

# ATNI-EDC 2019 CEDS

Affiliated Tribes of Northwest Indians Economic Development Corporation

Comprehensive Economic Development Strategy



2019 - 2024

*Accepted by ATNI Membership through Resolution #19-41*

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**October 10, 2019**

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## Executive Summary

**Affiliated Tribes of Northwest Indians Economic Development Corporation (ATNI-EDC)** has a mission to provide financial and technical assistance in the areas of community and economic development to the 56 ATNI Member Tribes and their Tribal citizens. ATNI Member Tribes include all Tribes in Oregon, Washington, and Idaho, as well as some Tribes in Northern California, Nevada, Montana, and Alaska. ATNI-EDC is a wholly owned, subsidiary of The Affiliated Tribes of Northwest Indians (ATNI).

The **vision** of the ATNI-EDC CEDS is to build an Inter-Tribal economy that takes care of all Tribal citizens; where “the old way” governs our direction, with respect to sovereignty and sustainability; where Tribal citizens have ready employment opportunities, including upper management positions; where wealth is generated from within Indian Country; where Tribes leverage collective economic power to enhance Inter-Tribal economy; where Tribal entrepreneurs have the support and infrastructure to establish and sustain businesses; where all Tribal citizens are healthy and happy; where Indian youth continue to find value in their culture, and find opportunity and prosperity in their homelands.

The 2019- 2024 ATNI-EDC CEDS aims to:

- **Support ATNI Tribes to Meet Economic Development Goals.** ATNI-EDC is committed to assisting Tribes meet their economic development goals. The approach was to identify the top five (5) issues that are common between several Tribes and build programming to address those specific issues. The issues identified include:
  - o Housing
  - o Critical Infrastructure
  - o Financing & investments
  - o Education & Workforce Development
  - o Energy & Water Sovereignty
- **Support Inter-Tribal Economy Building.** ATNI-EDC is a hub to leverage the collective expertise and knowledge that is provided through ATNI member Tribes. There are six (6) identified areas that ATNI-EDC would like to explore to advance Inter-Tribal economic development including:
  - o Storytelling: Tribal Economic Impact
  - o Shared Learning
  - o Regional Investments
  - o Policy Advocacy
  - o International Business
  - o Regional Tourism
- **Support Tribal Entrepreneurs.** A key tool to growing Tribal economies is to grow the private sector, both on and off reservation. To this end, ATNI-EDC has identified five (5) areas to support Tribal entrepreneurs that wish to start or grow their businesses:
  - o Access to Capital
  - o Support Tribal Lenders
  - o Technical Assistance
  - o Support “built” Infrastructure
  - o Expand markets
  - o “Buy-Indian”

## Overview

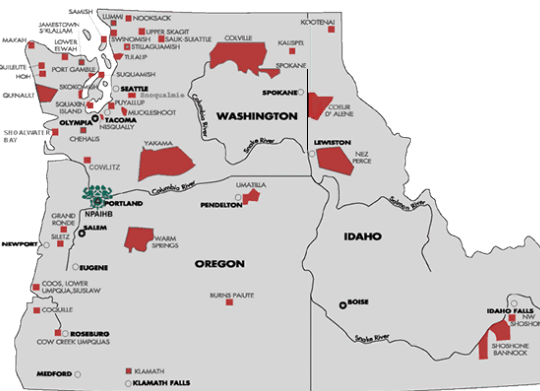
**Affiliated Tribes of Northwest Indians Economic Development Corporation (ATNI-EDC)** has a mission to provide financial and technical assistance in the areas of community and economic development to the 56 ATNI Member Tribes and their Tribal citizens. ATNI Member Tribes include all Tribes in Oregon, Washington, and Idaho, as well as some Tribes in Northern California, Nevada, Montana, and Alaska. A complete list of ATNI Member Tribes is in Appendix A. ATNI-EDC is a wholly owned, separately financed subsidiary of The Affiliated Tribes of Northwest Indians (ATNI). ATNI-EDC is governed by a board of directors and provides periodic activity reports to ATNI and provides staff and support to the ATNI Economic Development Committee. ATNI-EDC is supported by government and private foundation grants.

In May of 2016, ATNI-EDC experienced a leadership transition, and with transitions comes the opportunity to view the organization through fresh eyes. The new Executive Director views the CEDS process as an opportunity to engage with ATNI Member Tribes and learn about their economic development goals and priorities so that ATNI-EDC may be a more responsive organization.

The ATNI-EDC CEDS is supported through a partnership grant with the Department of Commerce Economic Development Administration (EDA). ATNI-EDC embarked on the Comprehensive Economic Development Strategy (CEDS) in July of 2017. ATNI-EDC hosted two visioning workshops, administered a paper and electronic survey, and hosted a SWOT workshop. ATNI-EDC is in the process of visiting each of the ATNI member Tribes in their homelands to learn about each individual Tribe's economic development activities and intends to visit each Tribe once every 2-3 years. A complete report of activities is in Appendix B. Though ATNI-EDC has had an active CEDS in the past, it has since lapsed.

The CEDS is a tool that outlines a locally based, regionally-driven economic development planning process. The ATNI-EDC CEDS is unique in that the defined region is geographically dispersed. The population covered has one thing in common: they are sovereign Tribal nations in the Pacific Northwest. The ATNI-EDC CEDS is not intended to replace other Tribal CEDS- rather it exists to support and complement ATNI Member Tribes CEDS. Each ATNI Member Tribe are at different stages of their CEDS: some have had a working CEDS for many years; others are in the process of writing their first CEDS; still others haven't yet developed a CEDS for their Tribe. No matter where Tribes are in the CEDS process, each has its own vision for economic development. ATNI-EDC seeks to work with Tribes to advance their economic development strategies.

