



APPENDICES



**Appendix A:
History of the
Lummi Indian Nation**

HISTORY OF THE LUMMI INDIAN NATION

Historically an Island People:

The Lummi People were indigenous to the San Juan Island network, and the mainland along the currently defined Nooksack River System. Our aboriginal territory included the island system and up to the Mt. Baker National Forest. We extended to Point Roberts, along the approximate border around the bay and included the lands of the Semiahmah and Birch Bay tribal peoples. Our boundaries extended south until we encountered the territories of the Upper Skagit and the Samish Tribes. We invented the fishing technology that was known as 'reefnetting.' We harvested the salmonid stocks that were domestic to U.S. river systems, as well as the Fraser River runs of salmon. We were highly dependent upon the floral and faunal foods of the marine and riverine systems. Our mode of travel was primarily via cedar canoes. The waters were the highways of travel between territories and tribal groups. We hunted and gathered from the islands and the mainland forests and meadows.

The food sources in the Pacific Northwest corner was so plentiful that the native populations had to only fish, hunt, and gather about three to four months out of each year. The rest of the year was dedicated to tribal & intertribal social encounters and spiritual practices. The young and healthy were always able to provide extra harvests for the elderly, the widowed, and the children without. Traditional social and spiritual teachings blended in such a manner as to cultivate a culture that placed the greatest value on the ability of the individual to stockpile great wealth only to give it all away in ceremony. This was a redistribution of the wealth system that reinforced tribalism and social responsibility amongst all and especially leadership.

Our mythology brings us back to the early formation of the islands, rivers, lakes, and mountains. We lived here for unknown millenniums. In fact, recent studies have shown that the salmonid oils (essential oils known as 'omega oils') contributed to the physical formation of the brain cells communication systems and that without the constant access to the oils there is evidence that the lack is a physical reason for the on-set of depression amongst tribal 'Coast Salish People.' It takes millenniums for the environment and diet to actually change the DNA code of the human potential. But, in the case of the Coast Salish, this is an evident extended relationship.

We were not only a 'salmon harvesting people' but have been referenced as a 'Cedar People' as well. This is because the Western Red Cedar was used for almost everything the Indians needed. It provided our shelter materials, clothing and hats, ceremonial regalia, arts & totem representations, baskets, canoes, and many items of functional daily use. The mainland forests were composed of ancient old growth western cedar that extended from the shoreline to the mountaintops. In addition to other old growth tree species, the forest was full of floral and faunal necessities that were hunted, harvested, and gathered on an annual/seasonal basis. The forest was our pharmacy.

In addition to the riverine and marine food supplies/sources, the air was full of migrating water fowl that would flocked in the thousands. The same was harvested by nets and used for food and the creation of rain gear. The deer, elk, bear, beaver, and other land mammals were supplemental sources of fats and proteins that added to the maritime feast. However, salmon was prepared or preserved by sun drying, smoke curing, wind drying, fresh, bar-be-qued, pit steamed, or boiled in water proof baskets.

The Lummi practiced a marital system in which selected tribes married into each other's bloodlines. Status was associated with various rights to harvest grounds and first rights of access, as well as the inheritance of traditional spiritual practices, ceremonials, and associated sacred knowledge. Arranged marriages were customary. Status families

married into other status families of other tribal communities. Leadership was inherited as a right but if and only if the person had the inherent individual gifts to be a leader- in tribal governance or within ceremonial protocols.

Virgin Soil Communities:

Before physical contact with outside races, the tribal communities of the Coast Salish Tribes, as were all North American Indians, were 'virgin soil' for Euro-American diseases. The diseases came ahead of the non-Indian. It arrived in the villages and began killing at rates of 80 to 100% mortality. As people feared the unseen killer of children, women, and men of all ages, they fled to the next village. They carried the unseen killer from village to village. As the Spanish moved north along the Pacific Coast, the Russians coming south out of Alaska, and the French Canadians came across Canada to present day British Columbia, and Americans came along the "Lewis & Clark Trail" or the "Oregon Trail" or via ship route, the diseases spread before them. The traditional, uncontacted, native villages and tribal groups had no knowledge of the diseases, no cures, and no immunities. Smallpox and malaria came into the region. Both killing at extremely high mortality rates. After contact, the sailors brought venereal diseases into the virgin soil populations. Even after the initial kill rates began to settle down, after a generation or two began to gain immunities, the annual kill rates of some diseases continued to have a fifteen to sixty percent mortality.

The first historical trauma began with the devastation of the tribal populations by Euro-American diseases. Before Captain Vancouver sailed into Puget Sound (1792), the diseases had already had their toll upon the tribal communities. When Chief Seattle was a little boy the survivors of the first waves of killer diseases were still in recovery. As the Old Chief said (in 1955), "... at one time our people numbered more than the stars in the firmament...". As a boy, he would have heard the stories from the adults and elders that survived the high mortalities.

Contact and Treaty Reservations:

Like the Pilgrims and Puritans, the Indians were the original sources of knowledge on how to survive in the 'wilderness' (as the new immigrants called it). They received food and advice from the natives. Many of the old settler men married Indian women. The Louisiana Purchase by President Jefferson resulted in the Lewis & Clark Expedition (1803-06). This led to the opening of the "Oregon Trail." The trail led to the creation of the Oregon Territory. The Oregon Donation Land Claims Act opened the way for non-Indians to flood into the region and begin staking out land claims. The national legislature, via the N.W. Ordinance, knew it failed to honor the rights of the Indians and did not secure their treaty-cessions to the aboriginal title. Thus, problems began to surface since trappers, settlers, and homesteaders were moving into the Oregon Territory (which included the future Washington Territory and eventually Washington State) and driving Indians from their historical village or campsites. War became a generalized fear. The U.S. Congress authorized the President to begin treaty negotiations to secure lawful titles from the Indians.

Isaac Stevens was governor of Washington Territory and Joe Palmer was Governor of Oregon Territory (Washington was split out of Oregon Territory earlier). Both governors were simultaneously the 'Indian Agents' and the federal governments representatives in the negotiations of treaties with the native tribes. A boiler-plate treaty was given to each man by Commissioner of Indian Affairs George Manypenny. He negotiated and drafted the Omaha Treaty. This treaty provided the example of the treaty process to 'Colonialize the American Indians.' This meant that the treaties would be used to secure land cessions to the United States with the Indians reserving specific lands for themselves

that would become the modern-day treaty-established Indian Reservations. This was accomplished by the Treaty of Point Elliot (12 Stat. 927 of 1855) for the Lummi.

The treaties secured the permanent homeland of the Lummi (the Reservation). It, also, guaranteed that the people would be able to fish, hunt, and gather in their usual & accustomed fishing grounds and stations, and within the open & unclaimed lands that was a part of their pre-treaty aboriginal territory. The main goal of the treaties were to assure that the Indians would not roam up and down the territory at will. This was essential to assure that they did not interfere with the land claims and homesteads of the settlers that were moving into the territory. The Lummi chose to reserve an island that was strategically close to their aboriginal island reefnet grounds as well as along a main river that had tremendous amounts of salmonid populations returning to it seasonally/annually.

The salmon were so plentiful that it was inconceivable to the Indians that the non-Indians, and their fleets were be able to nearly completely devastate such an abundant resource supply. Once the State of Washington was accepted in to the Union, with acceptance the 1889 state constitution, it began to immediately enact legislation that restricted the Indian treaty-secured fishing rights. This unconstitutional infringement upon Indian affairs, and unlawful interference with established treaty rights, would continue until the historic decision of U.S. v. Washington, 1974. By then, the majority of the salmon runs were nearly driven to extinction by the over-harvests perpetuated by the Canning industry and its high finance of fishing operations and the purchase of salmon trap licenses. At one time, nearly every stream, lake, and river was full of millions upon millions of salmon of every specie type. Even with the 1974 decision, and the federal intervention to (finally) begin protecting the Indian Fishing rights, the state fleet tripled in size and continued to harvest salmon populations beyond sustainable yield levels. Now, may stocks are being listed under federal protection of the Endangered Species Act.

After the State came into existence, it outlawed tribal fishing outside the boundaries of the reservation. It gave licenses to non-Indians to take over the Lummi Reefnet sites. And, major salmon trap licenses intercepted the majority of the stocks before they could return to the river systems. The sports fleet, as well, grew beyond measure and was harvesting the remainder of the stocks not intercepted by the troll fisheries, reefnets, and salmon traps. When the salmon traps were outlawed by state law, then the state fleet began to invest and expand as 'gillnet or purse seine fleets.' Non-Indian demands for more and more continued to expand even though the stocks were dropping in numbers. To make matters worse, the U.S./Canada Treaty resulted in less shares of the Fraser Stocks reaching the U.S. Fleets, which included the reinstated tribal rights. A significant portion of the salmon stocks destined for Washington waters and tribal fleets were, also, being intercepted in Alaska or off the coast in the high seas by foreign fishing fleets that were using ten mile long fishing nets... harvesting both mature and immature stocks. Added to it all, Mother Nature began to have an impact with 'El Nino' currents heating the coastal waters so much that much of the Fraser Stocks never entered the Puget Sound Fishing Grounds.

Just like in the aftermath of statehood (1889) and its outlawing of Indian fishing, and then the build up of a tribal fleet post-WWII to the 1960's that would be driven out of the industry by state officials and corrupt fish buying practices, the Post-Boldt Lummi Fleet would face financial ruin, once again. The fishery, as a viable commercial operation, collapsed for the treaty fishermen. The State never limited the harvest privileges of its fleet to commercially take a share of the salmon. Each year fewer and fewer actually fishing hours are spent on the harvest grounds. The majority of the tribal fishermen went bankrupt. Many ended up dependent on a fishing disaster relief funds that were used to try to re-educate or re-train them to fit into other industries.

Lummi Farm Fishing and Aquaculture:

In the aftermath of the Johnson War on Poverty programs, the Lummi learned a valuable lesson- it is all about timing in the world and national market when it comes to the equation of supply and demand. In the mid-to-late 1960's, the Lummi Weavers began operations. The federal government was encouraging the development of 'Tourism' on the reservations as a means to combat high poverty. The people made the effort but the market did not materialize.

Then, the idea of creating a "Lummi Aquaculture" surfaced as a result of the experiment that was taking place amongst the Native Hawaiians. They were creating sea farms and farming the sea as a sea-going/dependent culture. The Lummis were not different. Department of Commerce funding came from the Community Development Funds for Economic Development. The tribe built a 'sea-farm' that would grow salmon and Donaldson super-trout. The salmon worked but the super-trout did not. But there was not market, so the salmon were cultivated to imprint upon the sea-pond site. They were released into the wild and returned to the same site years later. This lack of a market (for farm fish) resulted in the Aquaculture ponds becoming a tribal fish hatchery for the raising of salmonid fingerlings that would be used to replenish spawning ground populations.

Within two decades later, the wild salmon stocks began to collapse. The Norwegian and Chilean Sea-farms found a ready U.S. Market and took over the industry. The prices they charged, due to the access to cheap labor in Chile especially, resulted in undermining the ex-vessel value of the salmon stocks that were paid to the independent fishermen (treaty and non-treaty). Thus, not only were the stocks endangered but harvestable populations were now not able to deliver the price per pound harvested needed to even break even as a fisherman.

In addition, the Aquaculture science was there to create seed populations for oysters and manila clams. But, again, the oyster farms would not buy the product. And, Korean and Japanese oyster products were so plentiful it undermined the local/domestic market for U.S. oysters and clams. At the time, the shellfish farms could depend upon Mother Nature to provide all the seed needed to replenish their stocks. The Shellfish division of the Aquaculture collapsed and closed. Now the ability to create the 'seed' for manila clam populations has proven valuable for replenishing harvests by cottage industry harvesting by independent tribal clam diggers (who are displaced fishermen). However, the demand for oyster seed has still not materialized enough to make the long term investment worthwhile; unless and except in the case where the tribal authorizes family-size operations to stake out the tidelands for raising oysters and claims as independent ventures invested into by tribal families. At one time, there was the sea-algae harvest project that had many Lummis trained as scuba divers to harvest algae; but, once again, the market was not there.

