

***Paiute Indian Tribe of Utah
(PITU)***

**COMPREHENSIVE ECONOMIC
DEVELOPMENT STRATEGY
2000**

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PREFACE

In the late 19th century, the Native American Paiute Tribe of Southern Utah coalesced into five individual groups that became known as the Cedar, Koosharem, Shivwits, Indian Peaks, and Kanosh bands. They were established as reservations between 1903 and 1929. In 1954 the Paiute Tribe was terminated from federal recognition. Between 1954 and 1980 the Tribe was ineligible for any federal assistance. During this 26 year period the Paiute Indian Tribe of Utah (PITU) suffered from the lack of health care resources and inadequate income to meet their needs. As a whole, nearly one half of the PITU membership died due to ill health, poor housing conditions, and nutritional deficiencies. Subsequently, the Tribe lost their reservation lands. Due to termination, their pride and culture diminished dramatically.

In 1975 the PITU began their effort to regain federal recognition. On April 3, 1980 by an act of congress, (via "the Paiute Restoration Act, P.L. 96-227") the federal trust relationship was restored to the PITU.

The PITU utilizes interest from a \$2.5 million irrevocable trust fund to assist in economic development and Tribal government. The majority of Tribal members now have access to adequate housing and health care, although chronic health problems, low educational attainment, underemployment, and alcoholism persists. There is also a paranoia among Tribal members concerning government intervention, intrusion, and taking of reservation lands.

As a means to overcome these economic development obstacles and to provide direction, instill cooperation among members, and develop reservation lands into their full economic potential, the PITU has developed this Comprehensive Economic Development Strategy (CEDS). Be advised, however, that this document does NOT constitute an all inclusive economic development plan but merely the beginning of an on-going process to bring economic prosperity and enhanced standard of living to members of the Paiute Indian Tribe of Utah.

TABLE OF CONTENTS

Summary v

Section I. ORGANIZATION & MANAGEMENT

Paiute Tribal Council	1
Paiute Economic Development Committee (PEDCO)	1
Economic Development Staff & Program Coordinators	1
Consultants	2
CEDS Steering Committee Function	2
Management Process	2

Section II. THE AREA & ITS ECONOMY

Introduction	3
Location	3
Land Use	4
Employment	7
Income Levels	8-11
Land Utilization	11
Political Environment	11
Conclusion	11

Section III. MISSION, GOALS, OBJECTIVES & STRATEGIES

S.W.O.T. Analysis	12
Mission Statement	13
Goals, Objectives, & Strategies	13-14

Section IV. IMPLEMENTATION PLAN

Implementation Spreadsheet	16
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FIGURES

Figure 1: PITU Tribal Lands 3
Figure 2: PITU Reservation Land 4
Figure 3: PITU Population 5
Figure 4: PITU Habitat Chart 6
Figure 5: Per Capita Trends 8
Figure 6: Median Family Income 9
Figure 7: Families Below Poverty % 10

TABLES

Table 1: PITU Reservation Land Comparison 4
Table 2: PITU Membership 5
Table 3: PITU Membership Trends 6
Table 4: PITU Habitat Chart 7
Table 5: PITU Unemployment 7
Table 6: Per-capita Income 8
Table 7: Average Family Income 9
Table 8: County Median Family Income 10
Table 9: Families Below Poverty (%) 11

Appendix A: SWOT Analysis (Strengths, Weaknesses, Opportunities, and Threats) Paiute Indian Tribe of Utah meeting notes.

Appendix B: Economic Development Survey Report, July 1999, Paiute Indian Tribe of Utah

Appendix C: Shivwits Band - Comprehensive Economic Development Strategy, 1999

Appendix D: Indian Peaks Band - Comprehensive Economic Development Strategy, 1999

Appendix E: Cedar Band - Comprehensive Economic Development Strategy, 1999

Appendix F: Kanosh Band - Comprehensive Economic Development Strategy, 1999

Appendix G: Koosharem Band - Comprehensive Economic Development Strategy, 1999

SUMMARY

The PITU's Comprehensive Economic Development Strategy (CEDS) has been developed to assist the Tribe in their economic development endeavors. This document serves as a beginning effort. It contains goals and objectives for both community and economic development activities. Critics may claim it is much to "community development" oriented. However, they fail to realize that community deficiencies must be addressed prior to or simultaneously with economic development. As an example, the Tribal community can not expect to develop business and industry if the workforce is under-educated or has social ills such as alcoholism and drug abuse as brought out in the Tribe's S.W.O.T. analysis. These are community development issues but certainly impact economic development efforts. It must also be understood that this CEDS does NOT include all the goals and objectives of the Tribe. It does however provide a format for Tribal leadership to follow as they improve, edit, and establish additional goals and objectives. For efficacy, Tribal leaders must utilize the CEDS on a regular basis as the planning process is on going.