This CEDS will be used as a guide to scale ATNI-EDC and build specific programming to be more responsive to the needs of ATNI Member Tribes. It highlights common hurdles and successes and outlines a strategy wherein we can leverage the strengths and fill the gaps. This ATNI-CEDS will serve as



*Map courtesy of Northwest Portland Area Indian Health Board. Map does not include ATNI Member Tribes located in Northern California, Nevada, Montana, or Alaska.*

a roadmap **to be responsive to the economic development needs and priorities of ATNI Member Tribes.**

This CEDS is a living document- one that will be updated as new information is available and will be responsive should the economic climate shift. It reflects the Tribal economic development goals that exist today and serves as a guide for ATNI-EDC to begin addressing those needs.

### ATNI-EDC – A Brief History

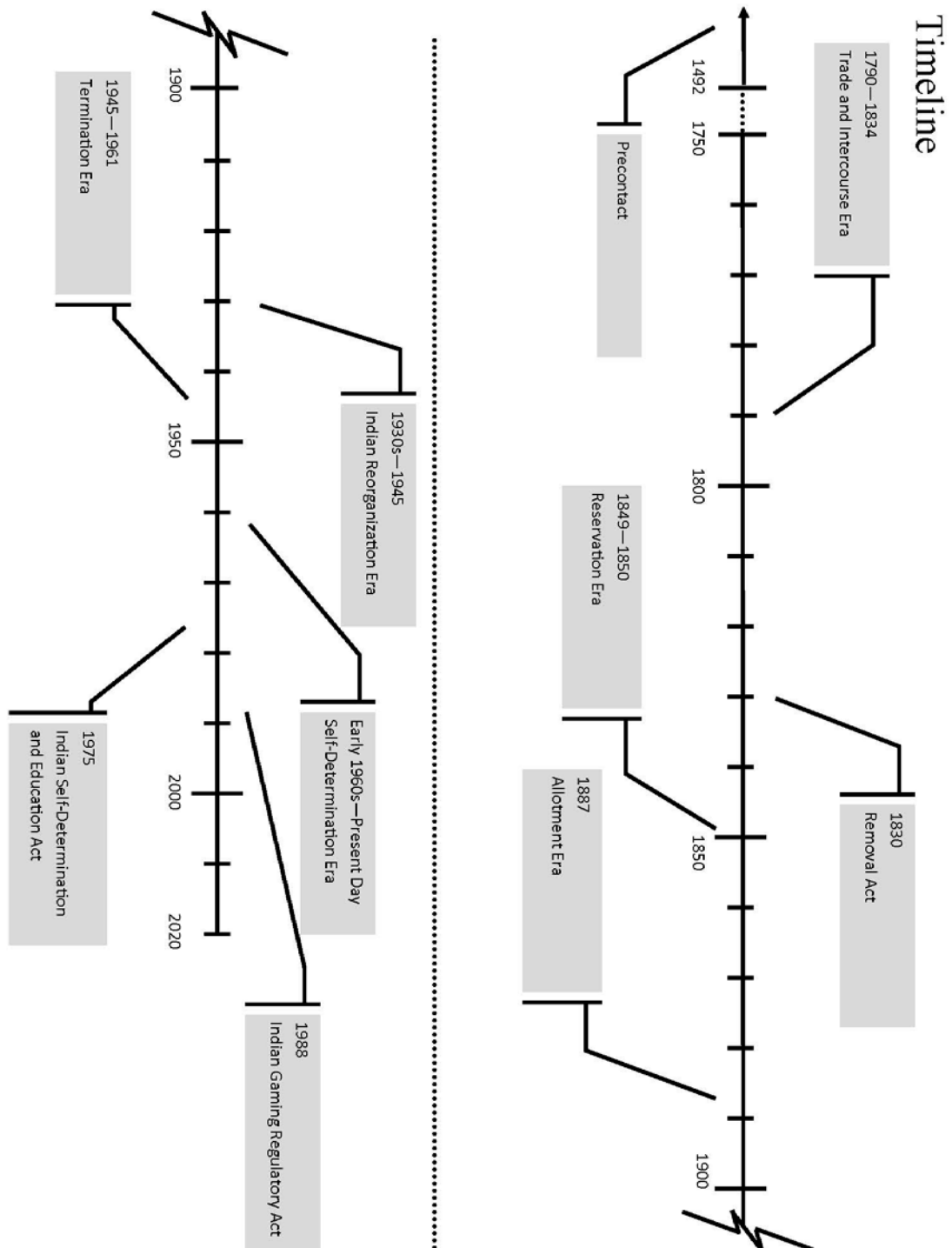
ATNI-EDC was formed by the ATNI Economic Development Committee in 1996 pursuant to ATNI Resolution #96-17 and recognized under ATNI Resolution #96-77. The organization has taken many forms over the years, but the overall mission has not changed. In an early business plan, the purpose of the ATNI Economic Development Corporation was to “...find sources of capital and financing for particular projects<sup>i</sup>.” By 2001, the strategy emphasized the establishment of a revolving loan fund,



leadership development, energy development, Tribal tourism, Tribal technology, and Tribal telephone outreach<sup>ii</sup>. The most recent completed ATNI-EDC CEDS (2013) was focused on several projects: create a database of Tribal economic activities; coordinate between Tribes’ shared activities so that they may achieve economies of scale (i.e. in the areas of aggregated purchasing, logistics, production of bio-fuels); and deliver services that can be more cost effective when delivered by a central entity<sup>iii</sup>.

**Past Successes:** Since its formation, ATNIEDC has provided programming in the areas of tourism, fish marketing, technology, and energy, and has provided targeted technical assistance to advance economic development for ATNI Member Tribes. It’s Buy-Indian program aimed to add value to Indian products and services, and encompassed sub-programs such as the salmon marketing program and the exploration of an inter -tribal wheat co-op. ATNIEDC’s past efforts benefitted inter-tribal tourism through publication of beautiful, full-color tourism guides. ATNI-EDC operates a Native Community Development Financial Institution (CDFI) and has provided around \$3M in loans to Native businesses since 2000.