In the beginning, the Lummi Aquaculture created a demand for the creation of the Lummi School of Aquaculture (LISA). This school endeavor resulted in the tribe training tribal people in fishery, water, environmental, aquaculture sciences. Many of the early graduates became involved in tribal fishery management under the Boldt decision victory. They conduct management regime development, stream rehabilitation, wild stock protection, hatchery stock perpetuation, and work on environmental protection. But, with the closing of the Aquaculture the LISA closed its doors as well. Later on, the LISA became the fore-runner for the recreation of the N.W. Indian College. The experiences gains by LISA encourage the tribe to move forward and create NWIC for the benefit of all interested tribes and tribal students. Now the NWIC offers AA degrees, BA degrees, and even moving to provide master level degrees. It is accredited and works in

joint ventures with other credited institutions and creates and guides other reservation operations as NWIC extended campus opportunities.

Lummi Fish Buying Company:

With the simultaneous victory in the federal courts and the reinstatement of the Lummi Fishing rights, coupled with the developments of the Lummi School of Aquaculture, and the Aquaculture (as a salmonid/shell fish farm) project, it seemed the right time to develop a Lummi Fishing Buying Company (called LIFCo). Buying stations were readily available for the river fleet. Fish tenders were bought or contracted with to purchase tribal fleet harvested salmon and deliver the stock to the docks. But, the non-Indian companies controlled the waterfront and the cold storage access. They controlled the prices and had dominant access to the markets. They fixed the prices and drove the prices high for non-Indians and low for the Indian fishers. They had contract control of unloading the tenders at the docks. The tribal tenders were last and their inventory would be driven from a class one (fresh, beautiful, good for the immediate market or flash froze for the foreign market) to a number three (only good for canning). This unlawful intervention and market control drove LIFCO in to near bankrupt conditions. In addition, they over-extended in the financing of the tribal fleet (boats and gear). The 'Good Old Boy' system controlled the market and cold-storage access.

Lummi Construction Company:

This was a spin off from the construction of the Lummi Aquaculture. The company was created and began to bid on construction jobs associated with the tribal development of HUD housing projects on reservation. Many HUD homes were built, with short cuts taken. The homes had quality problems. The company suffered because it could not secure the bonding capacity needed to bid off-reservation jobs. In addition, actions were taken by the non-Indian community of the industry to assure that the tribal company could not get a fair chance to enter the market. Once the tribe lost additional rights to more HUD homes the opportunity for the Lummi Construction Company to continue to secure the experience and reputation to move forward was lost also. It closed its doors down.

Lummi Indian Tribal Enterprises:

The Lummi Indian Tribal Enterprises (LITE) was created to manage and govern over the Lummi Aquaculture, the LISA, the LCC, and the Lummi Fish Buying Company. The Department of Commerce, Community Development Funds, via its Economic Development Initiatives financed all of the LITE projects. When Reagan became President, Reaganomics came into existence. All federal financed programs and projects were being de-funded, cut off or cut back. LITE lost its financial support and all its projects were not viable and could not make it without government funding.

However, LITE had a Board of Directors that incorporated tribal and non-tribal people into a guidance capacity for its initiatives. Local non-Indian businesspersons were included in the selection of qualified advisors. One of the stated goals that were imposed upon the Lummi Nation was to assure that its governing body (the LIBC) did not unnecessarily interfere with the daily and business operations of the LITE. Thus, it was incorporated as an entity that was separate from tribal administration. This added to the experiences of tribal leadership on how to keep politics out of business.

Tribal members that began as young employees operating within the LITE system would go on to become tribal leadership or fill executive positions in tribal affairs long after LITE closed its doors and gave the federal departments its final accountings and reports.

Historical Traumatization of Tribal Society and Government:

The Lummi People were first traumatized by the introduction of Euro-American diseases that devastated whole villages, or killed nearly every one there. After contact and treaty-established relationships with the United States, the Lummi moved to the reservation. The diseases continued to kill off generations. TB and other early diseases have since been replaced by diabetes, cancer, and other killing or crippling diseases. The United States had, historically, failed to honor its treaty commitment to provide doctors and hospitals. Indian health is under-funded to the point that a 'federally convicted, child killing rapist' in a federal prison has access to twice the health care and educational benefits of an Indian child living on-reservation.

The Farmer-in-charge, the Teacher-in-charge, the Priest-in-charge assumed control over the reservation Indians, at direction of the BIA or the various Presidential administrations (e.g., President Grant turned the tribes over to the religious groups). Tribal people and governments were classified as 'wards to the guardian' by a Supreme Court decision (Cherokee, 1832) and this came to dominate federal Indian policy. Treaties with Indian Tribes were forbidden in 1871 by the Congress. So management of Indian Affairs took on a more 'congressional enactment' process than a function of the implementation of Indian Treaties, implemented by the President (as Commander-in-Chief or as Chief Executive). No matter what, the BIA became paternalistic and tightly controlled Indian Affairs. It governed over all the lands, contracts, leases, rents, or sales of Indian lands and resources. Its mismanagement was so bad that it was sued in a case referenced as 'Cobell.' This case is pending congressional settlement at 27.5 billion in lost revenues owed to the tribal Indians.

The Congress took 90 million acres of treaty protected Indian lands under the process of the General Allotment Act (1887). This left 48 million acres in Indian ownership. Under a 1910 amendment to the 1887 law, the BIA assumed complete control over the estates of 'incompetent or non-competent Indians.' With this authority the BIA began alienating Indian inherited estates. Land it could not sell it leased and never paid the money to the Indians (See: Cobell). Land inherited was left in undivided status so the tribal Indian, the families, and the tribal community could never develop the land due to extreme fractionated heirship land titles. Lands sold became fee lands owned by non-Indians that would could to sue the tribes if they every tried to manage, zone, or regulated their activities on the lands.

The Lummi Reservation never had adequate land for the whole population. The inherited lands were sold by the BIA or the titles were so messed up the tribe had no land to develop homes or businesses upon unless they bought back fee lands.

The theory of the General Allotment Act was to completely dismantle tribal communities, tribal governments, and alienate tribal people from their culture. This act was a federal machine intended to destroy 'tribalism.' It worked. Traditional land ownership patterns were destroyed. The Indians could not use Land. The BIA controlled all the lands and natural resources. The BIA sold the lands or leased out rights to the resources and never paid the 'wards.' American English and Christianity replaced our Indian language and spirituality. We could no longer conduct traditional work or jobs and did not qualify to work in the non-Indian type of jobs- and if we did qualify then no one would hire the Indians.

Our children were sent to boarding schools to make sure the 'tribal elders' could not influence their life-skills. In the boarding schools the children were abused mentally, socially, physically, and sexually. The General Allotment Act era ended for the tribes, under the 1934 Indian Reorganization Act; but, if and only if the tribes would incorporate under the laws of the United States (effectively surrendering their inherent sovereignty).

But, the effort to help the tribes was short lived. In the Post-WWII era, the United States decided to begin to 'terminate tribes' and relocate their people into the urban centers. No jobs and no education or medical services would be provided unless you agreed to leave the reservation. Lummi refused to allow termination and fought back politically.

Self-Government is Reinstated at Lummi:

The Lummi Nation joined an ad hoc group of tribal leadership, from across the nation, that was focusing on reinforcing the tribes' rights to be self-determining and self-governing. This became the Alliance of American Indian Leaders. They conducted research, held conferences, and introduced a policy resolution (SCR #76 and later referenced as HCR #331) via Senator Inouye- the new chairman (in 1986) of the Senate (Select) Committee on Indian Affairs. They wanted more than the simple 638 contract rights secured under the Indian Self-Determination Act (P.L. 93-638). They believed the tribes, under the U.S. Constitution, still had the rights to exercise inherent sovereignty. To them inherent sovereignty included self-determination and self-government.

The Alliance leadership was present when the House was conducting investigations in to BIA fraud, mismanagement, and corruption in handling Indian Affairs. They were the tribes that stepped forward and began the Self-government Demonstration project under the new Title III of the Self-determination act (which they wrote and introduced to the congress via support senators and representatives). The demonstration project tribes were successful and this led to the permanent self-governance process for all tribes that decide to assume the duties, burdens, and responsibilities in accordance to this law. Lummi was then and is still a leadership tribe in the whole process of designing and implementing self-governance as it expands to incorporate even the Indian Health Service system.

Lummi Living in Marginalized Tribal Status:

When the United States entered treaty relationships with the Lummi Nation, and accepted the cessions of vast land holdings and natural resources, it assumed the 'sacred trust of civilization' responsibility. This meant that the Indians have the right to enjoy the same social/economic improvements as general members of U.S. Society. But, the fact is that the tribal communities have been punished for being Indian. They live in the worse socio-economic conditions in the United States. They have the poorest housing, lowest educational & vocational attainment, highest poverty, highest underemployment & unemployment, shortest life expectancy, highest teenage suicide rates, and highest infant mortalities in the Nation. They are 'marginalized.' This means they live on the edge day to day, most not knowing where to find shelter, clothing, food, jobs, or how to get an education. The United States failed to deliver the treaty promises. The ability to live off of the salmon and shellfish is a thing of the past. They can no longer even hunt for food because the forest practices destroyed the game animal populations or they have been over-hunted by sportsmen. So, many tribal members have to depend on the federal government's (DOA) Commodity Foods Program; just as their parents and grandparents had to do in the past. Those that would have qualified for welfare have been cut off and they still do not have employment skills or jobs.

The children living in these homes recognize, often, that neither the mother nor the father is able to secure a job or training or education. The parents and grandparents are depressed and resort to self-medication to numb their daily bouts of frustration, anxiety, depression, and extreme poverty. The rates of domestic violence and child abuse rise in the homes. The children become more traumatized and flee into young groups and gang membership that encourages alcoholism, drug & narcotics dealing, thief, and other major crimes. In consequence, the Lummi youth have statistical profiles that show that 60 to

80% of them are involved in life-threatening, high-risk behavior. The school drop out rates are high and they leave school to help the family find a daily income or get recruited into socially corrupt systems. Many leave home to avoid the abuse or because they cannot carry the blame and shame placed upon them for being born.

The level of alcoholic impairment amongst the adults, teenagers, and elders was recognized in the late 1960's and the tribe has had a Community Alcohol Rehabilitation and Education program (CARE) that has helped ever since. But, the drugs and narcotics are extremely addictive and are rapidly destroying the individuals, families, parents, and grandparents. No generation has been left immune. The tribal government, in consequence, has had to introduce the Community Mobilization Against Drugs initiative to assure drug & narcotic addictions are addressed at every level of tribal society. The issue of prosecution and conviction of narcotics dealers has been expedited and improved, as well as care and rehabilitation of the addicts. Eventually, the tribal leadership hope to be able to save the whole family as a functional social unit.

Tribal Administration and Economic Development:

The Lummi government became self-governing right from the start of the initiative. This has provided the tribe the opportunity to control its destiny. The number of qualified tribal members located in tribal administration has been more constant then improved. We have well developed human employment and resource rights policies and personnel. But, the rate of recruitment of Lummi Indians under the Indian Preference rights laws has risen only slowly. About twenty million dollars leaves the reservation annually in the form of payroll to non-Indian personnel working for the tribal administration and government. The tribe is presently trying to figure out a way to get tribal members qualified to meet and match the requirements of the potential jobs. However, it would only work when and if the tribe can provide the scholarships to finance the continued education of tribal members seeking certain job types within the tribal system.

However, the education division (K to 12th Grade), the NWIC system, and the Lummi Casino enterprise have all attempted to assure qualified tribal members can access jobs that they qualify for or even secure additional training or educational attainment to assure that they do qualify. The Lummi TERO office and Human Resources have worked diligently to increase job opportunities for tribal members.