SECTION I - ORGANIZATION AND MANAGEMENT - This section describes the membership of the CEDS Steering committee, how it functions, and the staff providing services. It also details the management and administrative process required to implement and carry out the goals and objectives of the plan. This section also provides jurisdictional review of recognized officials responsible for the CEDS and passing of appropriate resolutions, progress evaluation, and final program results.

SECTION II - THE AREA AND ITS ECONOMY - This section summarizes the area's economic situation based on the analysis of relevant data about the reservation and surrounding area. It contains the Tribe's strengths, weaknesses, opportunities, threats, statistical tables, demographic information, and other data relating to past, present, and future economic trends of the Paiute Indian Tribe of Utah.

SECTION III - MISSION, GOALS, OBJECTIVES, STRATEGIES - This section includes the mission statement and identifies beginning goals and objectives which will help the Paiute Indian Tribe of Utah meet their economic development endeavors.

SECTION IV - IMPLEMENTATION PLAN - This section provides a worksheet that allows Band leadership to monitor the progress of the CEDS. Even though it is developed for yearly evaluation, the worksheet may be utilized anytime progress is made.

Section I. ORGANIZATION and MANAGEMENT

To ensure that the CEDS meets the objectives of the PITU, a steering committee was assembled. The PITU's Tribal Council, Paiute Economic Development Council (PEDCO), Economic Development Staff, and Tribal Program Coordinators make up the steering committee.

PAIUTE TRIBAL COUNCIL

Geneal Anderson Tribal Chair
Phil Pikyavit Kanosh Band Chair and Tribal Vice-Chair
Glen Rogers Shivwits Band Chair
Lora Tom Cedar Band Chair
Jenneane Borchart Indian Peaks Band Chair
Ganaver Timican Koosharem Band Chair

PAIUTE ECONOMIC DEVELOPMENT COMMITTEE (PEDCO)

McKay Pikyavit (KA) Chair
Bryant Jake (IP) Member
Pat Wash (SH) Member
Clarice Dixon (KO) Member
Keith Garcia (CE) Member

ECONOMIC DEVELOPMENT STAFF & PROGRAM COORDINATORS

Travis Parashonts Economic Development Director
Jeff Zander Economic Development Planner
Steve Kandell Land Use Planner

CONSULTANTS

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PITU - COMPREHENSIVE ECONOMIC DEVELOPMENT STRATEGIES - STEERING COMMITTEE FUNCTIONS

The CEDS Steering Committee and consultants met on May 5, 1999. Each member attending gave input about their economic concerns as it applied to the PITU. This input was then implemented into the draft CEDS.

The draft CEDS was sent out to the Chair of the PITU's Tribal Council on September 30, 1999. Tribal members were given thirty days to return comments to consultants. On October 30, 1999 PITU leadership attended the Tribe's Economic Development Retreat held at Southern Utah State University's Mountain Center, Cedar City, Utah and given opportunity to review and make changes to the CEDS. Copies of the final draft were provided to the Tribal Council of the PITU on January 5, 2000 with adoption procedures left to their discretion.

MANAGEMENT PROCESS

The PITU is organized under the provisions of the 1980 Restoration Act, the Indian Reorganization Act of 1934, and the PITU's Tribal Constitution. The Tribal Council of the PITU consists of six (6) members selected through an election process. The Tribal Council is the official governing body of the PITU.

The Tribal Council is the administrative organization which accepts the oversight and implementation responsibilities of the CEDS. They are also responsible for the adoption and passing of resolutions and/or any other edition to the plan. The Tribal Council is also responsible for the designation of committees, assignment of staff members and completion of progress reports of the CEDS.