## Timeline



## Time Immemorial

- tribal and individual trade activities

## 1790—1834: Trade and Intercourse Era

- “Congress enacted laws to control trade and economic interactions between Americans and Indians. Most of the principles contained in these laws are still federal law today.
- 1805 -> Lewis & Clark witnessed the great market in areas such as Celilo. (near the present-day The Dalles); “They were amazed by the fish storage technique, the tons of dried fish the Indians sold, and the amount of the other trade in which the Indians engages.”
- 1790—Congress begins enacting laws at President Washington’s request to prevent tribal governments and Indians from selling their lands to anyone but the United States, to stop private traders from entering Indian Country, to control the Indian trade, and to build federal trading posts along the frontier. [p 34]
- 1795—1822: Congress created federal trading houses that operated in 28 locations across the frontier.

## 1830—Removal Act:

- The Removal Act required that tribes had to consent to sell their lands east of the Mississippi and remove to the west.
- Congress adopted the official federal policy of Indian removal when it enacted the Removal Act. (more East coast?) P 35

## 1849—1850: Reservation Era

- Federal Government adopted the new policy of forcing tribes onto small and remote reservations.

## 1887: Allotment Era

- The Allotment Act has led to the fractionation of tribal lands that still impacts development on some tribal lands today.

## 1887—Congress enacts the Allotment Act

- Reservations were to be divided up into small farming plots for individual Indians. The U.S., though, would be the legal owner of the land and hold the title in trust for the Indian person who was called the beneficial owner. (“Trust lands” are lands that tribal governments or individual Indians own as the beneficial owner but the U.S. owns the legal title and is the legal owner.) Congress also provided that the ‘surplus lands’ - that is, any lands on reservations that exceeded what was needed to divide up for the existing Indian population—were to be sold to non-Indians who were thus invited to live on reservations. P36

## 1930s—1945: Indian Reorganization Era

- marked by the enactment of the Indian Reorganization Act in 1934. The U.S reversed its policy of break up reservations, and now the federal government strongly supported tribal governments politically & economically.

## 1945—1961: Termination Era

- Congress adopted the express objective of ending the federal/ tribal relationship and

terminating the legal existence of tribes.

- “a resolution to terminate the political relationship between tribal governments and the United States.

#### Early 1960s to present day: Self-Determination Era

- 1975: Indian Self-Determination and Education Assistance Act of 1975
- allow tribes to contract with the U.S. Government for the delivery of services to Indians. The economic impact of this era has been to put tribal governments in more control of reservation economic development programs and projects.
- 1988: Indian Gaming Regulatory Act
- The stated purposes of the act include providing a legislative basis for the operation/regulation of Indian gaming, protecting gaming as a means of generating revenue for the tribes, encouraging economic development of these tribes, and protecting the enterprises from negative influences (such as organized crime) [Wikipedia]

*Timeline was generated from excerpts in “Reservation ‘Capitalism:’ [ ]”, by Professor Robert Miller*



## The Future of Tribal Economic Development in the Pacific Northwest

ATNI-EDC does not have a crystal ball, so it's impossible to know what the future of Tribal economic development in the Pacific Northwest. The best we can do is to be nimble and responsive and position ourselves to maximize of unforeseen opportunities. Casinos are a new phenomenon within the last 20 years, and we're beginning to see the economic power that they harness. The strategies that casino Tribes are employing are showing success in their communities! As one Tribal planner put it: The budget for the planning department today is larger than the budget for the whole Tribe just a decade ago. Tribes are proactively building thriving communities. Additionally, Tribes are now being invited to the table and hold more influence with the states and Federal government than in previous generations. Tribal citizens hold prominent municipal and State congressional positions.

We are on the cusp of the next "big thing."

The next wave of Tribal economic development may be private sector development, or attracting new and diverse investments, or having Tribes be recognized as "anchor institutions" in respective communities. As place-based communities, Tribes may be the solution to boost not just their own economies, but surrounding communities as well.



It is important to note, however, that the impacts of successful economic development will not make us lose sight of who we are and where we come from. Economy is intended to enhance and facilitate our Indian way of life.

## Summary Background

ATNI-EDC serves 56 sovereign nations in the Pacific Northwest. It is impossible to provide a clear and concise overview of the economic landscape of each Tribe, or even Tribes collectively in the region. There is a myriad of internal and external factors that affect the economic conditions of Tribes, including but not limited to:

- **Urban/ Rural Locations:** A Tribe's proximity to urban areas or major thoroughfares (or proximity to major thoroughfare) may affect the economic opportunity available to a Tribe. Example: Tribes that have been successful with casino enterprises are likely located near a major city or interstate freeway.
- **Tribe Status:** Whether a Tribe was recognized by a treaty, was reinstated by Congress post Termination, or if they are not Federally recognized at all may affect economic opportunity. Treaty

ATNI Member Tribes		
State	# ATNI Tribes	# Tribes in State
Idaho	5	5
Oregon	9	9
Washington	29	29
Alaska	3	?
California	4	109
Montana	4	7
Nevada	2	32
<b>TOTAL</b>	<b>56</b>	<b>191+</b>

Tribes have a powerful economic tool in their treaties. Termination was a destructive policy, and reinstated Tribes are working to regain what may have been lost.

- **Large Land Tribes vs. Small Land Tribes:** The amount of land that each Tribe owns is an economic factor. Whether that land is in fee or trust is also a consideration.
- **Tribal Citizen Population:** Populations of Tribes vary greatly. According to the 2012-2016 ACS 5-year estimate, the most populous Tribe in the ATNI Region has 7,259 citizens, while the least reports 4 citizens<sup>iv</sup>. It is important to note that these figures can't be relied on, the reasons for which will be outlined later in this section, but it demonstrates the large disparity in population size.