A common problem, especially with the CMAD initiative being implemented, has been the frequent inability of tribal membership to pass the tests that verify that they are drug or narcotic free.

The Statistical Profile has a Limit:

The Lummi Nation is very much aware of the high incidence of drug, narcotic, or even prescription addictions found in the community. If we simply say we are going to give jobs to those in the lowest 25% of the population economically, then it would definitely be the 'addicts' that are most unemployed, homeless, constantly seeking medical attention in order to access pain pills. Thus, the tribe is placing great emphasis providing rehabilitation services, treatment services for the addicted population. The goal is to get them off the drugs, rehabilitated, and educated or trained for employment. This is a long ways down the road but is a road that the tribe chose to journey along. We have adult treatment, youth treatment, halfway houses, protection against domestic violence, and heightened law enforcement. We have a new tribal school and seek to develop a rewards system that would encourage the children/students to succeed. We are even contemplating the necessity of a on-reservation boarding school (or academy) that would help those students that are homeless or frequently homeless without support

at home. If any one qualifies as the under-represented then it is the homeless or poverty stricken, sober mother or father rising their children in horrid conditions with all the odds against their success. But, no matter what, sobriety is a key to their long-term success.

The tribe has limited funds available for CARE counselors and program needs. It has limited funds for youth treatment and adult treatment. The health services have little funds for one-on-one counseling (in-office or by contract referral). The federal government, due to the war and Hurricane Katrina, is not likely to increase federal funds in these areas. In the end, the tribe places hope that its coordinated CMAD activities will be able to develop the long-term plans that shall bring the tribal community back toward healing and wellness. Once a tribal member is sober, receiving counseling or attending necessary 12 step programs, then they may succeed in vocational/educational rehabilitation.

In this day and age, the tribe will need to work diligently to secure access to all federal and state programs that could work with the community. The tribe supported the development of the Youth Education and Social Services division. The goal was to bring health and healing services to the youth. The status quo was not working. The youth were ignored primarily. The funding source was Medicaid. But, the tribe has been challenged for introducing this innovative approach to saving the children. But, still, the program continues to develop.

If we learned anything, then it is the fact that we have to be able to design programs and projects that work in the community but are under multiple sources of funding and authorizations. It will take coordination with not only the tribal community and the state, but with the blessings and support of the federal government as well. New government-to government agreements and relationships may have to be designed and signed in order to provide the tribe with the opportunity to address the poverty crisis suffered by the lowest 25% of the population.

**Appendix B:
Lummi Ventures
Project Interim Report**

**LUMMI VENTURES PROJECT
INTERIM REPORT**

**Prepared for the Lummi Tribal Council
December 2004**

WHO IS INVOLVED?

- Education:*** Cheryl CrazyBull – President, Northwest Indian College
Dave Oreiro – NWIC
Dorothy Marchand – Superintendent Lummi Nation School
Julie Jones – Education Commission
Steve Grichell – Planning
Bernie Thomas - Consultant
- Employment:*** Ron Finkbonner – TERO
Jana Finkbonner – Director, Employment & Training Center
Steve Kinley – Lummi Commercial Company
Joe Mace – Lummi Commercial Company
Curt Wolters – Economic Development
Mike Rawley – Economic Development
- Wellness:*** Penny Carol Hillaire, Director, YESS
Julia Ortiz, YESS
Danita Washington, Youth Outreach
Adrienne Hunter, Little Bear
Laverne Lane-Oreiro, Life Center
Roselee Scott
Coreen Finkbonner
- Cultural:*** Lutie Hillaire
- Executive Committee Team*** Darryl Hillaire – Chairman
Elden Hillaire, Council Member
Perry Adams, Council Member
Jim Wilson, Council Member
Tim Ballew Sr., Council Member
- Community Action Team:*** George Charles
Ron Noland
Mari Lawrence
Smoky LaClair.
- Ventures Staff:*** Gloria Point – Community Liaison
Shasta Cano-Martin – Ventures Intern
Lena Tso – Ventures Intern (temporary)
- Support:*** Justin Finkbonner – Statistics
Dave Bunton – Chief of Staff/Policy
Jerry Folsom – Grant Writer
Erin Valz, Statistician
Tim Ballew Jr. Statistician
Kurt Russo - Policy and Funding Research
- Technical:*** Larry Kinley, General Manager
Sharon Kinley, NWIC
Richard Jefferson, Director of Planning

PART I: INTRODUCTION

Over the past six months, the Ventures team has been engaged in a conversation with the Lummi people. The purpose of the conversation was to learn what can and should be done to address poverty and to promote prosperity, individual self-reliance, and long-term community stability and well-being. The primary purpose of this document is to report on the results of the conversation and to offer recommendations on what needs to be done to complete the Ventures poverty reduction plan.

History

The Lummi Nation was selected without solicitation by the Northwest Area Foundation of Minneapolis, Minnesota to participate in this far-reaching effort. In June of 2003, the Office of the Chairman was initially contacted by the Northwest Area Foundation, requesting a site-visit by Foundation representatives. As a result of this consultation, and a subsequent visit in the fall of 2003, the Lummi Nation was notified in December of 2003 that it was one of three tribes in an eight-state region selected to participate in the Ventures Program. In March of 2004, the Lummi Nation signed an agreement with the Foundation to finalize no later than October 2005, a ten-year poverty reduction plan. The plan was to contain strategic goals, objectives, benchmark activities, and a budget that would reduce poverty and promote prosperity in the Lummi community. Assuming the plan is accepted by the Foundation, the Lummi Nation will be eligible to receive up to \$1 million per year for up to ten years to implement the goals and objectives of the Ventures poverty reduction plan.

Goals

In December of 2003, Carl Stauber, President of the Northwest Area Foundation, came to the Lummi Nation accompanied by other Foundation staff. Speaking on behalf of the Foundation, Mr. Stauber emphasized that, despite the billions of dollars spent since the War of Poverty in the 1960s, no one has found “the answer to poverty.” He stressed the importance of broad-based community participation and reaching out to traditionally under-represented voices in the community. Perhaps most importantly, he encouraged the Lummi Nation to reach beyond the conventional understanding of poverty and to embrace a holistic, inclusive and informed approach in the development of our poverty reduction plan. In his closing remarks, he noted that in each community the Foundation’s Ventures Program has three goals:

1. To help the community reduce poverty.
2. To capture knowledge others can use to reduce poverty.
3. To work in partnership on community-driven goals and poverty-reduction strategies appropriate to the community.

The Answer to Poverty

It was evident from the beginning of the conversation that poverty and prosperity are not limited to traditional economic considerations; money and jobs alone are not the answer to poverty. As we have learned from the Community Mobilization Against Drugs (CMAD) initiative, jobs and education must be linked to wellness if we are to achieve true prosperity. The challenge and the opportunity now before the Ventures team is to link

these three elements together, providing inter-related platforms of opportunity to Lummi tribal members.

The Ventures team is in agreement with the Foundation and the Lummi community as a whole that the answer to poverty is not to be found in increased dependency among community members. Instead, the answer is found in promoting confidence and self-reliance among those now struggling with economic hardship. The vision of the Lummi Ventures program—*to forge a healthy and prosperous community*—can best be realized by offering a hand-up rather than a hand-out. This requires an understanding of how Ventures resources can best be used to help individuals help themselves through a holistic consideration of their wellness, employment, and educational needs. It is also clear that a key to the success of any effort to reduce poverty and promote prosperity must work towards strengthening the relationship within and between families and ensuring continuity in longstanding cultural values.

The Ventures program, no matter how successful, will not serve all of the needs of the Lummi Nation in the area of poverty reduction. The Ventures team understands the importance of working in cooperation with other efforts now on-going in the areas of wellness, education, and jobs and employment. We have also come to understand the depth of despair of those facing chronic poverty as well as the great strength, resiliency, and resolve to overcome the barriers to prosperity.

*What You Will
Find Here*

This report is designed to bring the conversation to you and, through you, back out into the community. In **Part II**, we describe the structure of the Ventures team and how we gathered information from the community. **Part III** presents a summary of what we have learned over the past six months and what this conversation told us about the community's perspective on poverty and prosperity. In **Part IV**, we set forth strategic directions based on the results of our conversation with the community.

In a recent consultation with the Foundation, the Lummi Nation was applauded for its efforts and for the nature and extent of community involvement. We were also informed that the Lummi Nation is well ahead of the other Ventures programs in the planning process. While heartened by their comments, we are also humbled by what we have learned and what we now feel needs to be done. We believe that the information we have gathered sets the stage for a final conversation with the community. The nature, structure, and timing of the conversation is presented in **Part V**.

PART II: WHAT'S BEEN ACCOMPLISHED?

In a very short six months, more than one thousand people participated in the Lummi Ventures Project. Whether through community events, teams, focus groups or survey, members of the Lummi Nation have brought forward their ideas, wisdom and stories in an effort to change poverty within the Lummi Nation.

Who is involved?

The Lummi Ventures Team is made up of seven teams. They are listed as follows:

Lummi Indian Business Council: The LIBC has ultimate responsibility for establishing vision and setting policy direction and was involved at critical stages throughout the planning process. The Team has reported to LIBC Council twice.

Office of the Chairman: The Office of the Chairman provides overall coordination for the teams, strategic assessment of the teams progress, fiscal oversight, information management and process facilitation.

Ventures Staff: Insert language about their role

Executive Committee Team: The Executive Committee consists of five members of the LIBC. They developed, for LIBC approval, the strategic goals of the Ventures Program, the format for securing community input, and met with the community to develop intervention strategies to assist the bottom quartile in areas of wellness, education, jobs & employment. The Executive Committee participated in 14 meetings.

Community Action Team: Individuals from the bottom economic quartile of the community were invited to participate on this team and to work in conjunction with the Executive Committee. The CAT members serve to tell the real-life story of individuals facing severe and chronic poverty and serve as a “reality check” for input from the community. The Community Action Team met 2 times as a group but has participated in Leadership and Community Meetings.

Leadership Teams: The Leadership Teams play a critical role in guiding the understanding about poverty and beginning to shape how the future might be different. The Leadership Teams met 6 times to conduct a SWOT Analysis and develop Process Maps. Initially, the Teams themselves are in areas typically associated with poverty: Education, Employment, and Wellness. As the project has evolved, issues surrounding culture became increasingly important, so a Culture Team has been added.

Support: The Support Team serves on an as-needed basis to the Executive Committee and/or the Leadership Teams in the areas of Funding/Investment Strategies, data and plans assessment.

Technical: This team consists of individuals that participated in meetings with the NWAFF in establishing and finalizing the Memorandum of Agreement. They serve on an as-needed basis for the Executive Committee and/or the Leadership Teams.

Community Participation

The Ventures staff has been busy conducting focus groups, a community survey, and community events (which are described in more detail in Part III). The trust factor has been slow to build, but after six months, the Ventures Program is known in the community and people watch with curiosity and many call or drop in to find out how they can participate. For

example, homeless individuals were reached through members of the Community Action Team. The Ventures Staff and Executive Committee were not successful in reaching them directly so they relied on community members known to the target group.

There was a tremendous upsurge of anger and frustration expressed at being approached about poverty, but as trust was built, individuals began coming forward on their own. In addition, Venture's staff's experience with the 3-hour focus groups was that the 10-15 participants had to spend the first half of the meeting expressing anger and frustration with the system, the conditions and attitudes, then once they vented, they began to find or identify solutions. The meetings with the Commissions and Boards were primarily for providing information on the Ventures Program, however, we did receive valuable input and ideas either at the meeting or in follow up conversations from members.

The community meetings and the specific focus group sessions provided an in-depth view of problems, challenges, and ideas that would make a difference for individuals and for the community. The discussions on the definition of poverty led the Team to recognize that poverty was not defined by income, but rather the members identified poverty in terms of loss of language, culture, traditions and ceremony, sense of self, environment, and land.

Part III of the Interim Report provides a summary description of what we learned through our contacts in the community during the first phase of the Ventures Project. Further contacts will be made in the coming months to add to the picture that is beginning to take shape.

