tribe should consider **breaking large development projects into phases** that are more manageable in the Tribe's decision-making structure.

By moving forward in the decision-making process, the Tribe is not permanently committing to the development option being considered. Every decision path chosen will have obvious stop-off points where major decisions need to be made, and each of these points allows time for the Tribe to assess the potential of the project to meet development goals and, if necessary, to modify or cancel the project. Actively exploring the potential development paths as a community will create a sense of ownership among tribal citizens. Once the decision-making process is in the open, the community will become much more aware and involved. This will not only draw tribal citizens' resources into the process, but could also help to avoid the “cultural casualties” that followed the Shelter Bay experience. Consensus-building does not automatically imply a decade long decision-making process, however. A wise decision may take time, but if the Tribe enters a path with their broad development goals in mind, there will be a framework in place around which tribal leaders can mobilize the community.

THE BENEFITS OF COMMUNITY BASED PLANNING

Involving the community in the development of a vision for the Uplands is essential to the success of the project, and therefore should be the first step in exploring the Tribe's development path. Research has shown that "both overall economic policies and the selection of development projects have to pay attention to the culturally derived norms and preferences of the community."⁴ In addition, community-based planning can be quite effective in balancing the effectiveness and legitimacy of the planning process.

In a consensus-based decision-making community such as the Swinomish, the primary resource the Tribe has to determine the preferences of the community is the tribal citizens themselves. However, it was clear in the interviews conducted for this report that many tribal citizens feel that a significant communication gap exists between the community and the administrative and elected leadership of the Tribe when it comes to economic development planning.

Further, when information gaps exist, tribal citizens are less invested in the development process, therefore, are more likely to oppose projects that they are uninformed about. The Grand Traverse Band ("GTB") of Ottawa and Chippewa Indians were experiencing similar issues in the early 1990's, so in 1997 the Tribal Council authorized the creation of a Planning and Development Department. Following is a description of the participatory planning process used by the GTB, which contains lessons relevant to Swinomish planning.

Key Elements in a Consensus-Building Process

- A common and achievable public goal
- Agreement that an important or urgent situation exists
- Understanding that integrative bargaining is essential to building consensus
- Recognition that "people on the ground" have valuable information

Source: *Economics, Culture, Identity: The Case of the Aquinnah Cultural Center*, by Ronald T. Saavedra, April 1999.

⁴ Cornell & Kalt, *Reloading the Dice*, p. 54.

Grand Traverse Band (GTB) Participatory Planning Process⁵

The Problem: Prior to the establishment of the GTB Planning and Development Department, planning was not only unorganized, but also somewhat arbitrary. Projects were developed without community participation and then passed off to the Band's communities, often in the face of major opposition.

The Solution: The Planning and Development Department was created. Planning is now conducted with strong participation from the community.

Details: The Department's Vision Quest program, launched in April 1997, was instrumental in garnering the community input necessary to set development priorities.

Vision Quest:

- Was a bottoms up planning process involving 15-35 members in monthly meetings;
- Garnered community-wide input through surveys, identifying key stakeholders to involve in the process, and targeting workshops to specific segments of the population;
- Culminated in a daylong planning event involving 200 tribal citizens during which development priorities were categorized and ranked.

Successes: The Department has demonstrated that strategic planning, community participation and prudent development are important means of promoting *self-determination* and *self-governance*. There are two broad themes to the success of the Department's efforts:

- **The community now embraces development projects.** However, the Department does not allow community involvement to stall planning. Instead, they are committed to turning talk into action to make sure the participatory planning process results in necessary and desired development.
 - **The Band's reputation with outsiders has been reshaped.** Through relationships with local Chambers of Commerce and town planning departments, the Department strives to minimize future conflicts over regional planning decisions.
-

⁵ Source: Honoring Nations 2000, *Tribal Governance Success Stories*

Key Lessons from GTB Participatory Planning:

- Community participation contributes to the **internal legitimacy** of development projects.
- Presenting a unified development strategy can improve a tribe's reputation, or **legitimacy, with the external community**.
- A key feature in **effective** community-based planning is to have mechanisms in place to keep appropriate momentum behind the decision-making process.

Internal Legitimacy - *Community Participation*

Legitimacy within the Swinomish community is essential for any development project to contribute effectively to the Tribe's goal of self-determination. It is clear that for many tribal citizens the most important contributor to the legitimacy of a project is the process through which the decision is made. By using a community-based strategic planning process, tribal leadership will significantly enhance the legitimacy of whatever development path is ultimately chosen.