Median household income in the past 12 months (in 2015 Inflation-adjusted dollars)		
State	AI/AN	All Pop
Alaska	\$45,997	\$72,515
California	\$45,490	\$61,818
Idaho	\$35,663	\$47,583
Montana	\$29,150	\$47,169
Nevada	\$42,104	\$51,847
Oregon	\$34,531	\$51,243
Washington	\$40,216	\$61,062

- **Tribal Citizen Population Living Off-Reservation:** Anecdotal, more than half of ATNI Tribal Members live in urban areas. Some leave because of lack of available housing options. Others leave to go to college and find work off-reservation.
- **Tribal Governance Structure & Election Cycles:** The degree of separation (or lack thereof) of government and Tribal enterprises may be an economic factor. Further, election cycles may be considered: some Tribes stagger Tribal council appointments, while others open each seat for elections. The latter can sometimes result in a complete turn-over in Tribal leadership.

- **Relations with Local Governments:** The relationship between Tribes and their state, county, and/or nearby municipalities may be an economic factor. As an example, both Washington State and Oregon State were proactive to ensuring that Tribes were engaged in the process when they were selecting Opportunity Zones in the Spring of 2018. In Idaho, only one Tribe had applied, and other Tribes were not aware of the opportunity until it was too late.
- **Large Percentage of Population is Under the Age of 20:** Tribal populations are generally very young, which can have a significant impact on Reservation economies.

## Baselining

Though it's difficult to show a clear, concise, and accurate economic landscape of ATNI Member Tribes, it is important to find some figures to get an idea of the economic landscape. Though imperfect, we are using the 2015 ACS 5-year Estimates. Data was gathered for each state we serve, but it is important to note that we do not serve all Tribes in Alaska, California, Montana, or Nevada.

One of the tenets of ATNI-EDC is to achieve economic parity. The data below outlines that parity has not been achieved with the greater non-Native population.

- **Income disparity** between American Indian/ Alaskan Natives and the rest of the population: In each state, American Indians/ Alaskan Natives are overrepresented in the lower income levels, and under-represented at the higher income levels. Graphs that support this data point can be found in Appendix C. This disparity is clear when one reviews the median incomes of American Indians/ Alaskan Natives and the general population, with a difference ranging from nearly \$10,000 up to more than \$25,000.
- **Unemployment status:** Unemployment percentages are higher for American Indian/ Alaskan Natives than they are for the general population. The range for AI/AN's is between 7.6% up to 11.8%, where the range for the general population is from 4% up to 6/7%.
- Disparity between percentage of **families and people whose income in the past 12 months is below the poverty level** for American Indians/ Alaskan Natives and the rest of the population: American Indians/ Alaskan Natives have significantly higher percentages of income that is below the poverty level than non-Native counterparts. Where non-Native Family percentages are between 10% - 16.5%, AI/AN figures range from 23% up to 38%. A graph outlining this disparity is in Appendix C.

EMPLOYMENT STATUS - Population 16 years and over - In labor force - Civilian labor force – Unemployed (%)		
	AI/AN	All Pop
Alaska	11.8	5.5
California	8.9	6.2
Idaho	10	4.5
Montana	11	4
Nevada	10.4	6.7
Oregon	9.9	5.8
Washington	7.6	5

### Tribes by the Numbers – Problems with Counting

One challenge to regional economic development is identifying a good data set that accurate and consistent across all ATNI member Tribes. It is well-known in Indian Country that Tribal citizens have been historically undercounted. The 2012-2016 ACS figure above under 'Tribal Citizen Population' referenced above indicates that four (4) Tribal citizens were residing in the Jamestown S'Klallam Tribe in Washington State. However, the 2016 Jamestown S'Klallam CEDS reports 569 enrolled citizens, 207 of which reside within the Tribe's designated service area. Their service area is all of Clallam County, but there a distinct disparity between '4' and '207.'



For a long time, it was up to American Indians and Alaskan Natives to perform their own counts. Some Tribes continue with this function today. But the methods of counting and the information gathered is not necessarily consistent between Tribes. It would be impossible to create a cohesive data set using Tribally-gathered data.

Historically, there has been a stigma for American Indian and Alaska Natives to participate in the census. This is due to many factors, and there are currently strong initiatives to turn this stigma around, but the fact is that today we do not have solid data sets. It has been suggested that this may be a good function for ATNI-EDC to engage.

### Highlights

Though the census data doesn't look strong, Tribes are growing their economic footprint.

*ATNI-EDC Comprehensive Economic Development Strategy 2019 – 2024*

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- Tribes, especially those located in rural areas, are often the largest employers in their counties and regions. Yet, as the census numbers show, reservation areas still experience some of the highest rates of poverty.<sup>v</sup> For example
- In Washington State, Tribes were among the top 10 employers in 2018. This is a state that hosts headquarters businesses like Boeing, Amazon, and Microsoft.<sup>vi</sup>
- In 2013, Idaho Tribes employed 4,641 employees collectively, which made them one of the top 10 employers in the State.<sup>vii</sup>

## SWOT Analysis

The Strengths, Weaknesses, Opportunities, and Strengths outlined below were gathered through a workshop and small group and individual conversations. They are offered here with minimal edits. Note that some items show up under multiple headers. A write-up of the workshop is in Appendix B.

### STRENGTHS

- Land
- Natural Resources
- Tax Advantage
- Economic experience
- Community
- Self-governing
- Resiliency – *we are still here despite the odds*
- Treaties
- Networks/ relationships/ community
- Diversity of resources & experiences
- Local to national (i.e. ATNI & NCAI)
- Casinos & Tribal enterprises
- People that are here wish to be here
- Culturally rooted
- Scholarships
- Tribal Benefits Package
- Familial Inter-Tribal Ties
- Tribal Colleges: Place-based; Familiar; Many Opportunities