PART III: WHAT WE'VE LEARNED

A 10-year strategic plan to reduce poverty needs a foundation based upon a firm understanding of demographics along with gathering the insights and wisdom of the community about poverty and what it will take to change it. Part III combines highlights of key demographics along with a description of the major themes that surface from the conversations with the Lummi People.

Methodology

The Northwest Area Foundation asks that each Ventures Project achieve a 'substantial involvement of diverse interests' in carrying out their planning project. The Lummi Ventures Project has made significant contacts within the community during the timeframe of June to November 2004. An estimate of overall participation appears in the following table.

Types of Community Involvement	Participation
Survey	173 individuals representing 700 members of the Lummi Nation
Focus Groups	25 Focus Groups 170 Individuals
Teams	7 Teams 40 Individuals
Community Events	6 events 100 individuals

We conducted two large community events – a Film Festival where 5 films were shown each day for 2 days – parents were invited to answer survey questions and provide their input into poverty reduction ideas. The second event theme was a Genealogy Festival, which came about as a result of the community identifying that members didn't know who their family is. We hosted the dinner with this as a theme and provided an opportunity for members to share information with each other, create individual family trees, at the same time provide the Ventures program with input by way of surveys. We entered survey participant names into a drawing.

Tribal members who participated in the survey¹ responded to the following set of questions:

- What is poverty?
- How do you get rid of poverty?
- What does a healthy community look like?
- What are some good things about Lummi?
- What holds Lummi back from being a healthy community?
- What are specific things that would make a difference?
- What are some things that are in the way...?

Focus groups included age and special interest groups such as youth, child protection team, natural resource harvesters, entrepreneurs, artists and employees of the Silver Reef Casino. Each focus group dealt with a sub-set of questions used in the individual survey. The leadership teams were asked to define poverty and prosperity as well as conduct a SWOT analysis of their topic area; education, employment and wellness. The balance of this chapter is devoted to exploring what the information tells us and how it lays the foundation for the rest of the planning project.

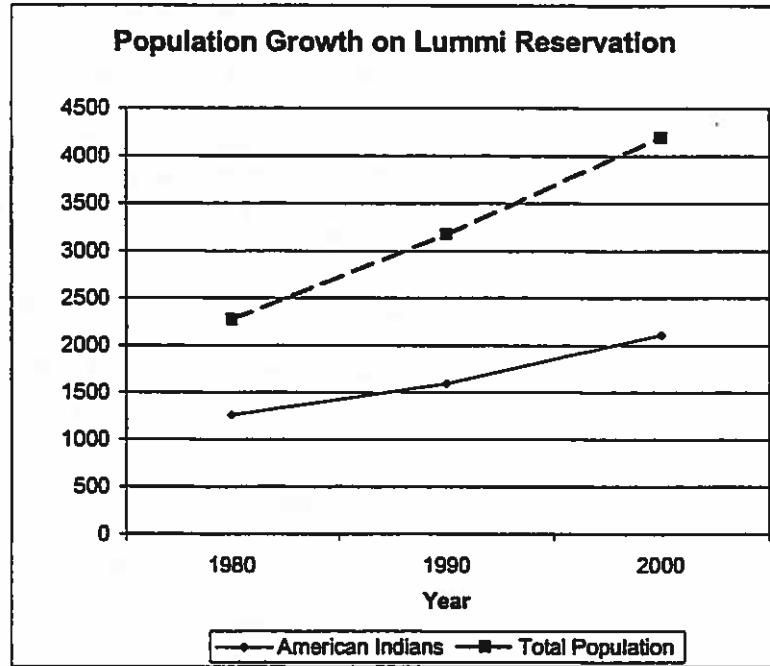
An Overview of the Lummi Community

As of 2001, there were 3,889 enrolled members of the Lummi Nation. Most live in Whatcom County and according to the 2000 census, 1,725 Lummi's live on the Lummi reservation itself. The population of the reservation as a whole was 4,193 in 2000 and included other American Indians and non-

¹ The focus of the survey process engaged the community. It did not rely on strict scientific sampling techniques.

Indian residents. The Lummi Ventures Project is intended to lift up the most poor of the Lummi reservation.

The population on the Lummi reservation has been growing and much of the growth has been in the non-Indian population, as shown in the following chart.



There are differences in the Lummi communities depending on location. The following table compares three key demographic factors drawn from the 2000 Census: average family size, median age² and per capita income³. for Whatcom County as a whole, for the Lummi Tribe no matter where tribal members live, for Lummi living on the reservation and for all people living on the reservation. This data gives the reader a feel for both the challenges and the possibilities for economic improvement.

	Average Family Size	Median Age	Per Capita Income
Whatcom County	3.03	34	\$20,025
Lummi Tribe (irrespective of where they live)	3.75	27.2	\$13,038
Lummi living on the reservation	3.99	22.9	\$10,054
All people living on the reservation	3.2	35.2	\$17,669

It shows that Lummi's who live on the reservation are younger, have larger families, and are poorer than Lummi's living near by, but off the reservation.

² Means that half of the people are younger, and half are older

³ The average income per person

However, it also shows that opportunity for change lies right here in the Lummi Nation.

How we see Poverty?

The Northwest Area Foundation asks that projects have ‘a significant focus on reducing poverty’. From the survey and focus groups, we learned that people seem to define poverty differently depending on their age. Teens define poverty as no money, no food, no car, poor housing, and being hopeless. Young adults, ages 19-29, see poverty as an unhealthy lifestyle, living at a lower standard of living than expected, and lacking the basic necessities for daily living. Those between the ages of 30 and 49 focus on the lack of access to economic development and what supports that development such as good tribal governance, planning, water lines, and natural resources. They are also concerned about a lack of spiritual and ethical standards and are disappointed about life and lack of choices.

Persons age 50 and over agree with younger people about the elements of poverty, adding detailed and graphic descriptions of their experiences. The elders, 60 and over, who participated in the survey, add their sense of loss of culture and language. They describe a feeling of oppression when asked what is poverty.

The Leadership Teams came up with their own definitions of poverty:

Education Team	<ul style="list-style-type: none"> • Those with a lost history are in poverty. • Lack of opportunity and access to education • Development of responsibility for self and then others (children).
Employment and Economic Development	<ul style="list-style-type: none"> • The inability to supply the necessities of life for you and your family • Poverty is the people’s lack of access to resources and opportunities – including their lack of awareness of existing resources and opportunities
Wellness	<ul style="list-style-type: none"> • Poverty is the manifestation of oppression, hopelessness, and despair that perpetuates the absence of dignity and identity as an individual and collectively as a people

The next phase of the planning process will provide the opportunity to develop a single definition of poverty to guide the design of a vision for the 10-year Ventures Project strategic plan. The definition of poverty will serve as a potent symbol of the core issues that need to change in order for prosperity to emerge within the Lummi Nation.

Prosperity – What Does a Healthy Community Look Like?

Most respondents to the issue of ‘what is prosperity?’ or ‘what does a healthy community look like?’ describe either the absence or presence of a significant ingredient. The teens that responded to the survey pointed to being happy or having clean homes and neighborhoods. For adults of all ages, the community would be drug free. Those between the ages of 18 and 29 also point to the presence of jobs; it would be safe and again point to clean homes and neighborhoods.

Those over 30 indicate that children are happy, that the community takes care of children and elders, and that the traditional ways of respect and values

about family would be present along with support for the Lummi language. In addition, there would be good access to health and dental care, as well as, education. In the healthy community of the future, Lummi would be focused on helping one another.

The leadership teams came up with the following definitions of prosperity:

Education Team	Having life skills, formal education, cultural grounding, and a career path to lead people in a successful life.
Employment and Economic Development	Having enough economic development and enterprises to provide adequate opportunities to all those with the will to be employed
Wellness	The manifestation of mental, cultural, and spiritual abundance perpetuating the omni presence of being, doing, and having, as a community and as an individual human being

Wrestling with the contrasts between the definition of poverty and a vision for prosperity is a task for the next phase of the planning process. Within these definitions and amongst the following pages of ideas and issues brought forward during the conversation with the community, important values come to light that will add to the framework for the strategic plan.

EDUCATION

A Snapshot of Education

One of the pathways to increasing employment and jobs is education and a skilled work force. Lummi have not been able to fully take part in educational opportunities, resulting in a community both on and off the reservation that has less formal education than people in surrounding communities. In 2003, this showed itself in terms of an 'on-time' graduation rate of only 2% and a drop-out rate of 42% for Lummi High School. American Indian students attending near by Ferndale High School, fared better with an on-time graduation rate of 49% and a drop-out rate of 12%.

These events, however, are part of a long-term pattern as shown in the following table drawn from the 2000 Census, which shows that half of Lummi adults, who live on the reservation, do not have a high school degree, and that only a very small percent have a four-year college degree or more.

Educational Attainment of Persons 25 years and older

	Less than 9 th grade	High school or Higher	Bachelor or Higher
Whatcom County	4%	88%	27%
Lummi Tribe (irrespective of where they live)	5%	76%	10%
Lummi living on the reservation	8%	42%	5%
All people living on the reservation	4%	81%	18%

Assets

Two major categories of assets stand out across the information collected by project staff:

- Tribal schools
- Colleges – Northwest Indian College, Bellingham Technical College and Whatcom Community College

All groups describe the new Tribal School as a source of great pride and hope. A number of responses mention the Tribal School as bringing cultural knowledge and understanding about the Lummi heritage.

Challenges

The challenges faced by Tribal members relate to either completing high school or pursuing further education after high school. Parents and grandparents express concern about the lack of extracurricular activities and sports to assist in recruitment and retention of young people. They also mention low expectations for Indian students within the public schools that may affect another concern about inadequate preparation for college.

For those who wish to pursue further education or training, a number of barriers stand out:

- Low tribal investment in higher education
- Access to affordable day care
- Lack of family support
- Lack of internship opportunities
- Fear of education
- Poor transportation

Opportunities

Survey, focus group and leadership team participants see many opportunities related to improving the educational system and increasing educational options.

Kindergarten through 12th grade, a few suggestions include:

- Increase after school and summer programs
- Build an Academy of Excellence

Post High School:

- Increase incentives for college and vocational education
- Reach out to individuals to help them find a route to further education

EMPLOYMENT AND ECONOMIC DEVELOPMENT

A Snapshot of Employment & Jobs

Jobs and employment are a major pathway out of poverty. In gaining an overview of the employment status of Lummi, two statistics are useful:

- the percent of those over the age of 16 that are in the labor force (which means that they are either working or looking for work), and

- the percent of those in the labor force that are employed.

The following table shows that Lummi who live off the reservation are somewhat underemployed compared to the general population, but that Lummi who live on the reservation are greatly under-employed, with only 32% of adults over 16 years being in the labor force and 20% of those being unemployed.

	Persons 16 years and over	
	% in Labor Force	% of those in the Labor Force that are employed
Whatcom County	67%	92%
Lummi Tribe (irrespective of where they live)	63%	88%
Lummi living on the reservation	32%	80%
All people living on the reservation	60%	88%

One of the challenges, clearly, is to increase the employment of Lummi living on the reservation. According to the 2000 census, 80% of the Lummi living on the reservation were working in management, service, or office type of occupations (presumably largely for the tribal government.) Only 6% were working in the traditional field of fishing and the remainder were in construction or maintenance type of occupations.

Assets

Each age group or interest group hold differing views of employment and economic development assets. Those answering the survey and several focus groups see LIBC employment, the Casino, the seafood business, being a sovereign nation and programs that help people find jobs as assets. The Leadership Teams identify many existing programs as assets, such as the Opportunity Council, TANF, off-reservation networks and businesses, and the fishing fleet. Young people identified summer jobs for youth as a major asset.