External Legitimacy - *Unified Vision*

One of the Tribe's broad development goals is to enhance their reputation as a force in the Skagit Valley regional economy. With the Marina and Uplands development, however, they are faced with an uncooperative, even antagonistic, Skagit County government. In order to effectively exercise and enhance their sovereignty, the Tribe must be successful in their development efforts on this parcel. One of the keys to the success of this development project will be for the Tribe to present a unified vision for the development, which has the support of the vast majority of tribal citizens. If the County senses rifts in the resolve of the Tribe, they could

capitalize on these divisions in order to prevent the development from moving forward. Community based planning has the potential to move the Tribe toward this unified vision.

Effectiveness - Mechanisms to Maintain Momentum

One of the major challenges identified by tribal citizens in the development decision-making process was that decisions can get bogged down or fall off of the agenda if appropriate momentum is not maintained. This problem can make it difficult for the Tribe to engage partners in the development process that it may want for capital, management or workforce training needs. This issue can be minimized through community based planning. Since much of the delay identified by the Tribe was due to members' exclusion from the planning process, community involvement should help to mitigate the problem. However, specific mechanisms to maintain the momentum should also be considered.

Mechanisms to Maintain Development Momentum

- **Separating tasks from decisions** – Decisions are critical points along the development path that require firm commitment from the Tribe. Tasks, on the other hand, are concrete steps that need to be taken, but which do not commit the Tribe to a particular course of action, and therefore, can be delegated to lower levels of decision-making authority.
- **Establishing levels of decision-making power** – It would be helpful to establish levels of decision-making authority, so that the Senate or Swinomish Development Authority do not get bogged down making insignificant decisions and can, instead, concentrate on strategic planning.
- **Setting decision-making points and decision windows** – In order to more effectively control the decision-making timeframe, it would be helpful to proactively identify decision-making points along the development path and assign timeframes for particular decisions to be made.

DEVELOPING A SWINOMISH STRATEGIC PLAN FOR THE UPLANDS

The Swinomish may find it useful to adopt a strategic planning process for embarking on the decision path that will lead them to the future of the Uplands. Strategic in this case means that planning should match “development activities and projects to the governance capabilities, asset endowments and cultural attributes of the tribe.”⁶ The nation-building model of economic development involves an orientation to strategic thinking that can be summarized as moving:

- From reactive to proactive thinking,
- From short-term to long-term thinking,
- From opportunistic to systemic thinking, and
- From a narrow problem focus to a broader societal focus.⁷

Traditional Framework for Strategic Planning

Framing the Opportunity:

- Broad development goals
- Range of visions given specific constraints

Discussion:

- Community input
- Consensus-building

Adoption:

- Process for adoption
- Marking the decision

⁶ Cornell & Kalt, *Reloading the Dice*, p. 44.

⁷ Cornell & Kalt, *One Works, the Other Doesn't*, p. 17.

Framing the Opportunity for Uplands Development

Framing is necessary to give the tribal community a context for the decision it hopes to make. Framing the planning process for the Uplands development consists of two layers.

- The broad economic development goals of the Tribe,
- The range of feasible possibilities for the Uplands.

Broad Economic Development Goals

As noted in the Introduction to this report, through interviews with tribal citizens the following economic development goals emerged which can act as the starting point for framing the SSP for the Uplands:

- Exercise strong self-determination
- Provide for economic and social needs of the community
- Sustain and enhance community pride and identity
- Become a respected economic actor in the region

These goals, as well as additional goals that emerge throughout the planning process, form the basis for evaluating potential development paths the Tribe might take.

Feasible Possibilities for the Uplands

An important step in framing the strategic planning process is for the Tribe to think broadly about what options are reasonable given the economic, physical, and financial constraints of the Uplands. Section One of this report attempted to begin this process by describing some feasible options for development. While the visions for development presented in Section One are in no way exhaustive, the Tribe can use them as a starting point from which to create a community-generated vision for the Uplands.

One starting point for the framing process might be for the Senate and other community leaders to have a day-long retreat to try to create the framework for the strategic plan before presenting it to the larger community. The strategic planning process should be fluid, however, and when additional goals and visions are revealed during the later phases, they can and should be incorporated in the plan.