### WEAKNESSES

- Politics (*both internal & external*)
- Access to capital & financial institutions
- Lack of planning
- “Brain drain”
- Lack of Housing (*market-rate; workforce*)
- Lack of physical infrastructure (*roads, telecom & broadband, etc.*)
- Lack of tax base (*to support infrastructure, schools, law enforcement, etc.*)
- Place-based communities (*train who is there vs. recruiting new talent*); Also an ‘Opportunity’
- Decisions based on politics
- Non-circulating dollars in reservation communities
- Family politics (in small Tribes)
- Underdeveloped private sector
- Unclear separation of duties
- Big picture- ideas to/ from off-reservation
- Lack of capacity
- Inter-Tribal competition
- Difficulty gaining consensus
- Clarity around and diverse legal/ regulatory landscape
- Lack of standardized demographic data
- Non-Indian employees in prominent positions
- Lack of “soft skills”
- Overcoming background or credit checks (for employment)
- Some states don’t have a dedicated tribal liaison in the Governor’s office
- Lack of available childcare
- Proximity to and resources available to K-12 schools
- Few jobs available
- 1<sup>st</sup> generation workers: work not modeled for youth
- Finding people that want the jobs that exist today
- Homelessness and Houselessness
- Physical built infrastructure (for emerging businesses)
- Tribal Colleges: under resourced; lack of physical facilities; unable to offer diverse programming

## OPPORTUNITIES

- International trade
- Private sector
- Urban population (*facilitate access to markets and support talent*)
- Renewable & Sustainable energy
- E-commerce
- Leveraging economies of scale (*56 Tribes, not just one*)
- Place-based communities (*train who is there vs. recruiting new talent*)
- Reverse brain-drain: people coming home
- Technology and internet
- Work remotely
- Autonomy over energy and utilities
- Inter-Tribal partnering
- Internal culturally competent education for youth
- Tribal constitutional amendments
- Engaged youth
- Manufacturing
- Tribal members off-reservation: a valuable resource

## THREATS

- Federal Law
- Uneducated leadership
- Climate change (*Natural resource-based economies are beholden to natural fluctuations*)
- Wage stagnation
- Unethical consultants
- Competition (*internal and external*)
- Access to culturally competent educational programs (K-12 & higher education)
- Internal politics
- Skilled personnel/ Tribal members leaving
- Attacks on sovereignty
- Internal negative perceptions of educated Tribal members
- Internal “push-down” – keep others from excelling
- Small/ limited ways of thinking
- Opposition from other Tribes or government agencies
- Climate change
- Unfriendly Federal Administration
- Media/ public opinion
- Lack of government – to – government consultation
- State legalized gaming
- Opposition for converting fee land to trust
- Cyber security
- Artificial Intelligence (AI)
- Expensive College Education
- Turn-over in State/ Local administrations (continue to “re-educate” on tribal priorities; reconnect networks)
- Personal Debt
- Opioid Epidemic
- Violence in some communities
- Job Stagnation: Lack of turn-over or new job opportunities

## Strategic Direction & Action Plan

### Vision Statement

The **vision** of the ATNI-EDC CEDS is to build an Inter-Tribal economy that takes care of all Tribal citizens; where “the old way” governs our direction, with respect to sovereignty and sustainability; where Tribal citizens have ready employment opportunities, including upper management positions; where wealth is generated from within Indian Country; where Tribes leverage collective economic power to enhance Inter-Tribal economy; where Tribal entrepreneurs have the support and infrastructure to establish and sustain businesses; where all Tribal citizens are healthy happy; where Indian youth continue to find value in their culture, and find opportunity and prosperity in their homelands.

The ATNI-EDC CEDS is using a three-pronged approach: one that supports ATNI Member Tribes achieve their individual economic development goals, one that explores and facilitates the creation of an inter-Tribal economy. This CEDS serves as a roadmap to grow and scale ATNI-EDC to be responsive to the economic development needs and priorities of ATNI Member Tribes.



### Support ATNI Member Tribes Meet Economic Development Goals

Tribes are sovereign nations, and they know best how to meet the needs of their communities. The ATNI-EDC CEDS is designed to complement individual Tribal CEDS. Tribes take their own approach to economic development, and they are succeeding! ATNI-EDC will work with Tribes to advance economic development in their communities.

Because ATNI-EDC today is a lean organization, we are taking a “broad brushstroke” approach. This CEDS does not step through every barrier to, opportunity around, or issues surrounding Tribal economic development. Rather we endeavored to highlight the top 5 areas that need to be addressed to advance economic development in their communities. Throughout the information gathering process, we learned that the following issues are a high-priority across many ATNI member Tribes: **housing; infrastructure; financing & investments; education workforce development, and energy sovereignty.**

#### Housing

Housing is a huge impediment to economic development. Many ATNI Member Tribes do not have housing stock to support the needs of Tribal members. Many of the housing units on reservation are for low-income families, and there is a deficiency of available middle- and upper-income housing. There may be complications for individuals to own their own houses on trust land. As Tribal members gain skills and experience to hold high-level positions, some also wish to own their own homes that are commiserate with their income level.

- Learn and then educate about the barriers that may prevent Tribal members from developing and own their houses on-reservation;
- Support Tribes in various capacities to meet their housing goals
- Support the development of market-rate and workforce housing
- Reduce barriers to developing housing on trust land
- Demystify the process of leasing on trust land and attract outside investment



### *Critical Infrastructure*

Infrastructure is a broad term and encompasses many things. It can include physical infrastructure like broadband & telecoms, utilities, buildings, and roads, or intangible infrastructure like Tribal universal commercial codes.

- Support the ATNI Broadband and Telecoms Committee with initiatives to bring broadband into underserved Tribal communities;
- Support the ATNI Transportation Committee with initiatives to develop and maintain roads and other transportation infrastructure
- Work with the Northwest Native Lending Network to create an appropriate Universal Commercial Code template that is appropriate for Pacific Northwest Tribes;
- Assist Tribes with finding and applying for private foundation and government grants

### *Financing & Investments*

Tribes are economic powerhouses in their own right. Growth requires outside financing and investments. Selecting the right funding mechanism for large projects can be a challenge.

- Keep apprised of opportunities like Opportunity Zones & Funds, and funding mechanisms like New Market Tax Credits and other tax credit programs, and government grants and other assistance.
- Create relationships with potential funders and investors;
- Make a case for Tribal investment that may be attractive to social investors;
- Facilitate Inter-Tribal and regional relationships to leverage investments

### *Education and Workforce Development*

For thriving Tribal economies, Tribal people need to hold positions at all levels in the Tribal government, Tribal enterprises, and private enterprises. Tribal school programs should understand the short-term and long-term economic vision of the Tribe so that they can prepare the youth to fill those jobs. Not just the jobs that exist on reservation today, but the industries that the Tribe wishes to break into in the future.