Challenges

The challenges named by all those participating in the data gathering process fall into several major categories:

Individual: lack of transportation, lack of work ethic, low skills and level of education, lack of day care, drugs and alcohol, and a belief that people are without choices

Infrastructure: high cost of energy, limited telecommunications system, fractured landscape of land ownership

Community: Under-educated workforce, nepotism, lack of business capital, no market for products, increased costs of doing business (e.g. buying access to usual and accustomed harvesting areas), lack of internships or apprenticeships

Opportunities

The perspectives on the opportunities vary. The Natural Resource Harvesters are concerned about outreach to members of their group to assist them in finding new ways of earning a living at the same time that they hope to conduct market research and increase their networking capability. Survey participants want more training and better paying jobs, above minimum wage.

Additional areas of opportunities named by those participating in the information gathering process include:

- Strengthen tribal government
- Address the need for transportation and child care
- Subsidize apprenticeships
- Assist individuals to meet their individual challenges

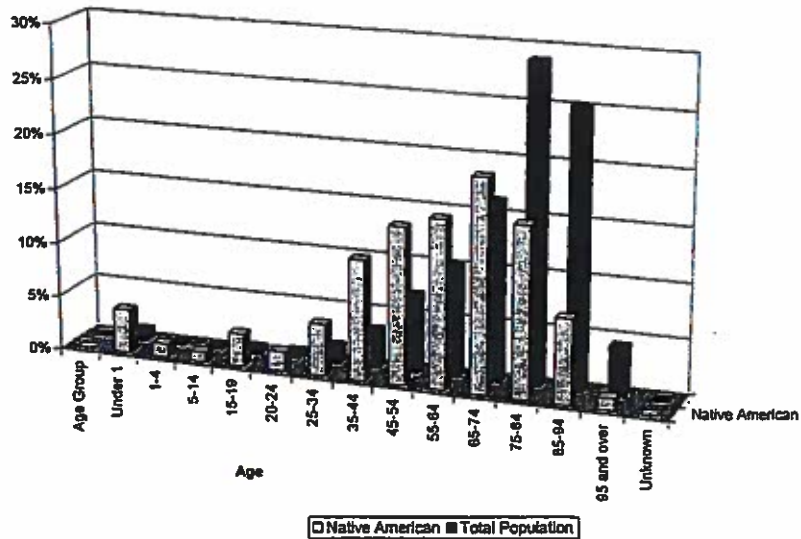
WELLNESS

A Snapshot of the Health of the Lummi

It is difficult to get health data about the Lummi, which is comparable to other populations. This is an area that will benefit from further work as part of the Lummi Ventures Project so that improvements in the health and wellness of the tribe can be measured over time.

However, there is one health status indicator, which highlights the health issues of the Lummi and other American Indians in Washington State, namely the age at death. The following chart compares the age at death for all residents of Washington with that of Native Americans⁴ in Washington in 2002.

Age at Death in 2002
Native American Compared to Total Population
- Percent Distribution for State of Washington



⁴ This includes American Indians and Alaska Natives.

The chart shows that American Indians have:

- higher infant mortality, an indicator of poor maternal and child health,
- higher mortality among youth and young adults which reflects such issues as more car accidents and a higher rate of suicide
- higher mortality of middle-aged adults due to health problems such as diabetes and the effects of alcohol and drugs.

While the data may appear depressing, it also highlights the opportunities to make a difference through the Ventures project, as these health issues are preventable and an emphasis on wellness can result in enormous changes in the health status of the Lummi in ten years.

Assets

Virtually all participants in the survey, focus group or leadership teams named specific services as assets for the community. Some examples of services include:

- Elder services such as Chore, COPEs, congregate meals, transportation to shopping and banking, outreach program
- Youth services such as YESS – youth counseling, recreation, outreach and summer program and CARE Well Child Clinic
- Victims of Crime Program
- Treatment Services – Substance Abuse and Mental Health counseling
- Employee wellness program for LIBC employees
- Health Clinic

Survey and focus group respondents also named assets not attached to particular services, such as: sports, canoe racing, baseball, basketball, football, and the fitness center. The youth focus group identified a set of individual assets such as pride, motivation, courage, caring and honesty.

Challenges

Drugs and alcohol are cited as the greatest challenge to individual and community wellness. Their use leads to low self-esteem, depression, physical and sexual abuse and apathy which drag down the whole community.

Other challenges affecting the wellness of the community relate to service quality and availability, such as:

- Holding on to good nurses at the Health Clinic
- Availability of dental care and recovery services
- Lack of complimentary medicine like naturopathy, acupuncture and chiropractic
- Inadequate preventive services

Opportunities

Participants mention a host of opportunities and approaches related to individual, family and community wellness:

Individual: outreach to develop personal plans for wellness, an adult mentor assigned to each child, early intervention for children, dealing with chemical abuse, empower the individual

Families: prenatal support for young families, maternity home for teen moms, dealing with trans-generational grief, strengthen the family unit, enhance wrap-around services

Community: better housing, allow people to be heard, sustain people's good ideas about projects and programs, set up a healthy support system, increase leadership skills

Education, employment, economic development, and wellness are major issues identified at the beginning of the project as pertaining to the absence or presence of poverty. Additional overarching issues have surfaced during the first six months of the Lummi Ventures Project, which are described in the following.

OVERARCHING ISSUES

Reading the responses to the survey and listening to the ideas offered through the focus groups and leadership teams provides the opportunity to look at the issues associated with poverty with fresh eyes. The overarching assets and challenges adjust the frame through which we see poverty and provide the keys to unlock the doors that lead to prosperity.

Assets

Along with issues like education, employment and wellness that began as a major focus for the Ventures Project; culture, children and family appear as overarching issues.

Culture: Strengthening culture is seen as a way to strengthen children, families and the community as a whole.

Children: Are seen as the future of the Lummi Nation.

Family: The heart of how children grow to be healthy adults.

Challenges

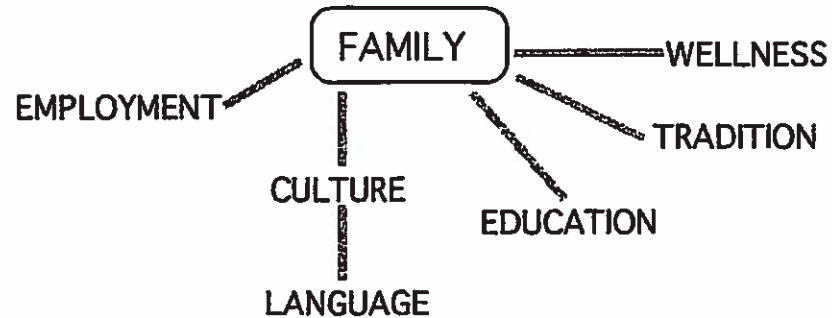
Through the conversation with the community, overarching challenges affect the capacity of the Lummi People to transform poverty to prosperity. These include:

- Lack of resources – such as education, employment, child care, transportation and housing
- Poor health and inadequate health care
- Lack of hope – connected with multi-generational grief and loss
- Drug and alcohol abuse
- Racism – discrimination inside and outside of the Reservation

- Tribal government – expressed as not listening to the people, preventing change from happening

Opportunities

As Ventures Staff and the Teams have begun to think creatively about the world that they wish to create for the Lummi people, the overarching themes offer a way to see beyond the traditional elements of what we have known as poverty reduction programs and categorical funding streams. The graphic below depicts focusing on the family as a possible way of tying important issues together in the 10-year plan to reduce poverty.



The Lummi Ventures Project provides a unique opportunity for the Lummi Nation to develop a 10-year poverty reduction plan that connects the challenges of the lack of education, employment and wellness with a vision for what it will take to prosper that includes strengthening culture, children and family.

Questions that Remain

The conversations with the community raise many questions. What follows is just a sample of the questions that remain to be tackled either as part of the balance of the planning process or as part of the 10 year plan.

Who are we? –

- What do we know about the 3,000 Lummi who live off the reservation?
- How are they similar and how are they different from Lummi who live on the reservation?
- How do they understand poverty and how to get rid of it?

Education –

- What is the role of education?
- What are our expectations for achievement?
- What do we need to know, do and be like at different stages of our education?

Employment –

- How do we create more jobs on the Reservation?
- How do we help people remove the barriers to being employed?

Wellness –

- What would a healthy community look like?
- How do we increase access to all forms of health care?

Overarching Questions –

- How do we strengthen our culture?
- How do we create a stronger foundation for our children?
- Are we ready for change?
- How do we use the desire of the Lummi people to help one another?

As members of the Lummi Nation have gathered to share their perspectives about poverty and share the questions that they have about the future, possible strategies for prosperity begin to form. Part IV of the Interim Report provides an initial glimpse into several key strategies that will be refined during Phase II of the planning project.

PART IV: STRATEGIES WE'RE THINKING ABOUT

Strategic Directions

The conversation with the Lummi people focused on four separate but inter-related themes: wellness, education, employment, and culture. During the course of this conversation, key strategies emerged representing steps in the journey out of poverty. The central themes and the key strategies are presented in the table below, followed by a description of each theme and strategy. These key strategies can be understood as filters, or frameworks, which will help to clarify and provide for direction for the goals and actions of the final Ventures 10-year plan.

Theme	Key Strategy
Wellness	Stabilize and strengthen the (extended) family units
Education	Reduce educational barriers and provide opportunities for excellence
Economic Opportunity	Promote individual and community self-reliance
Culture	Ensure continuity of community values

Wellness

A constant comment made throughout the conversation was the belief that the journey out of poverty to true prosperity needs to be guided by a commitment to individual and community health and wellness. It is clear that strong, stable families are essential to providing for the health and well-being—the wellness—of the community. The strategy for the Wellness theme is to not only promote strong, stable families but also to ensure that prosperity does not come at the price of weakening the family and extended family ties.

Education

It is evident from our conversation with the community that education is perceived to be the high road out of poverty. It is also clear that the Lummi Nation has at its disposal a wide array of resources to provide for the educational needs of its people. At the same time, many individuals in poverty expressed dismay at accessing these resources. The barriers are variously described as bureaucratic, financial, social, or psychological in

nature. The strategy for the Education theme includes providing targeted intervention that will reduce barriers, enhance the educational environment in the community, and encourage individuals to seek not only an education, but to be exposed to and pursue excellence in education.

Economic Opportunity Families and individuals struggling with poverty face a number of unique challenges in finding a way to make a living for themselves and their families. Foremost, among these are the need for financial assistance, educational or training opportunities, and family or individual wellness intervention. While some of the Ventures assets could be targeted to address some of these needs, the key to success is promoting individual and community self-reliance and self-confidence, and moving away from the psychology of dependency and despair.

Culture Culture is inseparable from the themes of wellness, education, and economic opportunity. In virtually every group and in every conversation, individuals expressed the importance of preserving and passing on cultural teachings and cultural values. It is self-evident that prosperity that comes at the price of sacrificing cultural values is doing harm to the community and to future generations. It is therefore a key strategy of the Ventures initiative to ensure that strategies, goals, and objectives of this effort promote continuity in cultural values as they are expressed and understood by the Lummi community.

Linkage As mentioned in the beginning of this section, wellness, education, employment, and culture represent four separate but inter-related themes of the Ventures vision. The linkage between these themes can be seen in the figure below. The overarching strategy is to ensure that the linkage between these themes is reflected in how the final plan and its planning components are shaped, finalized, and implemented.



Funding Strategy The Ventures Program offers the Lummi Nation a unique opportunity to secure assistance from foundations with an interest in one or more of the Venture's themes. The Northwest Area Foundation (NWAf) stands ready and willing to help open foundation doors. Although we have not yet identified the specific program goals for the plan, we are in a position to begin correspondence with a number of foundations. Our standing with potential donors is greatly enhanced not only by our relationship with the NWAf, but also by the Lummi Nation's comprehensive, community-based approach to the issues of poverty and prosperity.