Section II. THE AREA AND ITS ECONOMY

INTRODUCTION

Location - The Tribal headquarters of the PITU is located in Southeastern Iron County approximately 280 miles South of Salt Lake City on Interstate Highway 15, and adjacent to Cedar City. The geographic location of Tribal Headquarters in relation to the five bands are approximately 84 miles from Shivwits, 5 miles from Indian Peaks and Cedar Band, 115 miles from Koosharem, and 105 miles from Kanosh. All are paved roads with good access. Figure 1, PITU Tribal Lands, shows the location of tribal lands in relation to Southern and Central Utah.

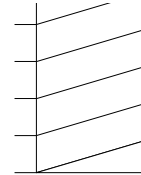
Figure 1: PITU Tribal Lands



Land Use - Reservation lands of the PITU encompass a total of 32,480 acres. Other than 35 acres of land housing the tribal headquarters and controlled by the Tribal Council, the other 32,445 acres are maintained and controlled by the five tribal bands (see PITU Reservation Lands Comparison). Results of a recent economic development survey revealed that tribal members feel their culture and land are their two greatest strengths (see Appendix B). The majority of survey respondents felt that preservation of reservation lands was most important with planned industrial and community development. Each band’s CEDS outlines their respective designation of land use (see Appendices C,D,E,F and G). The graph in Figure 2, PITU Tribal Lands, compares the land holdings of each band which makes up the PITU reservation.

Figure 2: PITU Tribal Lands

Table 1 - PITU Reservation Land Comparison, identifies the actual land acreage of the PITU reservation. This chart compares land acreage of the five bands of the PITU along with the total



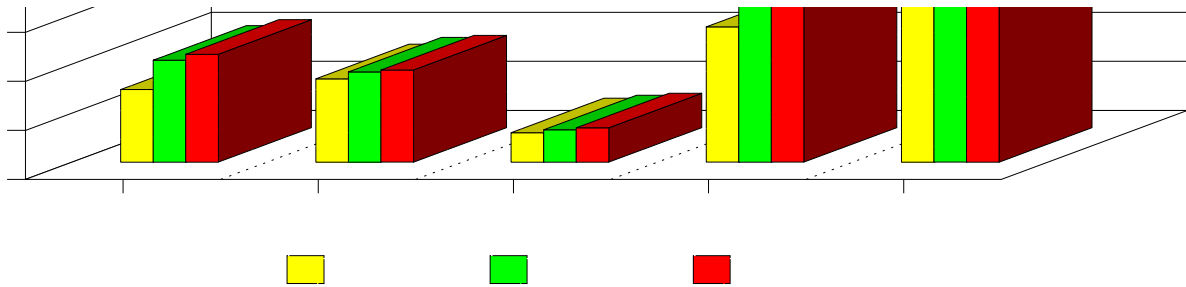
acreage of State of Utah. Each band has completed a land use plan and is responsible for their respective land use development. Copies of these plans are available for review at the Tribal offices or through individual band councils.

Table 1 - PITU Reservation Land Comparison

<u>Place</u>	<u>Acres</u>
Shivwits Reservation	27,525
Cedar Reservation	2,060
Koosharem Reservation	1,240
Kanosh Reservation	1,195
Indian Peaks Reservation	425
Tribal Headquarters	35
Total Land Holdings of the PITU	32,480
State of Utah	54,021,252

Band Membership - According to the July 1999 PITU Tribal enrollment there are 741 members. This compares to 516 in 1980. The graph in Figure 3, PITU Population, shows the population trend since 1980.

Figure 3 - PITU Population



Source: 1980 "Proposed PITU Reservation Plan," by US. Dept. Of the Interior, Bureau of Indian Affairs; data was compiled by Geneal Anderson and Gerald Kanosh, July 1999

Table 2, PITU Membership shows the tribal enrollment according to age and gender. Fifty-seven percent (57%) or 421 members are included in the workforce which is sufficient to support a sizable business owned and employed by Tribal members. Table 3, PITU Membership Trends evaluates membership trends of each band in the PITU.