Discussion of the Swinomish Strategic Plan

This is the phase of planning most reliant on community involvement. Many of the tribal citizens interviewed had specific suggestions regarding how community input should be solicited, including the following:

- A series of community dinners in which the Planning Department staff shared visions for the Uplands with the community,
- A planning process kick-off at a General Counsel meeting,
- Outreach by the SCEPA committee, especially to youth and elders,
- One-on-one outreach by senators to their constituencies.

The mechanisms used by the Grand Traverse Band in their participatory planning process, mentioned briefly above, deserve a closer look here.

Grand Traverse Band Mechanisms to Gather Community Input

- The Planning Department created a community member group to help design the planning process. This group (ranging from 15-35 people per meeting) met 12 times. The following ideas emerged from these meetings:
 - A day-long vision planning event for the whole community,
 - A needs prioritization survey,
 - A youth and elders workshop.
 - 200 community members participated in the day-long planning event where they shared frustrations about current issues as well as visions for their “dream community.” This meeting generated a list of development needs, including preliminary prioritization of projects.
 - A series of youth-elder workshops were held. This helped to create a dialogue between experienced leaders and future leaders of the Band.
 - A community survey was mailed which included the needs identified at the daylong planning event. The purpose of this survey was to prioritize the needs identified, as well as to garner additional input.
 - In order to maintain community input throughout the process, the Department continues to seek input and inform the community during project implementation by posting project concepts in public buildings for a 30-day comment period. In addition, the project concept is circulated among government workers for the same period.
-

The Swinomish should consider whether similar mechanisms would be helpful in involving the community in their strategic planning process for the Uplands.

A Sample Framework for Community Participation and Consensus-Building for the Swinomish Strategic Plan for the Uplands

1. **Hold a series of visioning workshops.** These meetings would commence with a representative from the Senate or the Planning Department framing the opportunity for Uplands development and presenting a few visions for the development to get the discussion flowing.
2. **Community organizing to reach out to non-participants.** Especially if turn-out is low at the visioning workshop, the Senate, perhaps through SCEPA, can reach out to the community in small groups. It would be particularly important to involve elders and youth in the process.
3. **Circulate a survey based on findings from the workshops.** This survey could be conducted through the mail, or in person, whichever is likely to garner the greatest participation. The survey could help to prioritize the development goals identified during earlier stages.
4. **Draw up draft planning documents and seek continuing input as plans progress.** Getting ideas onto paper can help the visions seem more “real” to community members, and can begin creating a sense of anticipation and ownership among the community.

Adoption of the Swinomish Strategic Plan

Once the framing is complete and the discussions have generated substantial community input, it is time to make a decision. It is important to recall that to decide to pursue a particular development path does not mean there is no turning back. Rather, it allows the Community to be in control its own destiny and to pursue development proactively, rather than reactively. If at any stage in the process it becomes clear that a particular option no longer meets the Tribe’s goals, there is every opportunity to revisit the decision. However, by framing the decision early on in the context of the Tribe’s development goals and actively involving the community in the planning process, the risk of running into this problem late in the process is minimized.

During the adoption stage it is important to mark the decision reached through the community planning process.

Marking the decision entails an action that formally or informally commits the Tribe to start down a development path.

By marking the decision, through a Senate vote, a referendum, or even a community meeting kicking off the development process, momentum will be injected into the project. This will

allow the whole community to comfortably move forward with the decision. The Tribe may also wish to mark the decision for external actors, through a press release or similar mechanism. This will help to demonstrate that this is a community-supported decision with strong momentum behind it.

Once tribal leadership, with input from the community, has decided on a development path, there are many critical tasks to perform and decisions to make in moving toward the realization of the Tribe's vision. The next section will explore how such a process might work for the three visions outlined in Section One.