As an example, we have cultivated a strong relationship with the Nathan Cummings Foundation (NCF) and recently received \$25,000 to investigate the potential for an Academy of Excellence for Lummi youth. The concept of the Academy grew out of the conversation with the community and reflects the linkage between wellness, education, employment, and culture. The NCF, in turn, has offered to help us in our efforts to initiate correspondence with the Ford Foundation and the Surdna Foundation, which have a strong emphasis on employment and education, and with the Kauffman Foundation with its emphasis on entrepreneurship.

PART V: WHERE DO WE GO FROM HERE?

Draft Framework for Continued Planning

The Lummi Ventures Project has built a strong foundation of information from which to craft a 10-year community plan to reduce poverty. Effectively reducing poverty rests on the many themes and suggestions identified by those who participated in the teams, focus groups, surveys and community events. Now, the challenge is to take what we've learned and turn it into a web of common understanding about poverty that mobilizes the Lummi Nation toward prosperity and sets the stage for leveraging funds with the gift of the Northwest Area Foundation over a 10-year timeframe. The Ventures Team intends to use the following planning principles and project timetable to complete the plan.

Planning Principles

The Northwest Area Foundation has set six criteria for the poverty reduction plan, which are the framework for the planning process. To assure the plan meets the criteria and that the Lummi Nation will be able to implement the plan successfully, the following planning principles are recommended.

Criteria: A significant focus on reducing poverty

- Pay attention to all aspects of poverty and its many different forms including economic, emotional, and cultural.
- Take a broad approach to goal and strategy development by identifying critical areas and big goals that tie together the different disciplines and groups involved in reducing poverty.

Criteria: Substantial involvement of diverse interests

- Maximize community engagement.
 - Continue with ongoing community events such as dinners and neighborhood potlucks.
 - Seek out people not normally talked to or involved.
- Involve residents on the reservation and members of the Lummi Nation who live off the reservation.
- Look for ways to enhance partnerships with the communities that surround the Lummi Nation.

Criteria: Do, no harm

- Think through and discuss with the community and potential partners the possible unexpected consequences of strategies.

Criteria: Thoughtful and realistic strategies for accomplishing community goals

- The implementation plan needs to have clear steps and sequence, and built in flexibility allowing the addition or deletion of projects as successes, failures and changing needs become apparent over the ten years of the plan.
- Financial plan should have a process of setting priorities and allocating funds so that it is clear how funds will be managed and decisions made as needs change or become clearer in the future.

Criteria: Development of local abilities to achieve long-term community goals

- Identify projects, which will have near- term results so the community can begin to hope and believe this can make a difference.
- Identify goals and strategies that build on the many assets of the Lummi Nation.
- Involve people who have capacity to make change possible in defining issues, vision, and coming up with the solutions.
- Create opportunities for grassroots leadership development and increased planning skills through the planning process itself. This will build the capacity of the Tribe to create significant change.

Criteria: Learning and adapting in response to new knowledge and changing circumstances

- Build into both the planning and implementation process, research, evaluation and feedback, to be able to change and improve the strategies over time.

Proposed Timetable

The Tribal Council has set an aggressive timetable for the completion of the poverty reduction plan. The timetable that follows intends to act upon the planning principles to design a ten-year plan to reduce poverty.

December - January	
Formal Planning Process	Community Engagement Process
<p>Document survey, focus group and interview information</p> <p>Summarize what has been learned including information about the assets of the Lummi Nation.</p> <p>Hold a community process to:</p> <ul style="list-style-type: none"> ▪ define poverty in all its aspects for the Lummi Nation ▪ define our community values – current and those that we aspire to ▪ begin a healing process 	<p>Complete focus groups, interviews, and other meetings to deepen the information from the community including:</p> <ul style="list-style-type: none"> ▪ Lummi living in Whatcom ▪ Business and local governments in the surrounding communities ▪ Human services, education, and health care providers in Whatcom ▪ Criminal justice and law enforcement – tribal and county ▪ People who are isolated and not involved, who are homeless, those who are 'lowest 25%'
February	
Formal Planning Process	Community Engagement Process
<p>Hold a Future Search Conference to create a vision of the Lummi reservation without poverty and identify the major strategic directions to achieve that vision.</p>	<p>Start learning process / opportunities for leadership development</p>
March - April	
Formal planning process	Community Engagement Process
<p>Establish cross-disciplinary teams that include non-professional community members to work on the goals from the Future Search Conference to develop specific strategies, actions, and timeframes.</p> <ul style="list-style-type: none"> ▪ Start with training in 'how to create a plan' ▪ Research model programs on other reservations – do site visits or invite program leadership to come and speak with the Lummi community. <p>Hold a community event to share and test strategies and actions together.</p>	<p>Begin small change projects, coming out of the community to boost pride, culture, and hope</p> <p>Work with tribal artists to depict the vision for all to see. Involve youth if possible.</p> <p>Continue grassroots leadership development</p>
May - June	
Formal Planning Process	Community Engagement Process
<p>Develop funding and implementation plan.</p> <p>Write Draft Plan.</p> <p>Submit Draft Plan to the NAAF for their review and feedback.</p>	<p>Hold community celebration for all that has been accomplished.</p>
July	
Formal Planning Process	Community Engagement Process
<p>Begin other fund raising efforts to leverage NAAF funds.</p>	

The purpose of the conversation with the Lummi People was to learn what can and should be done to address poverty and to promote prosperity, individual self-reliance, and long-term community stability and well-being. The framework for completion of the planning process uses the conversation as a platform for common understanding about the complex web of issues connected with poverty. The Ventures Team and the Lummi People will have the opportunity during early 2005 to develop a definition of poverty, vision for the future, and a set of goals and strategies that weaves together the themes and sets a course toward prosperity and long term community well-being.

**Appendix C:
Letters of Support**



LUMMI INDIAN BUSINESS COUNCIL

2616 KWINA ROAD • BELLINGHAM, WASHINGTON 98226 • (360) 384-1489

RESOLUTION #2005-180 OF THE LUMMI INDIAN BUSINESS COUNCIL

TITLE: Lummi Nation Ventures Plan – *Ten year poverty reduction strategy*

WHEREAS, the Lummi Indian Business Council is the duly constituted governing body of the Lummi Indian Reservation by the authority of the Constitution and By-laws of the Lummi Tribe of the Lummi Reservation, Washington; and

WHEREAS, the Lummi Indian Business Council has the authority and responsibility to protect and enhance the health, safety, and welfare of the Lummi community and enrolled members of the Lummi Nation; and

WHEREAS, the mission of the Northwest Area Foundation (“Foundation”), a non-profit organization, is to help communities in its eight-state region (Minnesota, Iowa, North Dakota, South Dakota, Montana, Idaho, Washington, and Oregon) reduce poverty; and

WHEREAS, the tribal council signed a memorandum of agreement with the Northwest Area Foundation (NWAf) in March of 2004 (See LIBC Resolution 2004-041) and initiated a comprehensive community based planning phase to address poverty conditions, contributing factors and social issues with the goal of establishing a long-term Poverty Reduction Strategic Plan; and

WHEREAS the Lummi Nation acknowledges the NWAf’s guiding principles to produce this plan that includes the following: A significant focus on reducing poverty; Substantial involvement of diverse interests; Do no harm; Thoughtful and realistic strategies for accomplishing community goals; Development of local abilities to achieve long-term community goals; Learning and adapting in response to new knowledge and changing circumstances; and

WHEREAS the Lummi Nation also acknowledges four community-level outcomes set forth by the NWAf which are as follows: Increased asset identification and development; Expanded economic opportunities; Increased capacity to reduce poverty; Increased community use of inclusive decision-making; and

WHEREAS, the Ventures staff has worked diligently over the past year to include community voices to be implemented into the poverty reduction plan and has documented consultation with community stakeholders that includes *local leadership, tribal officials, Department Directors and tribal families and members*; and

WHEREAS, the Lummi Nation has prepared a Ventures Strategic Plan that contains core strategies and goals seeking to work with the lower 25% quartile to reduce poverty

throughout the community and the Ventures Staff has received guidance and input from the NWF representatives to finalize this plan; and


WHEREAS, the NWF is to review the Ventures Strategic Plan to consider and provide the Lummi Nation with a ten year funding award during the month of January 2006; and

WHEREAS, the Lummi Nation acknowledges that if the Ventures Strategic Plan is awarded by the NWF than both parties will negotiate and enter into a Partnership Agreement to guide the start up and implementation of the Venture Project.

NOW THEREFORE BE IT RESOLVED, that the tribe has completed the Lummi Nation Ventures Strategic Plan and approves the Plan with the intent of submitting it to the NWF; and

BE IT FINALLY RESOLVED, that the Chairman (or Vice Chairman in his absence) is hereby authorized and directed to execute this resolution and any documents connected therewith, and the Secretary (or the Recording Secretary in his absence) is authorized and directed to execute the following certification.


LUMMI NATION



Darrell Hillaire, Chairman
Lummi Indian Business Council

CERTIFICATION

As Secretary of the Lummi Indian Business Council, I hereby certify that the above Resolution #2005-180 was adopted at a Special Meeting of the Council held on the 21st day of December 2005, at which time a quorum of 10 was present by a vote of 9 For, 0 Against, and 0 Abstention(s).



Timothy Ballew Sr., Secretary
Lummi Indian Business Council



LUMMI INDIAN BUSINESS COUNCIL

2616 KWINA ROAD · BELLINGHAM, WASHINGTON 98226 · (360) 384-1489

DEPARTMENT _____ EXT. _____

Letter Of Support

TO: Northwest Area Foundation

From: The Lummi Natural Resources Commission

Date: 12/28/05

Re: Letter of Support

It is the intent of the Lummi Natural Resources Commission to fully support the efforts of the Lummi Nation Ventures Program Visions and Strategies in promoting Prosperity for the Lummi People. With the Natural Resources Harvesters input, the most crucial impacts we're identified and brought forward.

Through the many types of Community Engagement approaches, individual Fishers we're able to frame the key strategy starting points by utilizing Focus Groups, Leadership Teams, and Vision Teams. Below are a list of starting points:

- Create Lummi Brand for Seafood
- Educational workshops for Fishers
- Create niche Markets
- Enhance Over The Bank Sales
- Value Added Products
- Develop Master Plan for Marketing Seafood

By supporting the Lummi Ventures Program Community driven plan, we can all work towards reducing Poverty within our Community. At this time, The Lummi Natural Resources Commission would like to thank the Northwest Area Foundation for this opportunity to participate in the Ventures Program.

Lummi Natural Resources Commission Treasurer
Clifford A. Cultee

Clifford A. Cultee



LUMMI INDIAN BUSINESS COUNCIL

2616 KWINA DRIVE • BELLINGHAM, WASHINGTON 98226 • (360) 384-1489

DEPARTMENT _____ EXT. _____

December 28, 2006

Northwest Area Foundation
60 Plato Boulevard East, Suite 400
(651) 224-9635

Dear Northwest Area Foundation,

The Lummi Community Mobilization Against Drugs Initiative (CMAD) is committed to a partnership and support to the Lummi Ventures Initiative. CMAD has been actively working on "Wellness" pieces with LIBC staff and Community people for four years in an effort to eliminate the Drug Trafficking in the Lummi community.

The Lummi Ventures and Lummi CMAD have much in common as we are working with the same population and services. CMAD has already been in the partnership supporting and identifying service gaps within our community. We have been hosting bi-weekly forums to discuss the issues and create solution for those gaps for the past four years.

Through the CMAD Initiative we have created new services in the past two years supporting our addicted and homeless youth (Our Future). We are looking forward to integrate and strengthen our existing services. And create the services that "do not" exist. We cannot create employment without achieving "Wellness" first.

CMAD is embracing the written plan and will do what is needed to help Lummi people achieve success. We are looking forward to working together in the coming years.

I can be reached at email danitaw@lummi-nsn.gov , office 360-384-2263, Cell 360-410-1755 fax 360-380-1850.