Table 2 - PITU Membership

Age	Females	Males		
1-5	35	33		
6-10	44	39		
11-15	39	55		
16-20	37	42		
21-25	34	35		
26-30	39	24		
31-40	58	39		
41-50	59	46		
51-60	27	24		
Over 60	14	18		
Totals	386	355		

Source: PITU Health Department records, 1999

Table 3 - PITU Membership Trends

Band	1980	1997	1999
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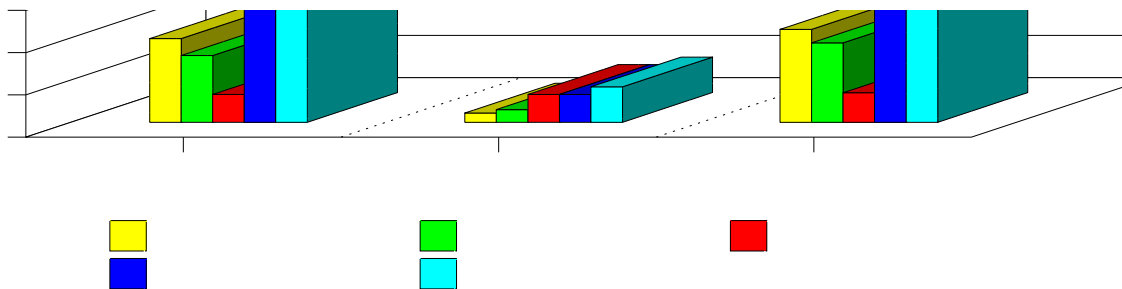
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Kanosh	74	97	110
Koosharem	85	92	94
Indian Peaks	30	33	35
Cedar	138	220	231
Shivwits	189	260	271
PITU Total	516	702	741

Source: PITU Health Department records, 1999

Currently 17% of Tribal members are living outside of the counties encompassing reservation lands. The PITU Habitat Chart, Figure 4, graphically displays the current membership who live within and outside of the area. Tribal leadership would like to see improved conditions through economic and community development that would allow members to reside on the reservation.

Figure 4 - PITU Habitat Chart



Source: PITU Health Department records, 1999

Table 4, PITU Habitat Chart, provides a comparison of membership of Tribal members living out of the area. Lack of affordable housing and employment seem to be the major reasons for those leaving and living away from the reservation. Another major concern of Tribal leadership is the loss of heritage and cultural values that are disappearing as a result of members living and working outside of the area.

Table 4 - PITU Habitat Chart

Band	In Area	Out of Area	Total Members
------	---------	-------------	---------------

Kanosh	99	11	110
Koosharem	79	15	94
Indian Peaks	33	2	35
Cedar	198	33	231
Shivwits	229	42	271
PITU Totals	638	103	741

EMPLOYMENT

Unemployment - The “1997 Indian Labor Report” published by the Department of Interior shows the PITU with a labor force of 421. Of this number, 349 are employed and 72 are unemployed equating to a 17 percent unemployment rate. Of those employed, 239 tribal members or 68 percent are employed below poverty guidelines. Of those employed, 42 or 12 percent work in the public sector while 307 or 88 percent work in the private sector. This compares to a 4 percent average unemployment rate in the eleven county area and 3.4 percent state wide unemployment rate as reported by the September 1999 “Labor Market Report” by the Utah Department of Workforce Services. Table 5, PITU Unemployment compares Tribal member employment with the Five and Six County regions, the State of Utah, and United States.

Table 5 - PITU Unemployment

<u>Entity</u>	<u>Workforce Employed</u>	<u>Workforce Unemployed</u>	<u>Percent Unemployed</u>	<u>% in Public</u>	<u>% in Private</u>
PITU	349	72	17	12	88
Six County	21,370	936	4.8	12	88
Five County	55,991	2,031	3.5	7	93
State	1,051,600	37,013	3.4	7	93
U.S.	-	-	4.2	-	-

Sources: Utah Labor Market Report, September 1999, Vol. 9, Number 9; Utah Job Outlook - Statewide and Service Delivery Areas 1998-2003, Utah Department of Workforce Services, January 1998

Employment Opportunities - The tribal members were surveyed to determine the economic opportunities they perceived. The most popular choice, by Tribal members were to see resources spent on education and training programs for PITU members. The number one priority for job creation was providing “jobs for those adults who needed to support families”. Survey respondents also felt investing tribal resources in well managed businesses owned and managed by tribal members with good opportunity for return was very important. Light manufacturing, high tech industry, and convenience store development were ranked as the highest perceived economic development opportunities. Agriculture and truck stop development were also mentioned. For a complete review of survey result results see Appendix B - Economic Development Survey Report, Paiute Indian Tribe of Utah, July 1999.