**Adoption: Some ideas for
"marking" the decision**

Internally:

- Senate vote
- General Council Referendum
- Community "kick-off" dinner

Externally:

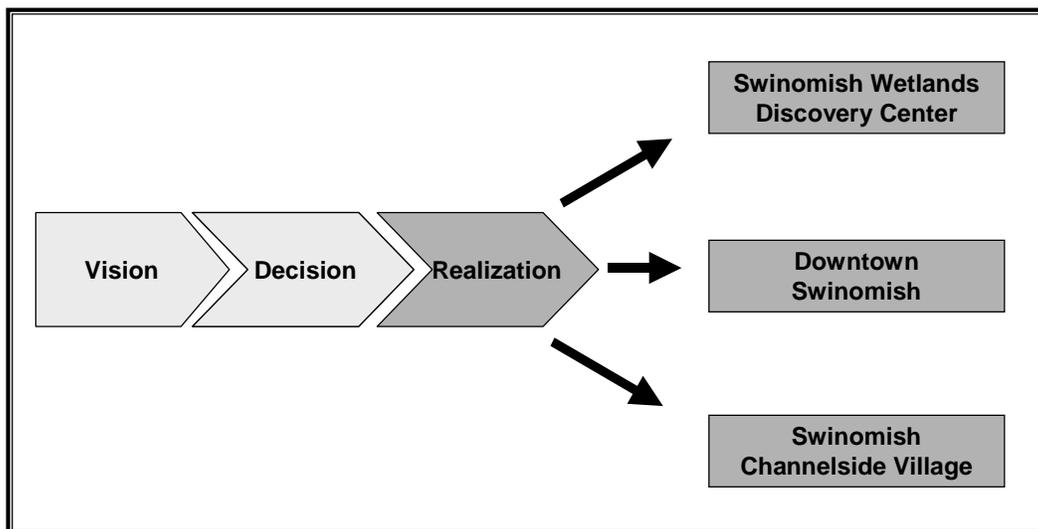
- Press release
- "Open House" involving other regional players (i.e. Chambers of Commerce, mayors) to present plans.



SECTION THREE: CRITICAL PATHS FOR REALIZING DEVELOPMENT VISIONS

Once the Tribe has reached a preliminary decision on the desired use of the Uplands they will then need a plan to realize that vision. This section attempts to lay out the most critical decisions and tasks implied by the three development options outlined in Section One of this report and to indicate the points along each development pathway which are most critical to the development’s success. As previously noted, however, the options in Section One are by no means exhaustive of the possibilities for the Uplands. The critical paths in this Section, therefore, are simply meant to be illustrative of the types of tasks and decisions the Tribe will need to think about once they have chosen their own path for development.

As noted in Section Two, deciding to pursue a particular path does not imply that the Tribe will be unable to alter its decision in the future should it so choose. The farther the Tribe moves down a particular path, however, the more likely it will become that altering their decision will involve some cost since the planning and development process will utilize tribal time and resources.



UNDERSTANDING CRITICAL PATHS

“Critical Path Analysis” is a tool used for complex projects that involve a large number of smaller tasks, some of which must be completed before it is possible to move on to others, and ultimately, successful completion of the project.⁸ A formal critical path analysis would identify the time needed to complete each task, the responsible parties, and specific tasks which need to be completed in order to begin other parts of the project. For the purposes of this report, the critical paths for each of the visions identified in Section One are simply broken down into general phases, each of which would need to be completed before moving to the next phase:

- **Phase 1** – the **assessment** phase. During this phase, the development team will assess the market for the goods and/or services provided in the development, the Tribe’s ability to develop and manage the project independently, the appropriate scope and phasing of the project, and the types of financing which might be available.
- **Phase 2** – the **development** phase. During this phase the Tribe will issue RFP’s for outside developers, implement an economic development oversight structure, conduct a job fair for tribal citizens, and begin securing financing for the project.
- **Phase 3** – the **construction and early operation** phase. During this phase actual construction will begin, a final financing package will be secured, marketing will be in full swing, and tribal citizens will be actively involved in job training.

Because the visions for the Uplands presented here are of significantly different scale, the same phase will take different amounts of time for each project.

During the planning process the Tribe will want to consider specifying a timeframe for completion of each phase.

⁸ Source: www.mindtools.com/critpath.html

IDENTIFYING TASKS AND DECISIONS

The critical paths that follow distinguish between significant decisions, which must be given full consideration by the Tribe, and tasks which should simply be delegated to relevant tribal agencies for completion. Failure to properly distinguish between decisions and tasks can be a cause of tension, frustration, misemployed resources, and unnecessary repetition of work. Accordingly, the Tribe will wish to differentiate clearly between decisions, which may require input from the whole community, and tasks, which can simply be performed by the agents of the Tribe. For the purposes of this report, decisions and tasks are defined as follows:

- **Decisions** indicate critical points in the development process that require a firm decision by the Tribe in order to proceed. In addition, the future development path depends upon these decisions; therefore, it is essential to secure commitment from all relevant parties before moving forward.
- **Tasks** indicate concrete steps that need to be taken on the development path, which should be delegated to the most appropriate committee, agency or partner in the development process. During the strategic planning phase, the Tribe should determine which entity can most successfully deal with the particular tasks. While these tasks are essential to moving forward on a particular development path, they are not an irreversible commitment to a particular path.

Tasks are further broken down into four categories:

- **Development Planning and Construction** – these are tasks related to the physical design of the project, demand analysis, marketing plans, and other preparatory activities and planning needed to ensure the project’s long-term viability.
- **Community Involvement** – these tasks are designed to ensure that the community is involved in project planning and decision-making and that the project will be responsive to community preferences and needs.
- **Institution Building/Governmental Action** – these tasks relate to actions that must be taken by tribal government bodies, including the creation of new institutions to manage, regulate, or oversee development projects.
- **Financing** – these are the steps which need to be taken to secure project funding at levels that are appropriate to the project and acceptable to the Tribe.

Common Tasks Across Projects

Any development project will involve a number of decisions and tasks that are unique to that particular project. However, there are also some common tasks that the Tribe should undertake regardless of the specific nature of the development path they choose, either because of the overall development goals that will underlie any project, or more generally to reflect sound development practice. For example, whether the Tribe chooses to pursue any of the three development paths described in this report, or another possibility for Uplands development, they should consider doing the following:

Common Tasks Across Development Projects

- **Market Study to determine demand and feasibility** – while each of the projects described in Section One appear to be feasible, a professional market study should be conducted. Changing market conditions, such as interest rates, consumer demand, and competition, will have a significant impact on each project's feasibility and can change rapidly.
- **Job fair and training for tribal citizens** – any project is likely to create some new employment opportunities. A job fair for tribal citizens to assess career interests, skill levels, and training needs, and to publicize potential opportunities could be extremely useful. The Tribe may also wish to consider creating a more formal capacity for job training so that tribal citizens will be ready to take full advantage of new opportunities created by development.
- **Determine appropriate oversight structure** – The Tribe will need to develop an oversight structure appropriate to the new enterprises created in the Uplands in order to maintain regulatory control and garner the proper return from its investments. Book 3 provides a detailed description of the type of analysis needed to choose the most appropriate economic development structure.

Delegating Tasks to Tribal Agents

In many cases a tribal agency may already exist which has the necessary expertise or has traditionally been responsible for carrying out tasks similar to the ones required by a new development project in the Uplands. (For example, designing Requests for Proposals, or RFPs.) In other cases, no single body may exist which is currently responsible for carrying out a particular type of work, or several different formal and informal bodies may share a similar capacity. (For example, soliciting community opinion.) This report will not attempt to suggest which actors should perform the tasks identified in each phase of the three development projects. However, the Tribe may wish to consider adopting a general guideline that that has proved helpful to other tribes—and appears to be functioning in the Tribe’s own Casino—regarding the separation of day to day business decisions from the process of establishing overall economic goals.

Selecting Actors to Perform Economic Development Tasks

Elected Leadership should:

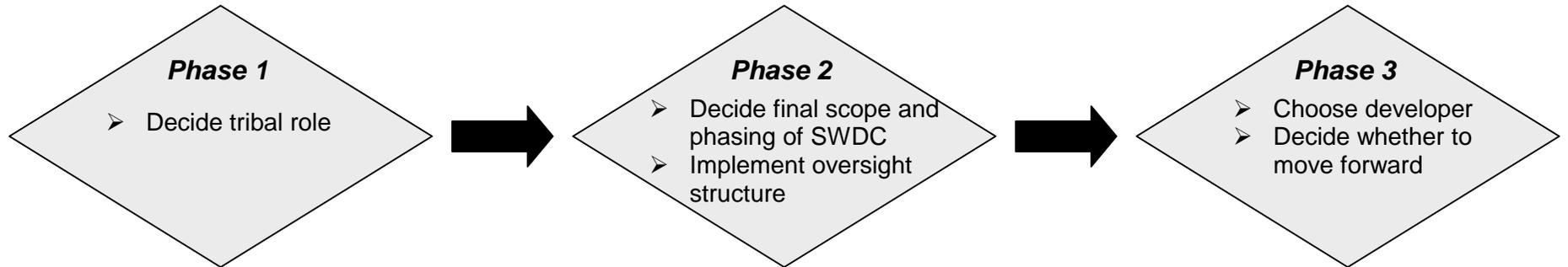
- Establish a strategic vision
- Identify long-term goals
- Select appropriate means

Business and Program Managers should:

- Match decisions to strategy chosen by leadership
- Make decisions on day-to-day operations (hiring, payroll, internal policies, program design, etc.)
- Implement the vision

Source: *Making Economic Policy: Who Does What? Separating Politics from Business and Program Management.*

Critical Path for Swinomish Wetlands Discovery Center



Tasks:

Development Planning & Construction

- ✓ Identify infrastructure needs
- ✓ Conduct market study
- ✓ Determine exhibit plan
- ✓ Identify phases of development

Community Involvement

- ✓ Garner youth input
- ✓ Assess tribal artisans' interest
- ✓ Assess internal capabilities

Institution Building/Governmental Action

- ✓ Confirm Tribe's ability to operate
- ✓ Identify potential oversight structures (see Book 3)

Financing

- ✓ Assess possibility of using Seattle cultural impact funds
- ✓ Research additional funding
- ✓ Secure start up/development funds (seed money)

Section Three - Realization

Tasks:

Development Planning & Construction

- ✓ Issue RFP for design and construction
- ✓ Issue RFP for management if not managed internally

Community Involvement

- ✓ Conduct job fair
- ✓ Identify synergies and develop joint marketing with existing enterprises

Institution Building/Governmental Action

- ✓ Network with local COC's and other tourism organizations
- ✓ Charter job training organization

Financing

- ✓ Apply for grants and loans identified for financing

Tasks:

Development Planning & Construction

- ✓ Begin construction
- ✓ Begin marketing to schools/tourism organizations

Community Involvement

- ✓ Conduct job training for tribal citizens
- ✓ Community grand opening festival
- ✓ Implement tribal youth programs (i.e. canoeing, wetlands education)

Institution Building/Governmental Action

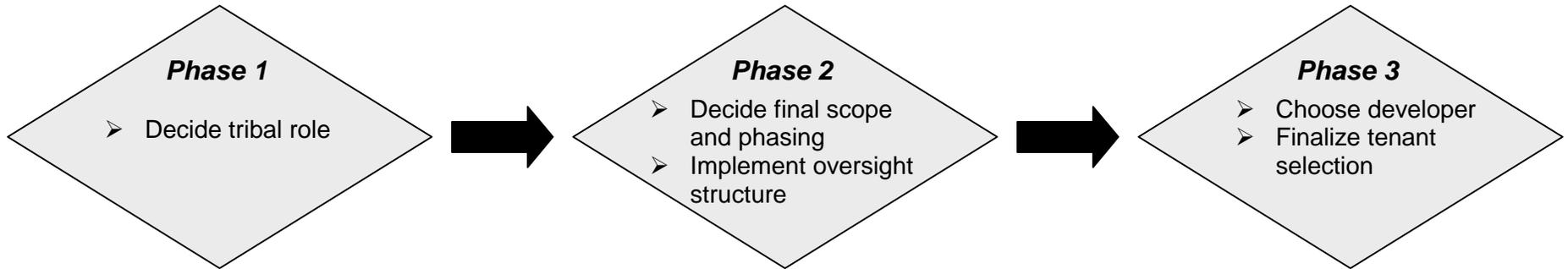
- ✓ Determine format for reporting by oversight organization to Senate

Financing

- ✓ Annual assessment of additional funding needs of – expansion or contraction

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Critical Path for Downtown Swinomish



Tasks:

Development Planning & Construction

- ✓ Identify infrastructure and telecommunications needs
- ✓ Conduct market study
- ✓ Identify phases of development

Community Involvement

- ✓ Assess tribal artisans' interest and need for gallery
- ✓ Assess internal capabilities for Inn operation and management
- ✓ Assess potential for tribal small business development

Institution Building/Governmental Action

- ✓ Identify potential oversight structures (see Book 3)
- ✓ Assess public safety needs

Financing

- ✓ Assess debt capacity/tolerance
- ✓ Determine preferred degree of external involvement

Tasks:

Development Planning & Construction

- ✓ Issue RFP for design and construction
- ✓ Issue RFP for Inn management if not managed internally
- ✓ Solicit commercial tenants

Community Involvement

- ✓ Conduct job fair
- ✓ Identify synergies and develop joint marketing with existing enterprises

Institution Building/Governmental Action

- ✓ Consider developing SBDC
- ✓ Assess capacity of tribal court system
- ✓ Network with local COC's and other tourism organizations
- ✓ Charter job training organization

Financing

- ✓ Identify outside investors
- ✓ Develop financing plan

Tasks:

Development Planning & Construction

- ✓ Begin construction
- ✓ Begin marketing to tourism organizations

Community Involvement

- ✓ Consider small business resource center for tribal entrepreneurs
- ✓ Conduct job training for tribal citizens

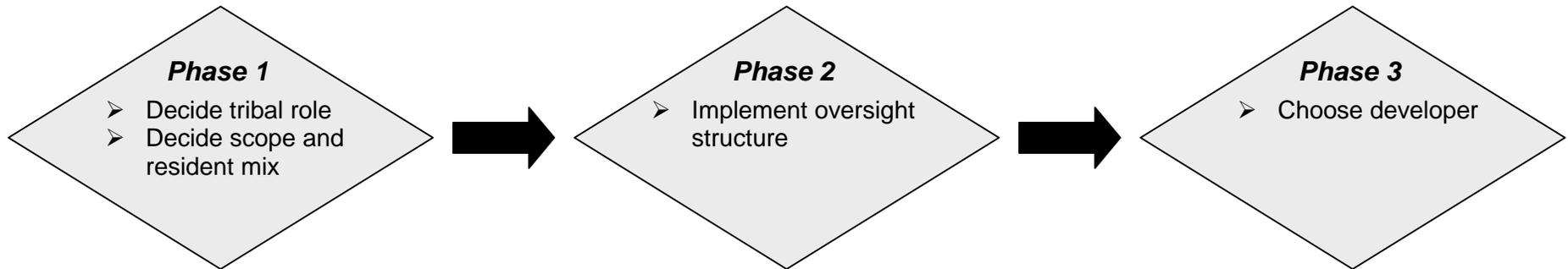
Institution Building/Governmental Action

- ✓ Enhance capacity of tribal court for small claims and other business needs
- ✓ Determine format for reporting by oversight organization to Senate

Financing

- ✓ Secure financing
- ✓ Annual assessment of additional funding needs – expansion or contraction

Critical Path for Swinomish Channelside Village



- Tasks:**
- Development Planning & Construction*
- ✓ Identify infrastructure and telecommunications needs
 - ✓ Conduct market study
 - ✓ Identify phases of development
 - ✓ Analyze opportunities for commercial/retail
- Community Involvement*
- ✓ Garner community input regarding use of revenues
 - ✓ Discuss scope of development in community
- Institution Building/Governmental Action*
- ✓ Identify potential oversight structures (see Book 3)
 - ✓ Assess public safety needs
- Financing*
- ✓ Assess debt capacity/tolerance
 - ✓ Determine preferred degree of external involvement

- Tasks:**
- Development Planning & Construction*
- ✓ Issue RFP for design and construction
 - ✓ Develop residential marketing plan
 - ✓ Develop structure for business/leasing office
 - ✓ Solicit commercial tenants
- Community Involvement*
- ✓ Conduct job fair
 - ✓ Identify synergies and develop joint marketing with existing enterprises
- Institution Building/Governmental Action*
- ✓ Consider Tribe's capacity to perform property management
 - ✓ Assess capacity of tribal court system
- Financing*
- ✓ Identify outside investors
 - ✓ Develop financing plan

- Tasks:**
- Development Planning & Construction*
- ✓ Begin construction
 - ✓ Begin marketing to target clientele (timeshares, seasonal, etc.)
- Community Involvement*
- ✓ Conduct job training for tribal citizens
- Institution Building/Governmental Action*
- ✓ Enhance capacity of tribal court for small claims and other business needs
 - ✓ Invest in public safety needs
 - ✓ Determine format for reporting by oversight organization to Senate
- Financing*
- ✓ Secure financing
 - ✓ Annual assessment of additional funding needs – expansion or contraction

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Appendices:

USA Ecotourism Statistical Factsheet

The Big Picture: Tribal Cultural Center Models for Economic Development

Strategic Analysis: A Practical Tool for Building Indian Nations