- Work with the ATNI Education Committee to align education with Tribal workforce development activities;
- Gather data to understand the professional paths of Tribal graduates
- Support Colleges, Universities, and Tribal Colleges with Tribal Student Retention
- Support Tribal-member inclusion in Trades programs
- Promote healthy working and learning environments

### *Energy & Water Sovereignty*

Within the past decade, Tribes have been making a concerted reduce dependency on surrounding communities. One expression of this is creating Tribally owned and managed energy grids. Some Tribes have also been embroiled in legal battles to advocate for water rights.

- Support the ATNI Energy Committee to provide workshops on developing on-reservation utilities;
- Advocate for Tribes as they exercise water rights and water use policy



## Support Inter-Tribal Economy Building

The second prong of the ATNI-EDC CEDS is to facilitate Inter-Tribal economy building. In this context, “Inter-Tribal” is a word that refers to collaboration between a few, many, or all ATNI Member Tribes. ATNI-EDC is a hub to harness and leverage the collective expertise and knowledge that is housed within member Tribes. ATNI-EDC can serve as a platform or a clearinghouse for several Tribes to come together and explore Inter-Tribal economic development opportunities. There are six (6) identified areas that ATNI-EDC will explore to advance Inter-Tribal economic development: **Storytelling; Shared Learning; Regional Investments; Policy Advocacy; International Business; and Tourism.**

### Storytelling

Tribal economies have enormous impact on surrounding communities, but the story of their collective economic impact hasn’t been told. As an example, Tribes are often the largest employers in their counties, but it was difficult to find strong data to support that assertion. If true, Tribes could be considered “anchor institutions,” on-par with large colleges and medical research centers. Story telling pertains not just to promoting the economic impact of Tribes to surrounding communities, but also facilitate understanding of economic activities between Tribes.

- Gather pertinent data points that demonstrate the collective economic impact of ATNI Member Tribes;
- Identify methods to distribute the information
- Asset mapping: Identify Tribal assets that can be leveraged to grow economy; identify gaps and enterprises to fill those gaps
- Aim towards creating universal data sets
- Produce State and ATNI Regional Economic Impact Reports.
- Host Tribal Economic Summits and other networking opportunities to connect tribes with industry and innovation;
- Use social media and printed media to highlight Tribal economic successes

### Shared Learning

Tribal administrators (Executive Directors, CEOs, planners, program directors) create systems and programs to keep Tribes running smoothly. Oftentimes this is done in a silo. Some of the tried systems and programs are very successful; others may have failed. Tribes can learn from the successes and lessons-learned of other Tribes as they build systems.

- Create mechanism for Tribal Administrators to connect: a quarterly webinar for Tribal administrators to share new initiatives, successes, and lessons learned
- Create and maintain list of funding resources, technical assistance resources.



- Create and maintain a strong network of State, local and federal agencies, non-profit organizations, foundations, economic development districts, investors, and other strategic partners
- Create and maintain proactive relationships with ATNI Member Tribes: In Indian Country, relationships are key. ATNI-EDC is dedicated to visiting Tribes in their homelands at least once every 3 years.
- Gather the Comprehensive Economic Development Strategies of ATNI Member Tribes (on a volunteer basis)

### *Regional Investments*

ATNI-EDC can serve as a resource to attract regional investments that would benefit several or all ATNI Member Tribes at a scale that Tribes may not be able to achieve on their own. ATNI-EDC serves as a convening organization for such opportunities. Investments could be for all sorts of initiatives. ATNI-EDC could also leverage economies of scale for ATNI Tribes seeking competitive insurance or retirement accounts.

- Identify investment opportunities that may be attractive to several/ all ATNI Member Tribes;
- Engage Tribes to learn if they would be interested in pooled investment opportunities

### *Policy Advocacy*

ATNI-EDC hosts the ATNI Economic Development Committee, which is a policy advocacy body. Federal policy hasn't always been friendly to Tribes, but we are in a new era. ATNI-EDC will support legislation that advances economic development, such as the ICE bill, the Indian Trader update, Native CDFI legislation, and associated tax legislation.

- Proactively stay in front of legislation that may positively or negatively affect Tribal economic development
- Support or disavow bills through the ATNI resolution process

### *International Business*

Few Tribes in the Pacific Northwest are engaging in international business, but many have expressed an interest. There are opportunities for Inter-Tribal international trade between indigenous communities throughout the world. There are markets in Asia, Canada, and other countries that have a strong interest in Indian-produced goods.

- Identify resources for Tribes to know more about international opportunities

### *Regional & International Tourism*

Many ATNI Member Tribes engage in tourism activities. Casinos, 5-star hotels, golf courses, spas, and cultural programs are regular fixtures on tribal lands in the Pacific Northwest. Tribes may benefit from regional efforts to promote regional tourism programs to drive new traffic to tribal tourist facilities.

- Promote ATNI regional artisan markets
- Support and promote sister-city programs
- Combine joint historical perspectives with surrounding community members and other minority populations
- Increase visibility of international tourism;

## Support Tribal Entrepreneurs

A key tool to growing Tribal economies is to grow the private sector, both on and off reservation. Reservation communities experience economic leakage. In a healthy community, a dollar circulates around 7 times. On reservations, it hardly circulates once. One solution to capturing economic leakage is to build a robust private sector- create businesses for Tribal members to spend dollars in their community. To this end, ATNI-EDC has identified five (5) areas to support Tribal entrepreneurs in starting or growing their businesses: **Access to Capital; Support Tribal Lenders; Technical Assistance; Expand Markets; Buy-Indian.**

### Access to Capital

For a loan fund to be sustainable, they should have at least \$3M to \$5M of revolving capital. The ATNI-EDC loan fund is approaching \$1M.

- Grow the capital of the ATNI-EDC/ ATNI-FS Loan Fund through grants and low-interest loans
- Reach out to financially under-served Tribal communities
- Partner with Native CDFI's, regional CDFI's, and tribal credit programs to participate in participation loans- a mechanism to share capital while also diffusing risk

### Support Tribal Lenders

Tribal entrepreneurs have several barriers when they wish to start or grow a business. Finding financing is a large one. The Pacific Northwest is fortunate to have many active and thriving CDFI's and Tribal credit enterprises in the region. Those lenders can be more impactful with the support of a regional convening body. CDFI's have a mission to provide technical assistance to boost the success of Tribal entrepreneurs. The Northwest Native Lending Network (NNLN) was formed to support lenders in Indian country, and ATNI-EDC is currently the managing organization. The NNLN was formally recognized by ATNI through an ATNI Resolution in May of 2019.



- Create a strategic plan to outline priorities and direction of the Northwest Native Lending Network
- Support Tribal lenders as outlined in the Vision Statement of the Northwest Native Lending Network

### Technical Assistance

Entrepreneurs are dreamers and big-picture thinkers. They understand the business that they want to create, but they don't always have the know-how to bring their vision to life. They need tools and functional knowledge like how to write a business plan, how to find financing, how to create and read financial statements, how to market themselves, and a myriad of other skills.

- Ensure that Tribal entrepreneurs have the financial, infrastructure, and training tools to create and grow on-reservation businesses.

- Assist Tribes with building the necessary infrastructure (business licensing; brick & mortar retail spaces) for Tribal entrepreneurs to be successful
- Create or support professional development opportunities for budding Tribal professionals: offer or identify internships, fellowships, networking, and job-shadowing opportunities

#### *Expand Markets*

Entrepreneurs are often very small businesses, hosting 1-10 staff members. ATNI-EDC is in a position to lend visibility to small Native entrepreneurs and identify new markets for Tribally produced goods and services.

- Gain and maintain understanding of products and services offered by Tribally owned businesses
- Host or support trade shows

#### *Buy-Indian*

Casinos are powerful revenue-generating businesses that have boosted economic development in many ATNI Member Tribe communities. This powerful business industry can be further leveraged to advance Tribal economies. ATNI-EDC will roll out a campaign to encourage Tribal casinos to evaluate their procurement practices. As part of this process, ATNI-EDC will create a database of Tribal and Indian-owned businesses.

- Request casinos to procure 10% of goods and/ or services from Tribal enterprises or Indian-owned businesses
- Review current procurement lists of Tribes and highlight opportunities for entrepreneurs to start companies to serve those needs;
- Create a mechanism such as a database to market Tribal enterprises and Indian-owned businesses
- Create and maintain a Tribally-owned and Tribal Enterprise business directory
- Support tribal business association: Organizations such as the Oregon Native American Chamber hosts a directory for Tribal-member owned businesses in Oregon;
- Create tribal business associations where there are current gaps
- Create a Tribally-owned business certification program
- Create a referral network

## Evaluation Framework

How will we know that we are being successful?

This CEDS is an opportunity for Tribes to create their own definition of “wealth” and “economy.” Wealth is not simply dollar accumulation. The definition is not based on capitalist values, but rather based on communal, shared values. Wealth exists to serve the greater community. Tamanwit: The old way; Potlatch: a system for redistributing wealth and property. Wealth-producing activities may not produce capital, but rather food, culture, or opportunity. Economy exists to serve the community.

Indicators of success are keyed to indicators of community and Tribal member happiness:

- **Family**
- **Culture & Language**
- **Freedom**
- **Community**
- **Health**

## Metrics of Success

Metrics that indicate that we are making progress on the CEDS include:

- (#) New Tribal-member owned business
- (#) Tribal Members that hold prominent positions in Tribes
- (\$) Loan capital deployed to support Indian-owned businesses
- (\$) Investment dollars in Tribal communities

## Economic Resilience

Tribes can be competitive with each other, but when large issues arise, they are able to bind together and support one another. This was clear during the NO DAPL demonstrations at Standing Rock. Water, an important natural resource, was being threatened. Tribes from all over the Nation stepped up to support the Standing Rock Sioux, including several delegations from the Pacific Northwest.

Tribes are resilient. For centuries, external forces have threatened Tribal sovereignty and have even attempted to eradicate Tribes. Yet Tribes remain today, stronger than ever.

There are some threats that we can see coming that will threaten Tribal economies, such as climate changes. Tribes are proactively getting in front of these threats.

Through this strategy, ATNI-EDC will be in a stronger position to assist Tribes individually and collectively to recover from economic shocks- whether expected or unexpected. We will do this through creating strong strategic relationships, attracting investment, and being the regional hub.

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<sup>i</sup> Berunda et al. (undated), *Affiliated Tribes of Northwest Indians Economic Development Corporation, Inc. Business Plan*.

<sup>ii</sup> Ufkes, Mark L. (2001), *Affiliated Tribes of Northwest Indians Economic Development Corporation Comprehensive Economic Development Strategy for the period 2001-2001*.

<sup>iii</sup> Burton, Michael. (2013), *Affiliated Tribes of Northwest Indians Economic Development Corporation Comprehensive Economic Development Strategy Developed July 1, 2013-July 15, 2014*.

<sup>iv</sup> 2012-2016 ACS 5-Year Estimate: <https://www.census.gov/Tribal/>; The Confederated Tribes of Yakama Nation (Washington State) is shown as having an American Indian/ Alaskan Native population of 7,259 while the Jamestown S’Klallam Tribe (Washington State) shows 4. However, the 2016 Jamestown S’Klallam CEDS reports 569 enrolled citizens, 207 of which reside within the Tribe’s designated service area.

<sup>v</sup> This is an anecdotal assertion. We are working on locating data to substantiate it

<sup>vi</sup> Taylor, Jonathan B. (2019). *The Economic & Community Benefits of Tribes in Washington*.

<sup>vii</sup> Peterson, Steven. (2015). *Tribal Economic Impacts: The Economic Impacts of the Five Tribes of the Economy of Idaho*.





## **2019 Annual Convention Suquamish, Washington**

### **RESOLUTION #19 -41**

#### **“SUPPORT 2019-2024 AFFILIATED TRIBES OF NORTHWEST INDIANS ECONOMIC DEVELOPMENT CORPORATION COMPREHENSIVE ECONOMIC DEVELOPMENT STRATEGY”**

#### **PREAMBLE**

We, the members of the Affiliated Tribes of Northwest Indians of the United States, invoking the divine blessing of the Creator upon our efforts and purposes, in order to preserve for ourselves and our descendants rights secured under Indian Treaties, Executive Orders, and benefits to which we are entitled under the laws and constitution of the United States and several states, to enlighten the public toward a better understanding of the Indian people, to preserve Indian cultural values, and otherwise to promote the welfare of the Indian people, do hereby establish and submit the following resolution:

**WHEREAS**, the Affiliated Tribes of Northwest Indians (ATNI) are representatives of and advocates for national, regional, and specific tribal concerns; and

**WHEREAS**, ATNI is a regional organization comprised of American Indians/Alaska Natives and tribes in the states of Washington, Idaho, Oregon, Montana, Nevada, Northern California, and Alaska; and

**WHEREAS**, the health, safety, welfare, education, economic and employment opportunity, and preservation of cultural and natural resources are primary goals and objectives of the ATNI; and

**WHEREAS**, Affiliated Tribes of Northwest Indians Economic Development Corporation (ATNI-EDC) is a subsidiary organization under ATNI and has a mission to provide technical assistance around community and economic development to ATNI Member Tribes; and

**WHEREAS**, Affiliated Tribes of Northwest Indians Economic Development Corporation (ATNI-EDC) receives an on-going Partnership Planning Grant from the Department of Commerce Economic Development Administration to create, update, and/ or execute a Comprehensive Economic Development Strategy; and

**WHEREAS**, the last ATNI-EDC Comprehensive Economic Development Strategy was completed in 2014; and

**WHEREAS**, ATNI-EDC embarked on updating it's 5-year Comprehensive Economic Development Strategy in June 2016; and

**WHEREAS**, ATNI-EDC employed a thorough and inclusive process to engage ATNI member tribes to learn about their economic development goals and priorities; and

**WHEREAS**, ATNI-EDC did targeted outreach to ATNI Member Tribes to produce a draft of the ATNI-EDC CEDS; and

**WHEREAS**, ATNI-EDC presented the ATNI-EDC CEDS Draft at the ATNI Economic Development Committee at the ATNI Midyear Convention in May 2019; and

**WHEREAS**, the 2019-2024 ATNI-CEDS will be used as a roadmap to grow ATNI-EDC to best meet the economic development needs of ATNI Member Tribes; now

**THEREFORE BE IT RESOLVED**, that ATNI accepts and supports the attached 2019-2024 ATNI-EDC Comprehensive Economic Development Strategy; and

**BE IT FURTHER RESOLVED**, that EDC will provide periodic updates to the ATNI Membership at ATNI Conventions.

### **CERTIFICATION**

The foregoing resolution was adopted at the 2019 Annual Convention of the Affiliated Tribes of Northwest Indians, held at Suquamish Clearwater Casino Resort, Suquamish, Washington, on October 7-10, 2019, with a quorum present.

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Leonard Forsman, President

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Norma Jean Louie, Secretary



(Attachment for Res #19-41)

# ATNI-EDC 2019 CEDS

Affiliated Tribes of Northwest Indians Economic Development Corporation  
Comprehensive Economic Development Strategy



2019 - 2024

**Executive Summary**

October 8, 2019

## Executive Summary

**Affiliated Tribes of Northwest Indians Economic Development Corporation (ATNI-EDC)** has a mission to provide financial and technical assistance in the areas of community and economic development to the 56 ATNI Member Tribes and their Tribal citizens. ATNI Member Tribes include all Tribes in Oregon, Washington, and Idaho, as well as some Tribes in Northern California, Nevada, Montana, and Alaska. ATNI-EDC is a wholly owned, subsidiary of The Affiliated Tribes of Northwest Indians (ATNI).

The **vision** of the ATNI-EDC CEDS is to build an Inter-Tribal economy that takes care of all Tribal citizens; where “the old way” governs our direction, with respect to sovereignty and sustainability; where Tribal citizens have ready employment opportunities, including upper management positions; where wealth is generated from within Indian Country; where Tribes leverage collective economic power to enhance Inter-Tribal economy; where Tribal entrepreneurs have the support and infrastructure to establish and sustain businesses; where all Tribal citizens are healthy happy; where Indian youth continue to find value in their culture, and find opportunity and prosperity in their homelands.

The 2019- 2024 aims to serve three purposes:

- **Support ATNI Tribes to Meet Economic Development Goals.** ATNI-EDC is committed to assisting Tribes meet their economic development goals. The approach was to identify the top six (6) issues that are common between several Tribes and build programming to address those specific issues. The issues identified include:
  - Housing
  - Infrastructure
  - Financing & investments
  - Education & Workforce Development
  - Energy & Water Sovereignty
  - Food Sovereignty
- **Support Inter-Tribal Economy Building.** ATNI-EDC is a hub to leverage the collective expertise and knowledge that is provided through ATNI member Tribes. There are six (6) identified areas that ATNI-EDC would like to explore to advance Inter-Tribal economic development including:
  - Storytelling
  - Shared Learning
  - Regional Investments
  - Policy Advocacy
  - International Business
  - Regional Tourism
- **Support Tribal Entrepreneurs.** A key tool to growing Tribal economies is to grow the private sector, both on and off reservation. To this end, ATNI-EDC has identified five (5) areas to support Tribal entrepreneurs that wish to start or grow their businesses:
  - Access to Capital
  - Support Tribal Lenders
  - Technical Assistance
  - Expand markets
  - “Buy-Indian”