INCOME LEVELS

Per-capita income - Per-capita income is the level of income generated by individuals. Per-capita income among the residents of Central and Southern Utah is shown in Table 6, Per-capita

Income. The table compares personal income between the counties of Central and Southern Utah in which the majority of PITU members reside.

Table 6 - Per-capita Income

County	1994	1995	1996	1997
Millard	\$13,742.00	\$14,101.00	\$14,806.00	\$14,700.00
Sevier	\$13,962.00	\$14,251.00	\$14,965.00	\$15,500.00
Beaver	\$13,014.00	\$13,090.00	\$13,359.00	\$13,500.00
Iron	\$13,329.00	\$13,884.00	\$14,509.00	\$15,300.00
Washington	\$15,515.00	\$16,348.00	\$16,731.00	\$17,000.00

(Per Capita Income was taken from the “1999 Economic Report to the Governor: pg. 87”).*The Paiute Indian Tribe of Utah lacks Tribal member income status and other related information.

Figure 5, Per-capita Trends graphically demonstrates the per-capita income levels from 1994 to 1997 for the counties encompassing the bands of the PITU. Specific per-capita data for the PITU and its bands are not available; however, given the high unemployment rate of the PITU, it is believed that the average per-capita income level is substantially lower.

Figure 5 - Per-capita Trends

Source:1999 Economic Report to the Governor

Median/Average Family Income - Another important economic indicator is the income generated by all members of a family household -- living under one roof. This income known as



Median/Average Family Income clearly shows the economic vitality of a community by addressing the workforce in general. It references employment levels, signifies strength in education and skills among families. The most recent data for the PITU is 1980. Table 7, Average Family Income shows the average family income for the PITU and its bands.

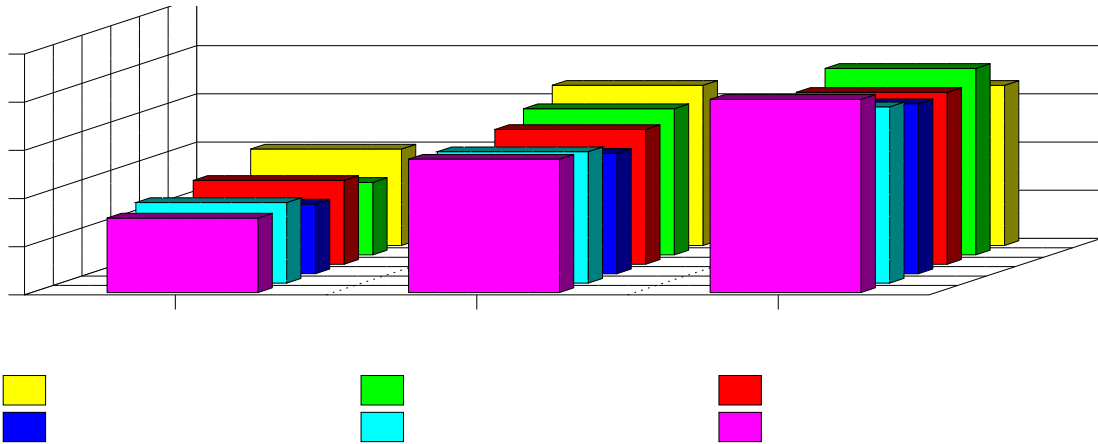
Table 7 - Average Family Income

Band	Average Family Income
Kanosh	\$2,914.00
Indian Peaks	\$2,774.00
Cedar	\$2,215.00
Koosharem	\$1,940.00
Shivwits	\$3,015.00
Tribal Average	\$2,746.00

Source: 1980 PITU Reservation Plan

In comparing Table 7, Average Family Income, with Figure 6, Median Family Income it is clear to see that the 1980 income levels for the counties is significantly higher than for the PITU. The graphics of Figure 6 show the trends from 1980 to 1999 for the counties in which the majority of tribal members live. Again because specific data is not available for the tribe a comparison is not made. However, because of the economic disparity in unemployment it is safe to assume the current median family income is much lower for tribal members. Table 8, County Median Family Income, shows the actual income levels of the counties referenced.