Sincerely,

Danita Washington
Lummi Community Mobilization Against Drugs, Coordinator
Lummi Tribal Member



LUMMI INDIAN BUSINESS COUNCIL

2616 KWINA ROAD · BELLINGHAM, WASHINGTON 98226 · (360) 384-1489

DEPARTMENT _____ EXT. _____

December 28, 2005

Gloria Point
Lummi Nations Ventures Coordinator
2616 Kwina Road
Bellingham, WA. 98226

Dear Gloria

The Natural Resource Department and the LNR Commission fully endorses the Strategic Plan to reduce poverty at Lummi Nation. There is a need to diversify and develop better careers in other fields for our fisherman to overcome poverty. The habitat to support our natural stock has been depleted and Endangered Species Act has put more burdens on management practices and impacts on our treaty harvest rights.

In order for our fisherman to make an honest living there is a need to develop direct salmon sales to consumers, better education, better equipment and a Lummi owned Marina. With the assistance from the Northwest Area Foundation the Lummi tribal members can develop a program that will overcome poverty. Again we fully support the Strategic Plan to reduce poverty at Lummi Nation.

Sincerely,

Merle Jefferson Sr.
Natural Resource Executive Director



LUMMI NATION PLANNING DEPARTMENT
2828 KWINA ROAD -- BELLINGHAM, WASHINGTON 98226
PHONE: 360.384.2307 FAX: 360.380.6331

12/20/2005

Northwest Area Foundation
60 Plato Boulevard East, Suite 400
St. Paul, MN 55107
(651) 224-9635

Dear Northwest Area Foundation,
I am writing to express my satisfaction with the effort to address poverty reduction in the Lummi community. Gloria Point and all of her knowledgeable staff have done a great service to the Lummi people in attempting to identify and root-out the causes of poverty. The last year-and-a-half has included significant public participation, a wealth of ideas about poverty reduction, and a refinement of strategies that have led to a strong strategic plan.

While the Lummi Indian Business Council (LIBC) has many programs to treat the symptoms of poverty, the Venture's effort has done a great service in distinguishing the historic and continuing root-causes of poverty. I believe great care was taken to ensure that programs already offered by LIBC would not be replicated by Lummi Ventures, and that a fresh approach was conceived of that would have a beneficial effect on this community for years to come.

Thank you for the initial investment in the Lummi community. I anticipate a productive collaborative relationship between the Lummi Planning Department and Lummi Ventures indefinitely. The final Ventures plan has my full endorsement and I hope that Northwest Area Foundation (NWAFF) decides to embrace a long-term partnership with the Lummi people to end poverty. Please do not hesitate to call me with any questions.

Yours truly,

Richard Jefferson
Planning Director
Lummi Nation Planning Department
2828 Kwina Road
Bellingham, WA 98226-9298
(360) 384-2307



NORTHWEST INDIAN COLLEGE

2522 Kwina Road, Bellingham, Washington 98226-9217
866-676-2772 FAX (360) 738-0136

December 19, 2005

Lummi Indian Business Council Members
Northwest Area Foundation

Dear Colleagues:

On behalf of Northwest Indian College, I offer this letter of commitment and support toward the successful implementation of the Lummi Ventures initiatives. NWIC staff, students and Board members have been actively involved in all aspects of the planning and design of Lummi Ventures through membership on various teams and attendance at meetings hosted by Ventures. The College also hosted related events throughout the planning period.

As you can see from the plan, Northwest Indian College as an educational and economic leader in the Lummi community is an integral part of many of the Ventures initiatives. Our work as a tribal college directly alleviates poverty for our students and their families. Graduates of NWIC are employed in higher paying jobs and/or are pursuing their four-year degrees. Our capacity to serve the community educationally and through community-based economic and social initiatives will be greatly enhanced by our Ventures partnerships.

Please contact me at 360-392-4241 or on my cell, 360-319-5921, if I can be of further assistance.

Best Regards,

Cheryl Crazy Bull

Cheryl Crazy Bull
President



LUMMI INDIAN BUSINESS COUNCIL

2616 KWINA ROAD · BELLINGHAM, WASHINGTON 98226 · (360) 384-1489

DEPARTMENT _____ EXT. _____

Karl Stauber
President
Northwest Area Foundation
60 Plato Boulevard East, Suite 400
St. Paul, MN 55107

Bellingham, WA
December 28, 2005

Dear Mr. Stauber:

Ref. Lummi Nation Ventures Program Proposal

According to its 2002 Charter, as amended, the Lummi Development Authority (LDA) was established "... to create and sustain the necessary policies, initiatives, and measures required to promote the development of a strong, diversified, and sustainable economy for the Lummi Nation." LDA assists in stimulating and promoting economic development options and opportunities, rather than creating or managing the entities designed to provide them.

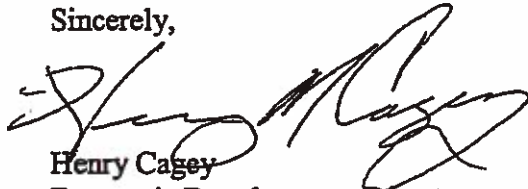
The Economic Development Department of the LDA has been a strong supporter of the Poverty Reduction Strategy development, since its inception of activities in mid-2004. Since then our Department and staff have diligently participated in the various consultative meetings, visioning conferences, working groups and seminars organized by the Lummi Ventures Leadership Teams. In the process we have produced 18 separate documents and research papers dealing with topics directly related to the role of economic development and growth in the alleviation and reduction of poverty in isolated communities.

LDA has been very supportive of the community consultative, visioning and strategy development approaches by the Lummi Ventures Leadership Teams. These were sometimes lengthy and did not always result in clear directions for next steps, but they were very much products of the Lummi Tribe and its membership. The Lummi community can claim direct ownership of its various proposed strategies to reduce poverty on the reservation and among our Nation's membership. Targeted beneficiaries were always the starting point, and expected outcomes the logical results of proposed interventions.

Even though our Department participated in the process of drafting the various strategies, the ultimate decisions on priorities and wording were made by the Leadership Teams. Its members incorporated certain strategy elements which did not originate from LDA and did not pass our review. Therefore, even though we are supportive of the general thrust of the Economic Development approach to poverty alleviation expressed in the strategies as proposed, we have reservations about the linkages between poverty alleviation on the one hand, and the "Goal" as stated in the third strategy and the mechanism of an "Economic Summit" on the other.

LDA strongly supports – and looks forward to fruitful partnerships with the Ventures Team – the proposed business incubator, micro-enterprise and business training activities in the overall Economic Development chapter of the Lummi Poverty Reduction Strategy.

Sincerely,

A handwritten signature in black ink, appearing to read "Henry Cagey", written in a cursive style.

Henry Cagey
Economic Development Director
Lummi Development Authority

**Appendix D:
Lummi Nation Service
Organization Charter**



LUMMI INDIAN BUSINESS COUNCIL

2616 KWINA RD. • BELLINGHAM, WASHINGTON 98226-9298 • (360) 384-1489

DEPARTMENT _____ EXT: _____

RESOLUTION #2000-098 OF THE LUMMI INDIAN BUSINESS COUNCIL

TITLE: Approval of LNSO By-Laws and Appointment of Board of Directors

WHEREAS, the Lummi Indian Business Council is the duly constituted governing body of the Lummi Indian Reservation by the authority of the Constitution and By-laws of the Lummi Tribe of the Lummi Reservation, Washington; and

WHEREAS, the Lummi Nation Service Organization ('LNSO'), was formed to provide supplementary community services for members of the Lummi Nation. This service organization is organized and operated exclusively for educational, social development, cultural and civic purposes within the meaning of Section 501 (c) (3) of the U.S. Internal Revenue Code; and

WHEREAS, through the adoption of RESOLUTION # 97-170 the Lummi Indian Business Council approved the Charter of LNSO and appointed an Interim Board of Directors which was charged with the responsibility of developing the By-Laws of LNSO; and

WHEREAS, at the meeting of the Interim Board of Directors of LNSO held on April 6, 1999, by unanimous vote, the Board approved the By-Laws of LNSO, authorized the application for 501 (c) (3) status, elected additional Board members, and brought those actions to the Lummi Indian Business Council for approval; and

WHEREAS, at a Regular Meeting of the Lummi Indian Business Council held on May 4, 1999, by unanimous vote, the Council approved the By-Laws of LNSO by adopting RESOLUTION # 99-058 with an amendment that the LNSO Board of Directors is to be comprised of all the Members of the Budget Committee; and

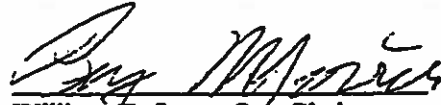
WHEREAS, at a meeting of the Budget Committee held on April 7, 2000, and after careful consideration, by unanimous vote the Budget Committee consented to being appointed to serve as the Board of Directors of LNSO; and

WHEREAS, the attached By-Laws of LNSO have been reviewed and revised by the Reservation Attorney to appoint the Budget Committee to serve as the Board of Directors; and

NOW, THEREFORE, BE IT RESOLVED, that the Lummi Indian Business Council does hereby approve the attached By-Laws of the LNSO and appoints the Budget Committee to serve as the Board of Directors of the Lummi Nation Service Organization; and

BE IT FURTHER RESOLVED, that the Chairman (or Vice Chairman in his absence) is hereby authorized and directed to execute this resolution and any documents connected therewith, and the Secretary (or the Recording Secretary in his absence) is authorized and directed to execute the following certification.

LUMMI NATION


William E. Jones Sr., Chairman
Lummi Indian Business Council

CERTIFICATION

As Secretary of the Lummi Indian Business Council, I hereby certify that the above Resolution #2000-098 was adopted at a special meeting of the Council held on the 27th day of July, 2000, at which time a quorum of 6 was present by a vote of 5 for, 0 against, and 0 abstention(s).


James Wilson, Secretary
Lummi Indian Business Council



BY-LAWS OF LUMMI NATION SERVICE ORGANIZATION

A SERVICE ORGANIZATION

ARTICLE 1

NAME OF THE ORGANIZATION

1.1 NAME OF THE ORGANIZATION

The name of the Organization shall be "LUMMI NATION SERVICE ORGANIZATION", hereinafter referred to as the Organization.

ARTICLE 2

PURPOSE OF THE ORGANIZATION

2.1 THE PURPOSE OF THE ORGANIZATION

The purpose for which this Organization is formed are exclusively the following:

The LUMMI NATION SERVICE ORGANIZATION has been organized to provide supplementary community services for members of the Lummi Indian Nation. The LUMMI NATION SERVICE ORGANIZATION will act as the social safety net for Lummi Indian Nation members, subject to eligibility criteria as specified by the appropriate granting organization, whose needs are either emergency and short term or so unique to the family or individual circumstances that they do not justify the development of a formal, continuing service program. Additional services will be provided as the Board of Directors may from time to time deem appropriate to service the needs of the community of the Lummi Indian Nation.

ARTICLE 3

BOARD OF DIRECTORS

3.1 BOARD MEMBERSHIP

a. Number of Board Members

Except for the initial Board of Directors of three (3), there shall be at least five (5) and not more than fifteen (15) members of the Board of Directors.

b. Composition of the Board

The Board of Directors shall be the Members of the LIBC Budget Committee, as it is constituted from time to time.

3.2 MEETINGS OF THE BOARD OF DIRECTORS

a. Annual Meetings

An annual meeting of the Board of Directors shall be held at least once every calendar year at a place designated by the Board of Directors. Election of Officers of the Board of Directors will be conducted at the Annual Meeting of the Board.

b. Regular Meetings

The Board of Directors will meet at least once a quarter, at such times and at such places determined by the Board of Directors. Such times and places will provide access to members of the Lummi Nation and the Board of Directors.

c. Special Meetings

Special meetings of the Board of Directors may be called by the Chairperson or a majority (more than one half-1/2) of the Board of Directors. The Chairperson may call special meetings only with the documented concurrence of at least one third (1/3) of the members of the Board of Directors.

d. Emergency Meetings

Any emergency action required, in the opinion of the Chairperson, may be taken after an emergency meeting of the Board of Directors, which will include all members available to meet at the time the emergency is occurring. Any action taken as a result of an emergency meeting shall be considered temporary pending ratification or repeal at the next meeting of the members of the Board of Directors.

e. Notice Requirements for All Meetings

Written notice of each annual, regular, and special meetings shall be provided to all members of the Board. Such notices shall be mailed to each member of the Board at their last known address not less than ten (10) days and not more than sixty (60) days prior to the meeting.

f. Special Purpose Meeting Notice Requirements

In addition to the notice requirements stated above, a meeting which is called for a specific purpose, especially meetings to determine continued membership on the Board of Directors, shall include a statement of the purpose for which the meeting is called and the reasons for the action being contemplated at the meeting.