Figure 6 - Median Family Income



Source: 1999 Economic Report to the Governor

Table 8 - County Median Family Income

County	1980	1989	1999
Millard	\$15,038.00	\$30,342.00	\$38,700.00
Sevier	\$17,404.00	\$27,986.00	\$35,700.00
Beaver	\$14,453.00	\$25,000.00	\$35,300.00
Iron	\$16,726.00	\$27,283.00	\$36,600.00

Washington	\$14,466.00	\$27,690.00	\$40,100.00
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Source: 1999 Economic Report to the Governor; *The PITU has no records on the Median Family income for Tribal members.

Poverty level - Those living in poverty is of great concern to PITU leadership. No specific data for the PITU and its bands is available on poverty level. Again it is safe to assume that given the economic distress of unemployment the Tribe is much more vulnerable than their neighboring county residents. Figure 7, Families Below Poverty (%), shows graphically the poverty level trends for Central and Southern Utah between 1969 and 1995. Again, it is believed that the PITU is experiencing a much higher poverty rate than those shown. Table 9, County Poverty Levels (%) shows the actual poverty levels in percent for those counties in which the majority of PITU members reside.

Figure 7 - Families Below Poverty (%)

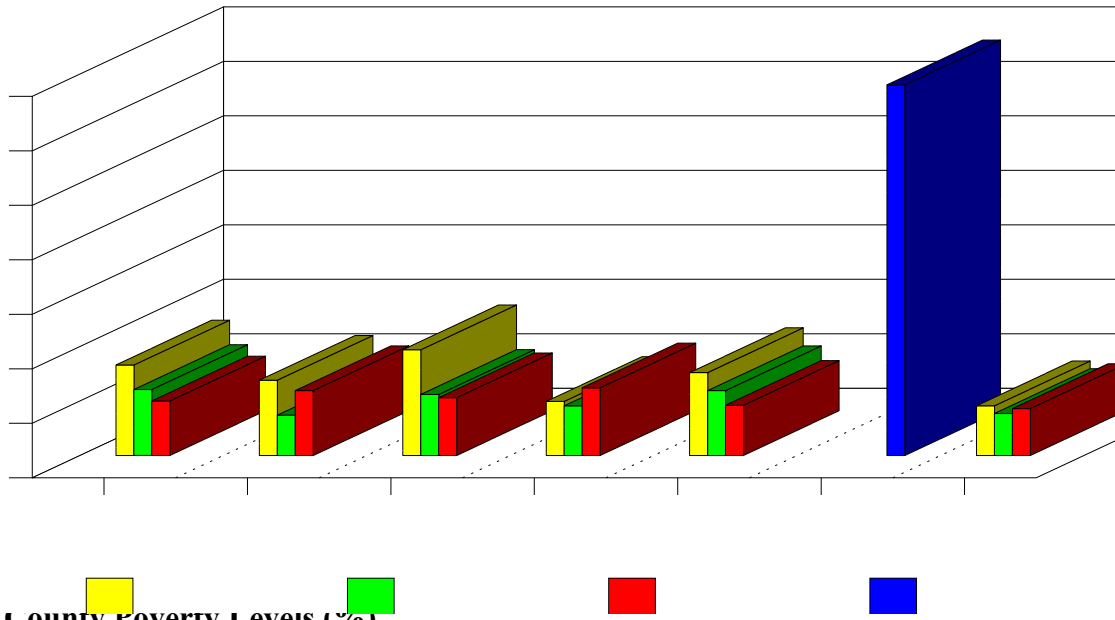


Table 9 - County Poverty Levels (%)

County	1969	1979	1989	1995
Millard	16.6	12.1	10.0	14.0
Sevier	13.8	7.4	11.9	14.9
Beaver	19.4	11.2	10.6	13.4
Iron	9.9	9.1	12.4	16.8
Washington	15.2	11.9	9.2	13.3
State	9.1	7.7	8.6	11.4
Paiute Tribe	-	-	-	68.0

*Source: 1995 Economic Development & Employer Planning System Ver. Utah 94.4

LAND UTILIZATION

The tribal government of PITU does not control reservation lands. Each of the five constituent

bands are responsible for their respective land preservation or development. Needed infrastructure to support community and economic development are the responsibility of each band and supported by Tribal Council of the PITU. Concerns among tribal members include affordable housing, water development, industrial zoning, natural resource use and preservation. A general land use plan for the PITU has been developed. This document should be reviewed to understand current infrastructure and land utilization. Copies of the plan may be reviewed at the Tribal or band headquarters.

POLITICAL ENVIRONMENT

Tribal council members are elected to four year terms and meet on a monthly basis. Presently the Council directs the economic development efforts through the Paiute Economic Development Committee (PEDCO) and are pro-active in achieving and attaining planned growth. They are interested in the development of industry that utilizes their natural resources, heritage, and that will enhance their standard of living through the creation of family sustaining employment. Through a collaborative effort with other local, state, and federal governments the Council is striving to overcome major stumbling blocks including lack of education, underemployment, social ills, lack of business skills, and strained relationships with neighboring cities, counties, and tribe.

CONCLUSION

The PITU has a rich heritage disrupted by the cultural changes brought by modern society. Nearly wiped out as a people – historically – due to poor economic and living conditions, the PITU has adopted a pro-active position in economic and community development. The development of this CEDS is the first step in achieving their goals toward enhancing their quality of life through the development of family sustaining employment for their members. The implementation of the goals, objectives, and strategies set forth by this document will perpetuate the planning process for the PITU as they strive to meet their economic development endeavors.

Section III. MISSION, GOALS, OBJECTIVES & STRATEGIES

S.W.O.T. ANALYSIS - The PITU conducted a workshop to determine their strengths, weaknesses, opportunities, and threats. This S.W.O.T. analysis provided a starting point in determining the current economic status of the Tribe. From this evaluation a mission statement, goals, and objectives to strengthen their quality of life were derived. The following summary provides the top issues and concerns of each category from the analysis. See Appendix A for a complete listing .

Strengths - The Tribe considered their top *strengths* as:

1. Educated leadership
2. Youth
3. Traditions
4. The people (Tribe)
5. Land

Weaknesses - The Tribe considered their top *weaknesses* as:

2. Alcohol and drugs
3. Poor lack of communication
4. Too passive
5. Lack of education
6. Loss of culture

Opportunities - The Tribe considered their top *opportunities* as:

1. Education
2. Language preservation
3. Land development potential (golf courses)
4. Economic development
5. Tax exempt status
6. Access to federal, state & other grants, and economic development education

Threats - The Tribe considered their top *threats* as:

1. Alcohol & drug abuse
2. Breakdown of families
3. Too dependent on others
4. Lack of education and labor skills
5. Loss of Paiute language

MISSION STATEMENT

“In five years (2005) with cooperative and personal efforts, we will enhance pride through stronger family units with cultural and spiritual traditions. Become a stronger more united Tribe through education and economic development which will lead to self-sufficiency, self-determination and empowerment.”

Goal I: Improve communications between tribal government, band government and tribal members

Objective A: Establish education programs to teach communication skills

- Strategy 1. Utilize other tribal programs that has been successful
- Strategy 2. More effective methods to disseminate information to tribal members
- Strategy 3. Develop methods to receive information back from bands

Responsible Party: Tribal Council - Band Council - Individuals

Objective B: Work with band leaders to improve communication with tribal members

- Strategy 1. Leadership training on tribal communication process
- Strategy 2. Develop a duties and responsibilities descriptions for band chairs and department directors
- Strategy 3. Develop communication conduit
- Strategy 4. Develop communication checklist

Responsible Party:

Goal II: Preserve and restore cultural and spiritual traditions

Objective A: Restore basket weaving cradle board making skills

- Strategy 1. Obtain grants with DCED, LEDI, Forest Service, Utah Arts Council, National and Utah Endowment for Humanities, National Park Service, etc.
- Strategy 2. Identify artisans within the Tribe
- Strategy 3. Sign up artisans with Heritage Highway
- Strategy 4. Teach artisan skills - work around springtime, available to all interested persons
- Strategy 5. Take strategies 1-4 to the band buildings.

Responsible Party:

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Objective B: Expand language program

- Strategy 1. Recognizing the Paiute language speakers.
- Strategy 2. Using the language at tribal functions.
- Strategy 3. Audio and video tape library.
- Strategy 4. Developing a dictionary.
- Strategy 5. Take strategies 1-4 to the band buildings.