3.3 QUORUM

At all meetings of the Board of Directors, a majority of the total membership of the Board shall constitute a quorum and be sufficient to support the transaction of the Organization's business.

3.4 VOTING

Each of the members of the Board of Directors or accepted alternates shall have one vote, at all meetings of the Board of Directors where a quorum has been established. All matters before the Board shall be decided by a vote of the majority of the members present, unless otherwise required by these By-Laws.

3.5 REMOVAL OF BOARD MEMBERS

a. Reasons for the Removal of Board Members

Board members can only be removed for good cause. Good cause can take the following forms:

1. Failure to attend Board meetings without reasonable excuse.
2. Failure to work towards or support the principles, goals and activities of the Organization.
3. Actions which bring the Organization into disrepute or promote a negative public image of the Organization.

b. Authority and Process of the Board to Remove a Board Member

The Board of Directors may, by an absolute majority vote (more than one half, 1/2, of the total membership of the Board) remove any member of the Board, at a meeting of the Board, the notice for which shall have specified that the purpose of the meeting was to take up the question of removing a Board member, identified the Board member/s and state the reasons why the proposal has been put forward.

The Board member or members who have been proposed for removal shall be notified at least ten (10) days prior to the mailing of the meeting notice and shall be provided the opportunity to develop and include in the notice a statement on their behalf.

3.6 RIGHTS OF BOARD MEMBERS

a. Voting

Each Board Member shall be entitled to vote on all matters before the Board including the acceptance of new members of the Organization and members of the Board.

b. Election of Officers

Each Board member is entitled to be a candidate for and vote for Board Officers.

c. Alternate Board Members

Any Board member may request that the Board accept an alternate member under the following circumstances:

1. In the event that the regular Board member is unable to attend the meeting; or
2. To enable an individual or representative of an organization or other individuals to present their point of view to the Board as a seated member rather than a member of the audience.

Alternates accepted by the Board of Directors to represent a Board member shall have the same voting and other rights as the regular Board member.

d. One Vote One Member

No Board member will be allowed to vote by proxy, under any circumstances. Only those Board members present or represented by alternates accepted by the Board will be allowed to vote.

ARTICLE 4

OFFICERS

4.1 POWERS

a. Regular Powers

The activities, affairs, and property of the Organization shall be managed, directed and controlled, and its powers exercised by and vested in, the Officers of the Board, as per direction of the members of the Board of Directors.

b. Emergency Powers

Any emergency action required, in the opinion of the Chairperson, may be taken after an emergency meeting of the Board of Directors, which will include all members available to meet at the time the emergency is occurring. Any action taken as a result of an emergency meeting shall be considered temporary pending ratification or repeal at the next meeting of the members of the Board of Directors.

4.2 TITLES AND QUALIFICATION

The Officers of the Organization shall be members of the Board of Directors and consist of at least a Chairperson, a Secretary and such other Officers as the Board may from time to time

designate.

4.3 ELECTION AND TERM OF OFFICE

a. Time and Place of Election of the Board Officers

The Officers of the Organization shall be elected by the Board of Directors during the Annual Meeting of the Organization. Officers shall serve a one (1) year term.

b. Terms of the Initial Board of Directors

The initial Board of Directors shall consist of three (3) members and shall serve until the first meeting of the Board and until their successors are elected and qualified. The initial Board of Directors shall be appointed by the Lummi Indian Business Council.

c. Automatic Extension of Office

All Officers shall continue to serve until their successor is properly chosen, unless the Officer formally resigns or is removed from office.

4.4 RESIGNATIONS

a. Authority and Process for Resignation

Any Officer may resign at any time by delivering a written resignation statement to the Chairperson of the Board of Directors.

b. Effective Dates Acceptance/Negotiation

Acceptance of any such resignation shall be automatic unless there is an objection to the effective date proposed by the Board members, or the Chairperson, in which case, the Chairperson will negotiate the effective date of the resignation.

4.5 REMOVAL

a. Process to Remove Board Officers

Any Officer may be removed only at a Board meeting, the notice for which included a statement of proposed action to remove an Officer of the Board, identify the Officer to be removed and state the reasons for considering such action. The Officer whose removal is proposed, will be notified at least ten (10) days prior to the mailing of the meeting notice and afforded the opportunity to submit a response along with the meeting notification.

b. Voting Requirements to Remove Board Officers

The vote to remove the Officer shall be successful if it obtains an absolute majority vote (at least 51% of the total membership of the Board) of non-confidence by the Board membership.

c. Limitations

Board of Directors members who are removed as Officers of the Board, shall remain as members of the Board of Directors. Unless, the process to remove the member as Officer also specifically included removal as a member of the Board of Directors as well.

4.6 VACANCIES

Any vacancy in any Board Office may be filled by a simple majority vote of the Board of Directors at the next regular or special meeting of the Board of Directors. In order to hold an election to fill the vacancy, the notice for this meeting must include the statement that the election to fill the vacancy of a specific Officer will be held at the meeting.

4.7 CHAIRPERSON

The Chairperson, or members of the Board of Directors designated to fill the duties of the Chairperson, shall preside over all meetings of the Board of Directors and shall perform such duties as the Board may from time to time authorize and/or require.

Unless the Board designates otherwise, the Chairperson shall be the Chief Executive Officer of the Organization, and subject to the direction of the Board of Directors, shall exercise the executive and management powers usually exercised by a Chief Executive Officer. These powers will include the power to sign on behalf of the Organization, sign all written contracts committing the Organization to future obligations and any other day to day management activities of the Organization.

4.8 SECRETARY

The Secretary shall be responsible for recording the minutes of all meetings, all official correspondence of the Organization and for the maintenance of records of all activities.

4.9 RECORDING SECRETARY

In the absence of the Secretary, a recording Secretary will be appointed by the Secretary with the approval of the other Board members to take and maintain the minutes of the meeting.

4.10 CHAIRPERSON

All Board of Directors members shall be eligible for compensation to cover their expenses in attending Organization meetings and performing work authorized by the Board of Directors.

4.11 RECORDS

All of the records of the Organization shall be maintained consistent with generally accounting principles and any other applicable standard that may apply.

4.12 EXECUTIVE DIRECTOR AND OTHER STAFF AS NEEDED

The Board of Directors may select an Executive Director and other appropriate staff as deemed necessary to carry out the purpose of the Organization.

ARTICLE 5

DEPOSITS, CHECKS, LOANS

5.1 ORGANIZATION BANK ACCOUNT DEPOSIT OF FUNDS

The Organization shall establish and maintain a bank account in a commercial bank which, provides appropriate deposit insurance. All funds received by the LUMMI NATION SERVICE ORGANIZATION, shall be promptly deposited into the Organization's bank account. No amounts of cash will be maintained by the Organization for any purpose, except for the purpose as stated in the Articles of Incorporation and the By-Laws.

5.2 CHECKS, CHECK SIGNING AUTHORITY, ETC.

All withdrawals from the Organization's bank account shall be in the form of checks, which require two signatures. Two of the Organization's Board of Directors shall be designated by the Board as check signers. The Board may designate others as check signers as needed.

5.3 LOANS

All loans and other financial obligations of the Organization shall be approved by the Board of Directors prior to final processing and shall be recorded in the appropriate journals and the general ledger of the Organization.

5.4 CONTRACTS, GRANTS AND OTHER REVENUE

All contracts, grants and other revenue received by the Organization, shall be recorded in the appropriate journals and the general ledger of the Organization. All funds received by the Organization shall be processed in the same manner.

5.5 EXPENDITURE OPERATING BUDGETS

No expenditures of the Organization's funds shall be authorized except in cases where an operating budget has been approved by the Board of Directors. All Expenditures must be tracked back to an approved operating budget.

ARTICLE 6

CONFLICTS OF INTEREST

6.1 CONFLICTS OF INTEREST

Every effort will be made to operate the Organization free from actual and apparent conflicts of interest. The Board of Directors and the staff of the Organization, will work together to establish working relationships in which self-identification of areas of actual and apparent conflicts of interest can occur. If members of the Board and the staff learn of some situation in which other members of the Board or staff have either an apparent or an actual conflict of interest, they shall inform the Chair of the Board, in writing, who shall take appropriate action with the approval of the Board.

ARTICLE 7

INDEMNIFICATION OF DIRECTORS AND OFFICERS

7.1 INDEMNIFICATION

The Organization will indemnify its Board of Directors and Officers from financial losses arising from the regular and approved duties on behalf of the Organization.

7.2 INSURANCE AND OTHER INDEMNIFICATION

Financial indemnification for the Board of Directors and Officers, shall be provided through an errors and omissions insurance policy, provided by a private insurance underwriter, as part of the basic operational expenditure of the Organization.

ARTICLE 8

8.1 AMENDMENT OF BY-LAWS

Any provision of these By-Laws, may be amended only at a meeting of the Board of Directors, in which the agenda includes a description of the item or items to be changed. At such meetings, the by-laws may be amended by a simple majority vote. The amended by-laws will not take effect for at least 30 days after the meeting at which the by-laws were amended.

ARTICLE 9

9.1 FISCAL YEAR

The fiscal year of the Organization shall be the calendar year beginning on January 1, and ending on December 31.

9.2 OPERATIONAL POLICIES AND PROCEDURES

The Board of Directors may develop and issue operational policies and procedures as they deem appropriate for the Organization.

9.3 NON-DISCRIMINATION

The operation of the Organization shall be consistent with Federal and Tribal civil rights legislation, including Section 7 (b) of PL 93-638 as amended, which provides for Indian Preference in employment opportunities.

Dated: _____

CHAIRPERSON

CERTIFICATION BY SECRETARY:

SECRETARY

**Appendix E:
Poverty Profile of
Lummi Community
Members**



Lummi Nation
Statistics Department
2616 Kwina Rd. Bellingham, WA 98226
(360) 384-1489

Poverty Profile of Lummi Community Members Living in Whatcom County

12/13/2005

The following are estimates based on samples taken from the current Lummi Enrollment data and 2003 Tribal Data Resource project. The figures below are estimates for the Lummi population living within the Whatcom County boundaries—including the Lummi Reservation. The Population included enrolled Lummi members and any person living with an enrolled Lummi member.

Lummi Individuals in Whatcom

- It is estimated that there is approximately 4,407 community members (that is enrolled tribal members and, if any, non-enrolled family members) living in Whatcom County
- 41.7% of the Lummi Population living in Whatcom is living @ or below the Federal Poverty Guidelines (FPG)—this is approximately 1,835 people.
- Of those in poverty: 42.3% are 17 years or younger—approximately 777 people.

Lummi Families in Whatcom

- There are approximately 2055 Lummi Families in Whatcom County
- 43.2% of those Families are living @ or Below the FPG—approximately 888 Families
- Of those Families @ or Below the FPG 20% of them are headed by a single mother—or that is approximately 178 of the impoverished families consist of a single mother.
- The single mothers that live @ or below the FPG have an average family size of 3.4

Educational Attainment (for Impoverished individuals over 18 years)

Listed in descending order:

- | | |
|---------------------------------------|-------|
| 1. Did not Graduate from High School- | 42.6% |
| 2. High School Graduate- | 31.3% |
| 3. GED- | 14.8% |
| 4. College Graduate- | 6.2% |
| 5. Vocational School- | 5.0% |