Responsible Party:

Goal III: Improve educational programs

Objective A: Develop a career guidance center available to all tribal members.

- Strategy 1. Identify resources (financing, etc.)
- Strategy 2. Establish a counseling center for members in existing education department.
- Strategy 3. Concentrate on both academics and vocational training.
- Strategy 4. Develop duties and responsibilities of the education department, including tracking of educational progress for all tribal members.

Responsible Party: Tribal Council - Education Department

Objective B: A more active Education Committee.

- Strategy 1. More coordination/communication between the education director and committee.
- Strategy 2. Update committees guidelines and by-laws.
- Strategy 3. Have a tribal council member as a liaison to quarterly report to the

Tribal Council

Responsible Party: Education director, Education Committee Chair, and Tribal Council

Goal IV: Strengthen families

Objective A: Establish a family conference or fun day on a band level

- Strategy 1. Designate a family day for each band area.
- Strategy 2. Establish a fun day committee to organize activities at band areas.
- Strategy 3. Advertise band family day at band council meeting through flyers, mail and posters.
- Strategy 4. Provide staff support from the tribal level as requested by the band.

Responsible Party: Band Council, Fun Day Committee and individual members.

99 DEC 06

Objective B:

- Strategy 1.
- Strategy 2.
- Strategy 3.

Responsible Party:

Goal V: Promote leadership capabilities

Objective A: Educate youth and adults in leadership capabilities.

- Strategy 1. Establish youth council.
- Strategy 2. Provide internships/apprenticeships.
- Strategy 3. Provide leadership training programs.

Responsible Party: Elders - Families - Education Department - Band Councils

Objective B:

- Strategy 1.
- Strategy 2.
- Strategy 3.

Responsible Party:

Goal VI: Create sustainable economic development

Objective A: Conduct a targeted business study.

- Strategy 1. Identify funding through EDA, LEDI, Utah Power, Forest Service, First Nations and Six County etc.
- Strategy 2. Utilize resources of Six County, Five County, DCED, Utah Power, First Nations etc.

Responsible Party:

Objective B: Identify business opportunities among tribal members

- Strategy 1. Apply for Empowerment Zone designation.
- Strategy 2. Coordinate with DCED with their business expansion and retention program (BEAR).

Responsible Party:

Objective C: Develop one major business within the next five years.

- Strategy 1. Utilize the target study identified in Objective A.
- Strategy 2. Economic Development process to obtain funding for feasibility and business plan.
- Strategy 3. Identify financing package.

Responsible Party:

Objective D. Develop a tribal Economic Development Corporation by December 2000.

- Strategy 1. Develop articles of incorporation.
- Strategy 2. Identify qualified and knowledgeable individuals from elders to youth both members and non tribal members.
- Strategy 3. Conduct public meetings in band areas.

Responsible Party:

Goal VII: Promote youth development

Objective A: Youth asset building

- Strategy 1. Use the asset parent building program (Social Services, Education Department and Mental Health).
- Strategy 2. Use the existing big brother/sister programs. (Social Services, Education Department and Mental Health)
- Strategy 3. Disseminate information and get quality individuals to work with the program.

Responsible Party: Tribal Chair

Objective B: Establish a youth council

- Strategy 1. Create and adopt tribal ordinance
- Strategy 2. Pattern after successful youth councils from other tribes and communities.
- Strategy 3. Youth to establish by-laws and guidelines.
- Strategy 4. Establish the youth council pattern after the Tribal Council.
- Strategy 5. Have a youth council member as a liaison to quarterly report to the Tribal Council.

Responsible Party: Interested Youth as directed by Tribal Council/Band Council and Education department

Goal VIII: Reduce alcohol and drug abuse

99 DEC 06

Objective A: Each band to achieve five new/more substance abuse types.

- Strategy 1. Substance free and alternative activities
- Strategy 2. Identify, sponsor and assign sponsors to mentor targeted individuals.
- Strategy 3. Utilize long term rehab (not 30 days)
- Strategy 4. Work with current abuse programs
- Strategy 5. Discourage the use of “hot spots”

Responsible Party: Tribal council - Band -Departments - Members/Local law enforcement

Objective B:

- Strategy 1.
- Strategy 2.
- Strategy 3.

Responsible Party: