

LUMMI INDIAN BUSINESS COUNCIL  
Comprehensive Economic Development Strategy  
2023-2027 | 2023 Update



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**Adopted by the Lummi Indian Business Council:**

Reso/Date

*"We are Lummi. We are Coast Salish people with a rich history, culture, and traditions. We are fishers, gatherers, and harvesters of nature's abundance. We envision our homeland as a place where we enjoy an abundant, safe, and healthy, life in mind, body, society, environment, space, time, and spirituality; where all are encouraged to succeed, and none are left behind."*

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## Executive Summary

The Lummi Comprehensive Economic Development Strategy (CEDS) sets the direction for economic development, recovery, and long-term resilience for the Lummi Nation. It will guide federal, state, and county funding, policy, and cross-sector implementation over the next five years from 2023 through 2027. The CEDS will provide guidance to regional leaders across industry, government, nonprofits, and educational institutions in framing actions that have strategic economic value for the region.

The Lummi CEDS is aligned with the federal requirements from the U.S. Economic Development Administration (EDA). The Office of Economic Policy compiles and updates the Comprehensive Economic Development Strategy (CEDS) for our region, the Lummi Indian Reservation. The CEDS is a document that should be used as a guide to understand the regional economy and to improve it. It provides a description of current economic and demographic conditions of the region, a SWOT analysis, an analysis of industry clusters, lists the economic development goals and objectives, and projects developed by the Tribe. It is critical that continuous lines of communication and outreach continue with the General Council, elected government decision makers, and business investors.

Economic Development has been both encouraging and troubling, clouded by risks and uncertainty. Government spending, deficits and debt have reached record highs. As a result, higher interest rates, elevated rate of inflation, and economic growth is unlikely favorable. And the economic effects of the Russia-Ukraine war are spreading far and wide causing a spike in the price of energy and other commodities, worsening supply chain problems, and feeding expectations for more persistent increased inflation.

Our Tribal people face challenges in poverty, housing, shared prosperity, inequality, cross-border issues, climate change, pandemic recovery, fragility, conflict, violence, and drug addictions.

The Lummi Indian Business Council (LIBC) has remained committed to providing resources and relevant news to help tribal members and businesses in economic recovery efforts.

### **Activities include:**

- LIBC has worked hard to minimize the impact on public health and to limit disruptions.
- With the economic issues that we are facing for the next few years, as a result of the COVID-19 pandemic, LIBC has developed an Economic Recovery & Resiliency Plan that will assess and address immediate needs and long-term recovery.
- To aid in the coronavirus recovery effort, LIBC offered \$1.5 million of CARES (2020-2021) & \$1.5 million of ARPA (2021-2022) funds, totaling \$3 million, of Small Business Interruption Grants to support businesses with recovery.
- LIBC adopted a work-from-home practice which resulted in increased services conducted via phone, email, video conference and social media usage.
- LIBC recognized the need for broadband and connectivity as students were forced to attend school remotely, and as employees were forced to work from home.

## Introduction

### **We are the Lhaq'temish**

Since time immemorial, the Lummi has been a fishing community. We built a subsistence-based culture and economy by following the resources of the land and sea, which have sustained us for thousands of years. Our Anthem, “Che Shesh Whe Wheleq”, meaning “survivors of the flood”, tells us that our ancestors survived the Great Flood and that we, the Lummi People, have adapted over thousands of years to prosper and evolve with the times. Today we manage 13,000 acres on the Lummi Reservation, operating aquaculture, business, and programs that benefits a population of 5748 members, 2891 AIANs, our neighbors, and northwest Washington.

### **Fostering Success through Education and Training**

The Lummi Nation has worked for decades to increase educational opportunities as a means of fighting poverty and building self-sustainability among our people. The Lummi Indian School of Aquaculture and the Lummi Community College were early programs that sought to increase the skill base in our community. Presently, and as a testament to our community vision and commitment, the Lummi Nation operates the only accredited, four-year tribally chartered college in the Northwest region – the Northwest Indian College.

### **Strengthening the Regional Economy**

The Lummi People have always been fishers. The Lummi Nation draws many business values from our long history of fishing, trading, and sharing of the catch. Since 1988 the Lummi Nation has built a foundation of self-governance, which has set the stage for a prosperous future.

The Lummi Nation is now one of the [largest employers in Whatcom County](#). We are working locally, regionally, and nationally to create a more favorable climate for environmentally sustainable businesses that provide living wage jobs.

### **Partnering for Prosperity**

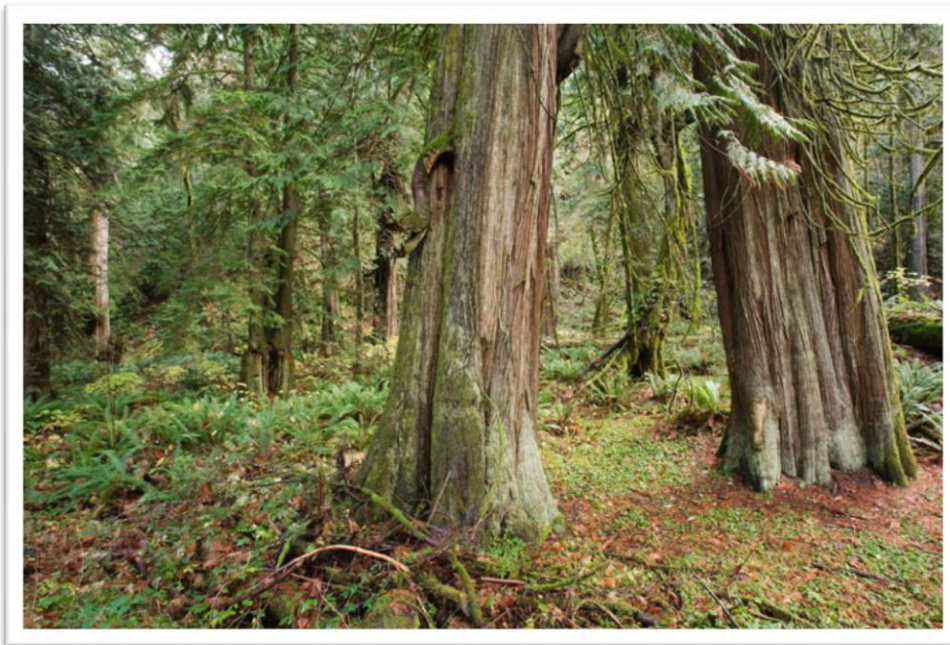
At our Lummi Nation Tribal Administration Building, we honor our nation’s history with artwork that showcases the village and long houses in our territory at the time of the 1855 Point Elliott Treaty. Represented among the image is the reef net, which is an invention of our Lummi ancestors, who used it to make Lummi a prosperous nation. The reef net is dependent upon two canoes to harvest salmon, a partnership arising out of shared goals. In the same spirit, the Lummi Nation today seeks partnerships with those who are committed to bringing prosperity to northwest Washington.



## A. Overview of the CEDS Planning Process

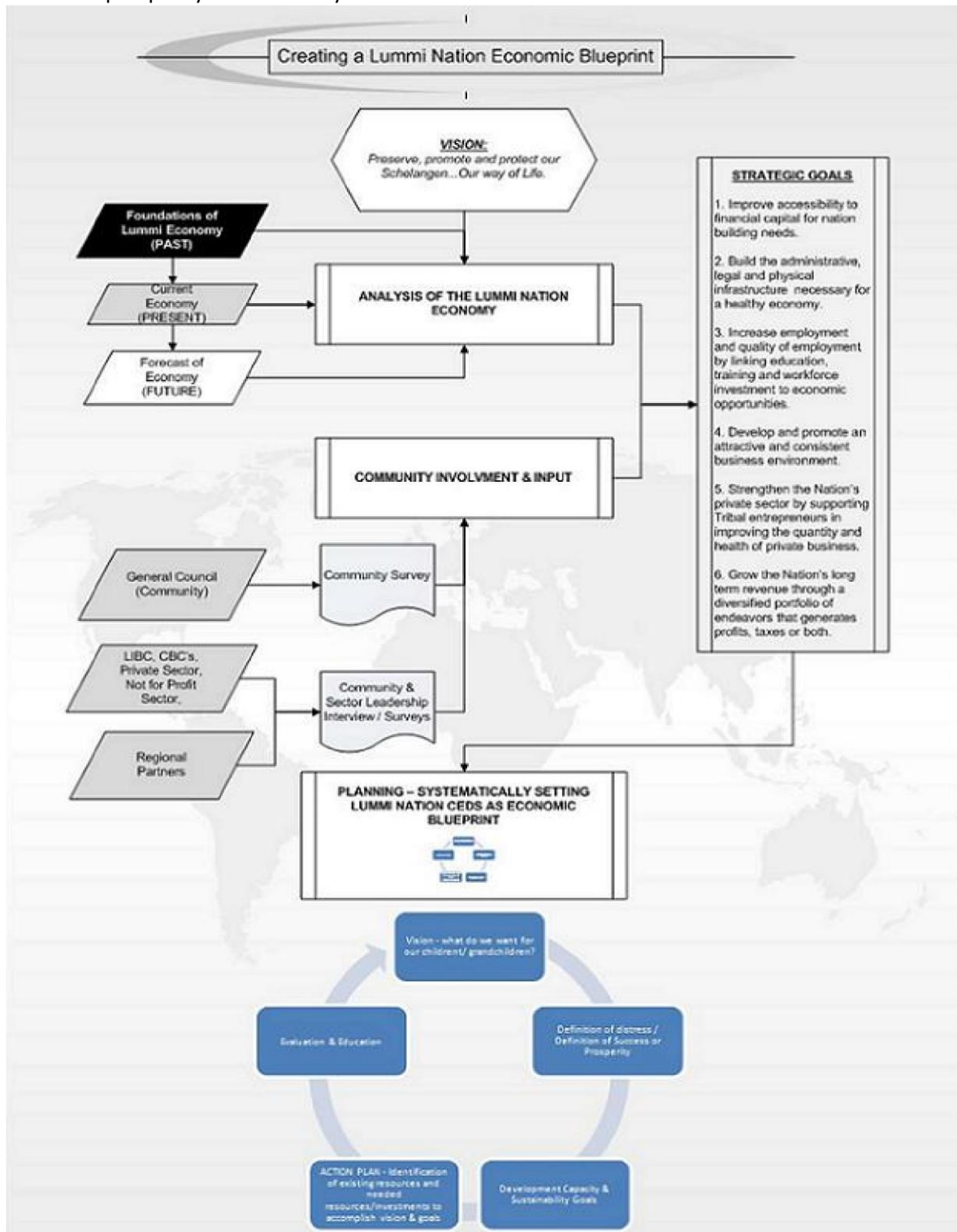
### A.1 Philosophical and Legal Basis for Lummi Nation CEDS

The purpose of this process pursuant to [42 U.S.C. § 3162](#) and [13 C.F.R. Chapter III, Part 303, Section 303.7](#), the Comprehensive Economic Development Strategy (CEDS) is designed to bring together the public and private sectors in the creation of an economic roadmap to diversify and strengthen the regional economy. The CEDS should analyze the regional economy and serve as a guide for establishing regional goals and objectives, developing, and implementing a regional plan of action, and identifying investment priorities and funding sources.



## A.2 Process for this CEDS

The CEDS is the result of a regionally owned planning process designed to build capacity and guide the economic prosperity and resiliency of the Lummi Nation.



## A.3 CEDS Strategy Committee

### **Government**

Historically, the Lummi people lived and prospered from the resources of their native lands. They travelled freely among the islands, lowlands and mountains of the upper Puget Sound and Georgia Straits. Lummi villages were clusters of cedar plank long houses shared by groups of families. Common language and culture were shared with other natives referred to as the Straights Salish. This group included the Semiahmoo, the Saanich, the Songhees, the Sookes, the Klallams and the Samish.

The Lummi means of subsistence were salmon fishing, shellfish, plant gathering, and hunting. Salmon fishing was of such importance that each year the Lummi celebrated the First Salmon, treating the first netted salmon as a special guest.

Today, the Lummi Nation is comprised of 5,470 enrolled tribal members that reside on and off reservation boundaries. Within certain restrictions imposed by the U.S. Government, the Tribe has jurisdiction over activities occurring on the Reservation has rights to economic and other benefits resulting from the use of the Reservation property and resources.

### **Lummi Indian Business Council**

The Lummi Indian Business Council (LIBC) is the duly elected governing body of the Lummi Tribe of the Lummi Indian Reservation by authority of the Constitution and By-Laws of the Lummi Nation as approved on April 10, 1970, by the Assistant Commissioners of Indian Affairs. The Lummi Indian Business Council became self-governing under congressional legislation in 1994.

The Council members are elected officials who represent the highest decision-making authority for the Nation and are strong advocates of the Economic Development planning process. The LIBC is comprised of eleven (11) enrolled Lummi tribal members who are elected to three-year staggered terms by members of the Lummi Nation General Council. A minimum of seven (7) members must live on the reservation. Following each election, the LIBC at their first meeting elect Officers from their own membership to serve for one-year terms. The LIBC elected Chairman, Vice-Chairman, Secretary and Treasurer carry out the constitutional duties of their offices in accordance with the Lummi Constitution, Codes, and legislative action.

The responsibilities of the Council include maintaining a government-to-government relationship with federal, state, county, city, and other tribal governments.

### **The CEDS Strategy Committee**

The CEDS Strategy Committee is the principal facilitator of the CEDS process and established by the Lummi Indian Business Council. The Strategy Committee represents the main economic interests of the region, including economic development, private industry, local government, education, workforce development, civic organizations, minority, and special interest groups. The CEDS Strategy Committee meets to discuss progress and make recommendations to the CEDS document based on changes of the economic environment.

The CEDS Strategy Committee represents all the major interest of the local community and reflects the diverse goals to be realized, directly and indirectly, through implementation of the action plan. As the initial efforts are carried out and subsequent annual action plans are drafted, representatives from future interest groups will be identified and encouraged to participate. The public and private sector interests



represented in the composition of the CEDS Committee demonstrate the widespread commitment to the development of the Lummi Nation economy.

The Office of Economic Policy compiles and drafts the annual CEDS update. Primary data is gathered through periodic surveys, by interviews with elected officials, various tribal government staff, local businesses, community oversight groups, and resident tribal members. Secondary research is collected through traditional means of official reports and contracted analysis from third party analysts.

The Lummi Indian Business Council approves and adopts the Comprehensive Economic Development Strategy (CEDS) and annual updates prior to submittal to the Economic Development Administration (EDA).

***CEDS Strategy Committee members:***

All Elected Council Members (see Appendix A)

All Directors of the Lummi Indian Business Council

## B. Summary Background

*A summary background of the economic conditions of the region.*

### B.1 Demographic and Socioeconomic Data

*Including the human capital assets of the area and labor force characteristics such as the educational attainment of the working age population*

#### Population

Sex and Age	Estimate	ACS Margin of Error
<b>Total population</b>	5,213	(+/-469)
Male	2,423	(+/-265)
Female	2,790	(+/-278)
<b>Age</b>		
Under 5 years	393	(+/-88)
5 to 9 years	290	(+/-85)
10 to 14 years	313	(+/-80)
15 to 19 years	324	(+/-92)
20 to 24 years	414	(+/-125)
25 to 34 years	700	(+/-121)
35 to 44 years	554	(+/-111)
45 to 54 years	618	(+/-142)
55 to 59 years	357	(+/-80)
60 to 64 years	366	(+/-70)
65 to 74 years	584	(+/-96)
75 to 84 years	243	(+/-67)
85 years and older	57	(+/-25)
<b>Population Characteristics</b>		
American Indian and Alaska Native	2,478	(+/-305)
Veterans	277	(+/-59)
Foreign Born	266	(+/-84)
Disabled	976	(+/-92)

*Table 1 2017-2021 American Community Survey 5-Year Estimates - U.S. Census Data*

## Lummi Enrollment

	2021	2022	2023	2024	2025	2026
<b>TOTAL ENROLLED LUMMI</b>	<b>5327</b>	<b>5356</b>	<b>5470</b>	<b>5526</b>	<b>5583</b>	<b>5639</b>
Males	2713	2722	2783	2812	2841	2870
Females	2614	2634	2687	2714	2742	2769
<b>17 YEARS AND YOUNGER</b>	<b>1351</b>	<b>1348</b>	<b>1402</b>	<b>1407</b>	<b>1414</b>	<b>1419</b>
Males	729	723	755	759	764	768
Females	622	625	647	648	650	651
<b>18 YEARS - 54</b>	<b>2904</b>	<b>2922</b>	<b>2930</b>	<b>2945</b>	<b>2959</b>	<b>2974</b>
Males	1485	1493	1497	1505	1512	1520
Females	1419	1429	1433	1440	1447	1454
<b>55 YEARS AND OLDER (to 99)</b>	<b>1072</b>	<b>1086</b>	<b>1139</b>	<b>1174</b>	<b>1210</b>	<b>1245</b>
Males	499	506	531	548	565	581
Females	573	580	608	626	645	664
<b>MEMBERS LIVING ON RESERVATION</b>	<b>2478</b>	<b>2957</b>	<b>3019</b>	<b>3081</b>	<b>3143</b>	<b>3205</b>
<b>MEMBERS LIVING OFF RESERVATION</b>	<b>2735</b>	<b>2790</b>	<b>2843</b>	<b>2896</b>	<b>2949</b>	<b>3002</b>

Table 2 Population Projections

The Lummi Nation Enrollment Office collects and electronically stores all pertinent documents and records of birth, deaths, and marital status, concerning each enrolled member of the Lummi Nation. In addition, they help parents of newborn babies with the enrollment process.

Information on births and deaths by age, sex and cause is the cornerstone of public health planning. When births and deaths are not documented, governments cannot design effective public health policies or measure their impact. According to the Enrollment Department, the Lummi people averaged 150 new enrollments per year and about 35 deaths per year.

There are 5,470 enrolled tribal members as of 4/22/2022, according to the Lummi Enrollment Office. The population on the Lummi Indian Reservation is 5,213<sup>1</sup>, with 2,478 being American Indian Alaska Native. By 2025, the population is projected to be 6092 tribal members, which results in an addition 7.5% growth.

<sup>1</sup> 2017-2021 American Community Survey 5-Year Estimates <https://www.census.gov/tribal/?aianihh=2070>

## Education Attainment

The education level of the tribal population has increased dramatically over the last decade. The U.S. Census Bureau, 2017-2021 American Community Survey 5-Year Estimates show percentage of the population with a High School diploma (or GED) or higher was 90.5%<sup>2</sup>. Likewise, the percentage of the tribal population with a bachelor’s degree or higher was 20.2%.

The jump in some High School, Associates Degree and bachelor’s degree rates can be directly attributed to two factors. First, the Northwest Indian College, which in addition to an Associate Degree program added multiple Bachelor Programs.

The second factor is the relocation of the Lummi Tribal School from emergency trailers to a new K-12 facility in 2004. However, even though great strides have been made in education, the tribal population still lags behind the rest of Whatcom County – particularly in percentage of the population with a bachelor’s degree at 38.3%<sup>3</sup>.

## Employment

Employment Status	Estimate	ACS Margin of Error
Population of 16 years and over	4,191	(+/-363)
In labor force	2,391	(+/-235)
Civilian labor force	2,391	(+/-235)
Employed	2,227	(+/-211)
Unemployed	164	(+/-164)
Armed Forces	0	(+/-18)
Not in labor force	1,800	(+/-267)
Unemployment Rate	6.9%	(+/-2.8%)

Unemployment, which had peaked during the pandemic (13 percent in the second quarter of 2020), registered to 3.5 percent as of December 2022 – the lowest rate since 1969. Consequently, companies looking to hire are facing an extremely tight labor market. Access to talent is a top concern and Tribal employers are having difficulty attracting, retaining, and expanding business in our community.

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<sup>2</sup> <https://www.census.gov/tribal/?aianihh=2070>

<sup>3</sup> <https://www.census.gov/quickfacts/fact/table/WA,whatcomcountywashington/HSG445220>

## Income

The household incomes on the Lummi Indian Reservation are very wide ranged. Incomes range from less than \$10,000 to more than \$200,000. However, the income of the more affluent non-tribal population distorts the actual statistics of the tribal population, which lag.

Comparisons were made along key economic indicators to better understand how Lummi's economic situations match up within the region, the U.S (and American Indians/Alaska Natives (AI/AN). The median household income of a Lummi tribal household is only \$61,861<sup>4</sup> as compared to Whatcom County's \$72,055<sup>5</sup> and Washington State's \$84,247<sup>6</sup>. Lummi is not up to the same levels. However, in comparison to AI/AN (\$49,906) in general and to Bellingham (\$59,163), the Lummi Nation is doing better.

Moreover, Lummi tribal households are typically multigenerational. As a result, the United States Census Bureau American Fact Finder reports that there are more people in the average Lummi household size of an owner-occupied unit is (2.69) than a Whatcom County (2.44)<sup>7</sup> or Washington State (2.55) household.

Unfortunately, a comparison of per capita income shows that incomes on the Lummi Reservation are less than Whatcom County (which includes the Lummi Reservation, therefore the Lummi Reservation income is lowering the overall average Whatcom County income. So, in actuality, if the Lummi Reservation were excluded, the County average would be even higher), the United States, and the rest of Washington State.

As mentioned above, the non-tribal residents have incomes higher than Lummi Tribal Members. As a result, the per capita income of a Lummi Tribal Member living on the Lummi Reservation is even less than the \$30,333<sup>8</sup>. Per capita income is \$39,035 for Whatcom County<sup>9</sup>; \$46,177 for Washington State<sup>10</sup>; and \$38,332 for the United States<sup>11</sup>.

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<sup>4</sup> <https://www.census.gov/tribal/?aianihh=2070>

<sup>5</sup> [https://www.census.gov/search-results.html?q=whatcom+county+&page=1&stateGeo=none&searchtype=web&cssp=SERP&\\_charset=UTF-8](https://www.census.gov/search-results.html?q=whatcom+county+&page=1&stateGeo=none&searchtype=web&cssp=SERP&_charset=UTF-8)

<sup>6</sup> [https://www.census.gov/search-results.html?q=Washington+median+household+income&page=1&stateGeo=none&searchtype=web&cssp=SERP&\\_charset=UTF-8](https://www.census.gov/search-results.html?q=Washington+median+household+income&page=1&stateGeo=none&searchtype=web&cssp=SERP&_charset=UTF-8)

<sup>7</sup> <https://www.census.gov/quickfacts/fact/table/WA,whatcomcountywashington/HSG445220>

<sup>8</sup> [https://www.census.gov/search-results.html?q=Lummi+Reservation+per+capita+income&page=1&stateGeo=none&searchtype=web&cssp=SERP&\\_charset=UTF-8](https://www.census.gov/search-results.html?q=Lummi+Reservation+per+capita+income&page=1&stateGeo=none&searchtype=web&cssp=SERP&_charset=UTF-8)

<sup>9</sup> [https://www.census.gov/search-results.html?q=Whatcom+County+per+capita+income&page=1&stateGeo=none&searchtype=web&cssp=SERP&\\_charset=UTF-8](https://www.census.gov/search-results.html?q=Whatcom+County+per+capita+income&page=1&stateGeo=none&searchtype=web&cssp=SERP&_charset=UTF-8)

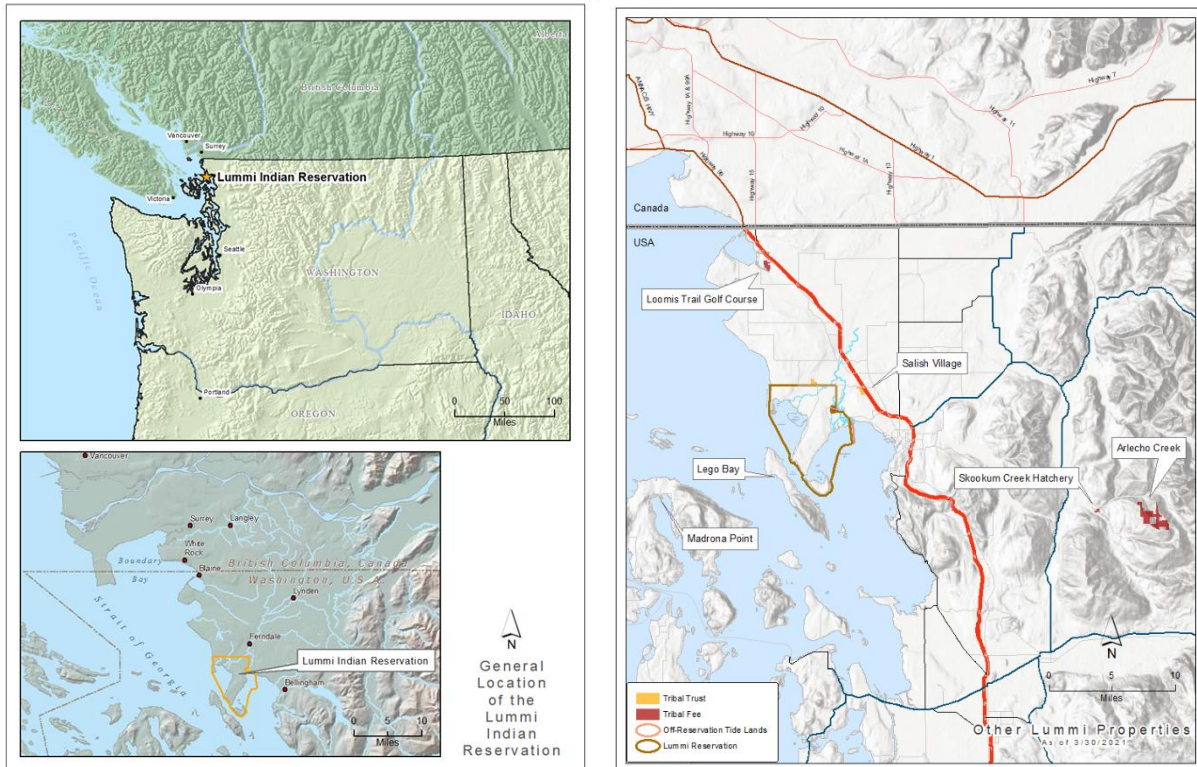
<sup>10</sup> [https://www.census.gov/search-results.html?q=Washington+per+capita+income&page=1&stateGeo=none&searchtype=web&cssp=SERP&\\_charset=UTF-8](https://www.census.gov/search-results.html?q=Washington+per+capita+income&page=1&stateGeo=none&searchtype=web&cssp=SERP&_charset=UTF-8)

<sup>11</sup> [https://www.census.gov/search-results.html?q=United+States+per+capita+income&page=1&stateGeo=none&searchtype=web&cssp=SERP&\\_charset=UTF-8](https://www.census.gov/search-results.html?q=United+States+per+capita+income&page=1&stateGeo=none&searchtype=web&cssp=SERP&_charset=UTF-8)

## B.2 Environmental, Geographic, Climatic, Cultural and Natural Resources

### Geographic

Understanding the Lummi Nation economy begins with understanding the geography of the Lummi Indian Reservation and surrounding areas. The Lummi Indian Reservation is located approximately 8 miles west of Bellingham, Washington, 90 miles north of Seattle, Washington and 60 miles south of Vancouver, British Columbia, Canada.



The Reservation is comprised of a five-mile-long peninsula, which forms Lummi Bay on the west and Bellingham Bay on the east; a northern upland area and the smaller peninsula of Sandy Point on the west; the flood plains and deltas of the Lummi River and the Nooksack River; Portage Island; and associated tidelands.

The Nooksack River, on the eastern boundary of the Reservation, drains a watershed of 786 square miles and discharges into Bellingham Bay (and partially to Lummi Bay via the Red River, during flooding). Because the main peninsula is south of the Nooksack and Red Rivers, each year it is completely isolated from trade partners and emergency services, such as fire departments and ambulances, due to flooding.

Approximately 38 miles of highly productive marine shoreline surround the Reservation on all but the north and northeast borders. Much of the high-density development to date has occurred along the marine shoreline. The Reservation also features relatively low topographic relief and a temperature marine climate. Today the Reservation uplands encompass approximately 13,000 acres and the tidelands are approximately 7,000 acres.

The Lummi Nation also owns additional tribal lands outside of the reservation and they include: Loomis Trail, Salish Village, Lummi Island, Orcas Island, Lopez Island and Portage Island.

Archaeological evidence show that the Lummi people followed patterns of seasonal movement between the San Juan Islands and the mainland, from large winter villages to smaller resource camps occupied in other seasons. Because of the exposure to severe winter winds and storms of the Strait of Juan de Fuca, those sites found within were considered more likely seasonal, rather than permanent settlements, but still of the utmost importance to the Lummi people today.

Lummi people inhabited the area for more than 11,000 years after the continental ice sheet receded. They hunted and gathered, used dugout cedar canoes for transportation, and wild salmon was the primary food source.



*Figure 1- The First Ones - San Juan Island National Historic Park (U.S. National Park Service)*

## Climatic

Pacific Northwest climate and ecology are largely shaped by the interactions that occur between seasonally varying weather patterns and the region’s mountain ranges.

Approximately 75 percent of the region’s precipitation occurs in just half the year (October – April) when the PNW is on the receiving end of the Pacific storm track. Much of this precipitation is captured in the region’s mountains, influencing both natural and human systems throughout the PNW. Precipitation is generally light during the summer, increases in the fall, peaks in December, and then decreases through the spring with a slight increase in May and June followed by a sharp drop near the first of July. From late spring to early fall, high pressure to the west generally keeps the Northwest fairly dry. These seasonal variations are related to changes in large-scale atmospheric circulation occurring over the Pacific Ocean, including the Gulf of Alaska.

Mild year-round temperatures, abundant winter rains, and dry summers characterize climate in the low-lying valleys west of the Cascades. Average annual precipitation in most places west of the Cascades is more than 30 inches. Precipitation in the mountains is much higher. The western slopes of the Olympic and Coast Mountain ranges – the first recipients of winter storms – typically receive about 118 inches per year, with some locations on the Olympic Peninsula exceeding 200 inches per year. Average annual precipitation in the Cascades typically exceeds 100 inches or more. The Cascades are often among the snowiest places on Earth.

Based on climate data collected at Bellingham Airport, the average annual precipitation on the Reservation is approximately 36 inches. On average, November December and January are the wettest months; June, July and August are the driest months. Wind data for Bellingham indicates that the prevailing wind direction on the Reservation is from the south and southeast, with gusts upward of 80 miles per hour.

There are four weather stations in Whatcom County that have collected precipitation and temperature data over an extended time period: Bellingham, Blaine, Clearbrook and Glacier. Standard [AWN](#) weather variables include air temperature, relative humidity, dew point temperature, soil temperature at 8 inches, rainfall, wind speed, wind direction, solar radiation, and leaf wetness.

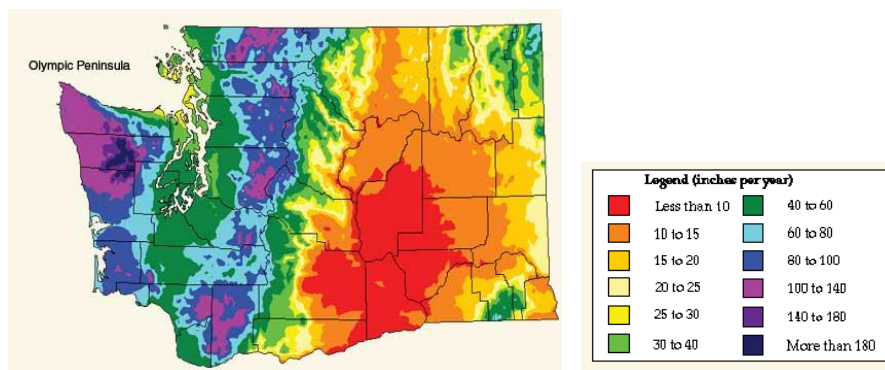


Figure 2 - Average Annual Precipitation in Washington State



## Cultural

The phrase “Usual and Accustomed Grounds and Stations” (U&A) comes from Article 5 of the [Treaty of Point Elliott](#), which was signed in 1855 and ratified by the United States Senate in 1859.

Indian Tribes in Washington State who signed treaties with the United States in the mid-1850’s retained the right to “fish” at all “usual and accustomed grounds and stations” (U&A). That is, where they had traditionally harvested water, dwelling, animals, and plants before the Treaty. Usual and accustomed areas refer to fishing activities and are not applicable to hunting and gathering activities on terrestrial areas, which are governed by other portions of the Treaty. The U&A includes the shoreline areas involved in the fishing activities, as well as access to the water across uplands.

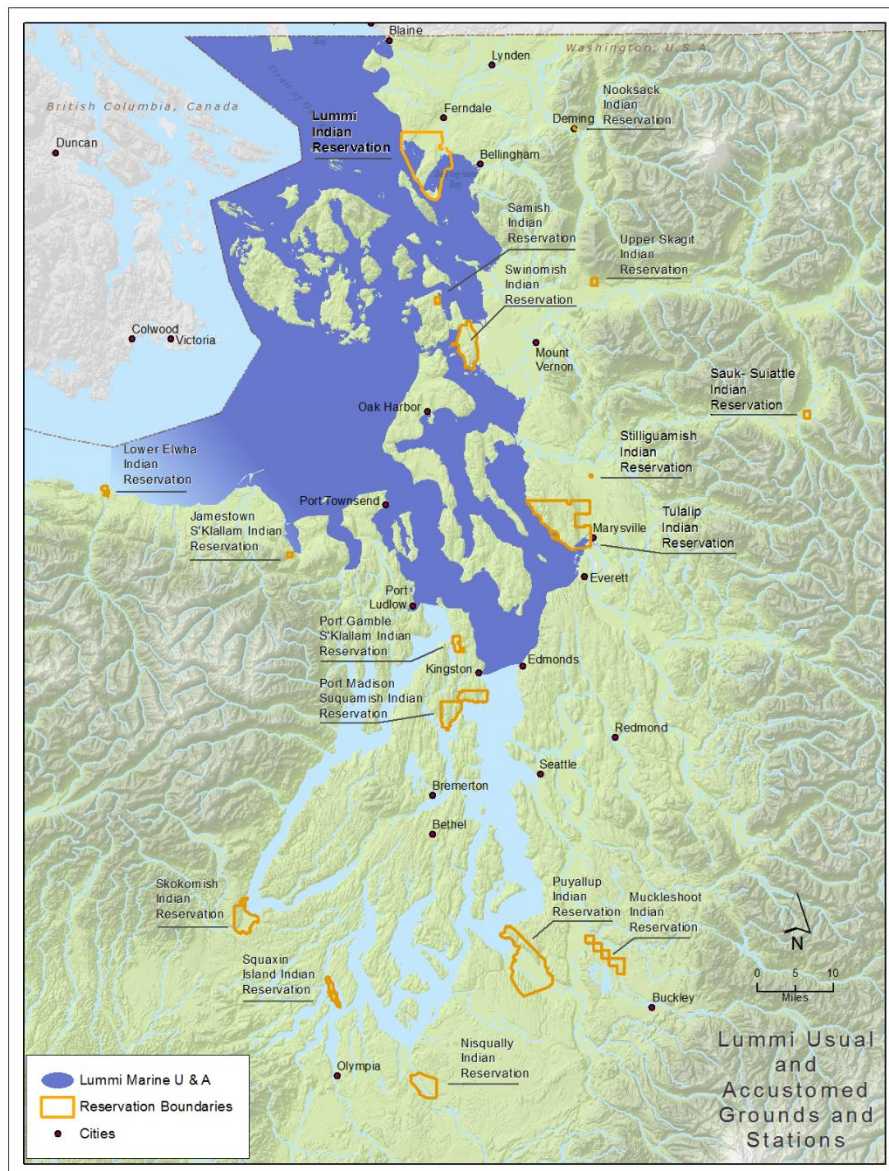


Figure 3 Lummi Usual and Accustomed Grounds and Stations

## Natural Resources

### **Fisheries Management**

Lummi Natural Resources (LNR) is a co-manager of several Treaty-reserved fisheries: Chinook salmon, sockeye salmon, coho salmon, chum salmon, pink salmon, Dungeness crab, Manila clams, sea cucumbers, geoduck clams and sea urchins. In support of this, LNR performs several related activities:

- Negotiates management agreements with the State and other tribal co-managers
- Files regulations to open fisheries and maintains a fishery hotline for Lummi fishers.
- Issues fishing permits to tribal members – 521 registered fishers between July 2021-June 2022
- Maintains a tribal fishing vessel registry and issues tribal vessel licenses – 446 registered
- Samples biological data from the catch
- Conducts crab shell-condition testing
- Stock assessment (population) surveys
- Determines harvest targets for on-reservation fisheries
- Provides harvest monitoring required by the International Shellfish Sanitation Program and the FDA
- Tracks and reports harvest data by harvest area from wholesale buyers.
- Coordinates with Lummi Law & Order and tribal lawyers to ensure compliance with fishery regulations

POUNDS HARVESTED BY LUMMI FISHERS							
	2016	2017	2018	2019	2020	2021	2022
CHINOOK	100,837	170,793	93,788	85,238	51,287	89,532	142,181
CHUM	692,817	653,163	318,056	43,920	339,026	33,483	539,190
COHO (SILVER)	363,707	165,651	306,054	147,300	256,261	306,505	296,514
COON STP SHRIMP	10,172	20,656	30,594	48,671	36,266	20,165	42,312
CRAB	1,533,162	1,774,016	1,872,755	1,307,888	1,617,379	1,363,841	1,215,379
GEODUCK	29,943	29,090	17,970		19,463	46,053	31,157
GREEN SEA URCHIN	2,452	39,189	140,175	64,203	101,474	35,310	76,209
HALIBUT	64,093	27,422	23,699	18,854		14,028	39,400
MANILA CLAM	86,820	121,139	178,144	150,775	52,557	23,250	93,430
PINK	55	326,661	276	693,773	3	410,245	156
RED SEA URCHIN	226,370	94,779	127,258	200,857	26,920	65,393	66,592
SEA CUCUMBER	242,675	287,855	40,845	110,874	64,392	67,738	77,251
sockeye		3,657	1,978,015	1,796	30		959,562
SPOT SHRIMP	25,575	26,395	46,359	39,809	30,549	44,210	55,031

*Table 3 4 Pounds harvested by Lummi Fishers 2016-2022*

### **Skookum Creek Hatchery**

LIBC constructed the Skookum Creek Fish Hatchery in 1970, a salmon rearing hatchery on Skookum Creek, a tributary to the South Fork of the Nooksack River near Acme, Washington. In 1991, LIBC purchased the 15.5-acre site. In 2014, LIBC purchased two tracts of land totaling 44.8 acres adjacent to the Hatchery.

The hatchery produces 1.5 million Coho yearlings a year, a process that takes eighteen months. Five months of the year, the hatchery has two age groups of fish on-site; the yearlings that are released each spring into the waters of the South Fork Nooksack River, and the fry, which will be reared to yearling size over the winter.

Four separate projects were proposed for upgrading and modernizing the Skookum Salmon Hatchery. The purpose and objective of the projects is to meet the LIBC Department of Natural Resources goals of the 10-year development plan for Chinook and Coho salmon incubation and rearing.

The projects have been assigned ID's as the following:

1. Project B3 – Skookum Creek Stream Restoration
2. Project C1 – Expand the Existing Infiltration Gallery
3. Project C2 – Construct a Bifurcation Vault to Supply Rearing Ponds
4. Project C3 – Construct a Groundwater Recharge System

### ***Lummi Bay Hatchery***

The Lummi Bay Hatchery is a unique site that uses freshwater pumped from the Nooksack River and saltwater pumped from Lummi Bay. These two water sources allow culturists to rear the young salmon in freshwater and slowly convert to saltwater before releasing them into Lummi Bay to start their ocean journey.

The Lummi Bay Hatchery works cooperatively with Washington Department of Fish and Wildlife's Kendall Creek Hatchery for its Coho program and with the Samish Hatchery of the Washington Department of Fish and Wildlife and the Whatcom Creek Hatchery of the Bellingham Technical College for its Fall Chinook programs.

In 2020, the Lummi Bay Hatchery released 584,000 Coho salmon juveniles and released 507,192 Fall Chinook salmon. Another 500,000 Fall Chinook salmon juveniles were released from an acclimation pond located in Bertrand Creek.

Ten separate projects were proposed for upgrading and modernizing the Lummi Bay Salmon Hatchery. The purpose and objective of the projects is to meet the LIBC Department of Natural Resources goals of the 10-year development plan for Chinook, Coho, and Chub salmon incubation and rearing.

The projects need to be constructed in a specific sequence to meet those objectives. Accordingly, each project has been assigned an ID per the following:

1. Projects A1 through A5 are designed to construct new rearing tanks and facilities in accordance with a design in progress, and provided by HDR, Inc. Those projects will be constructed and commissioned while the existing rearing facilities are being used so that there will be no interruption of production from the hatchery.
2. Projects B1, B2 and B4 will upgrade and modernize the existing circular rearing ponds once the new facilities are in operation.
3. Projects C1 and C2 are support projects for enhancing the quality of water supply and for managing the waste generated by the aquaculture processes.

### ***Forestry***

Forestry is part of the Natural Resources Department (LNR) tasked with the management of forestlands. Within the boundaries of the Lummi reservation, forestry manages 5,472 acres (approximately 25% fee and 75% trust). Three conservation areas with significant forestlands include Portage Island, 971-acre parcel, and the off-reservation parcels of Arlecho Creek Watershed, comprising 2,126 acres and Madrona Point, 26 -acre peninsula on Orcas Island. These forestlands provide significant cultural, environmental, and economic value to the Lummi people. Accordingly, Forestry has the oversight and management

responsibilities for these resources to be managed in accordance with the Lummi Nation Forest Management Plan. Specific projects include:

- Forest Inventory: analysis of forest inventory data collected on approximately 1,000 plots, 250 timber stands, over 5,446 acres, developing GIS coverages and project maps based on the new inventory, site visits for reconnaissance and supplemental data collection.
- Precommercial thinning projects: stand density management in selected areas including the Party Orchard and Red River units, 10 acres, and assessments on future project areas including Joseph, Sandy, Onion, Balch, Ballew and Sucia.
- Forestry Permits: Trust Tree Removal; Fee Timber Cutting; Beachwood Cutting; Residential and Commercial Burn permits – approximately 70 permits issued annually. Permits often issued in coordination with the Technical Review Committee, comprised of LNR and the Planning Department.
- Wildland Fire: periodic involvement with local and State agencies who respond to wildland fires on LIBC lands. Monitor severe fire weather to recommend burn bans during summer months.
- BIA Forestry Compliance: complete required quarterly BIA reports - Forest Management Inventory & Planning; Forest Development; Timber Harvesting; Tribal Priority Allocation; Timber Harvest Initiative; Forest Management Deduction (FMD) and FMD Annual Expenditure Plan.
- Attended quarterly Intertribal Timber Council (ITC) Board (virtual) Meeting serving as the LIBC delegate during the formation of the Board of Directors.

**Hunting**

Lummi hunters harvested the following wildlife under Lummi hunting regulations during the 2019-2020 Hunting Harvest Management Year.

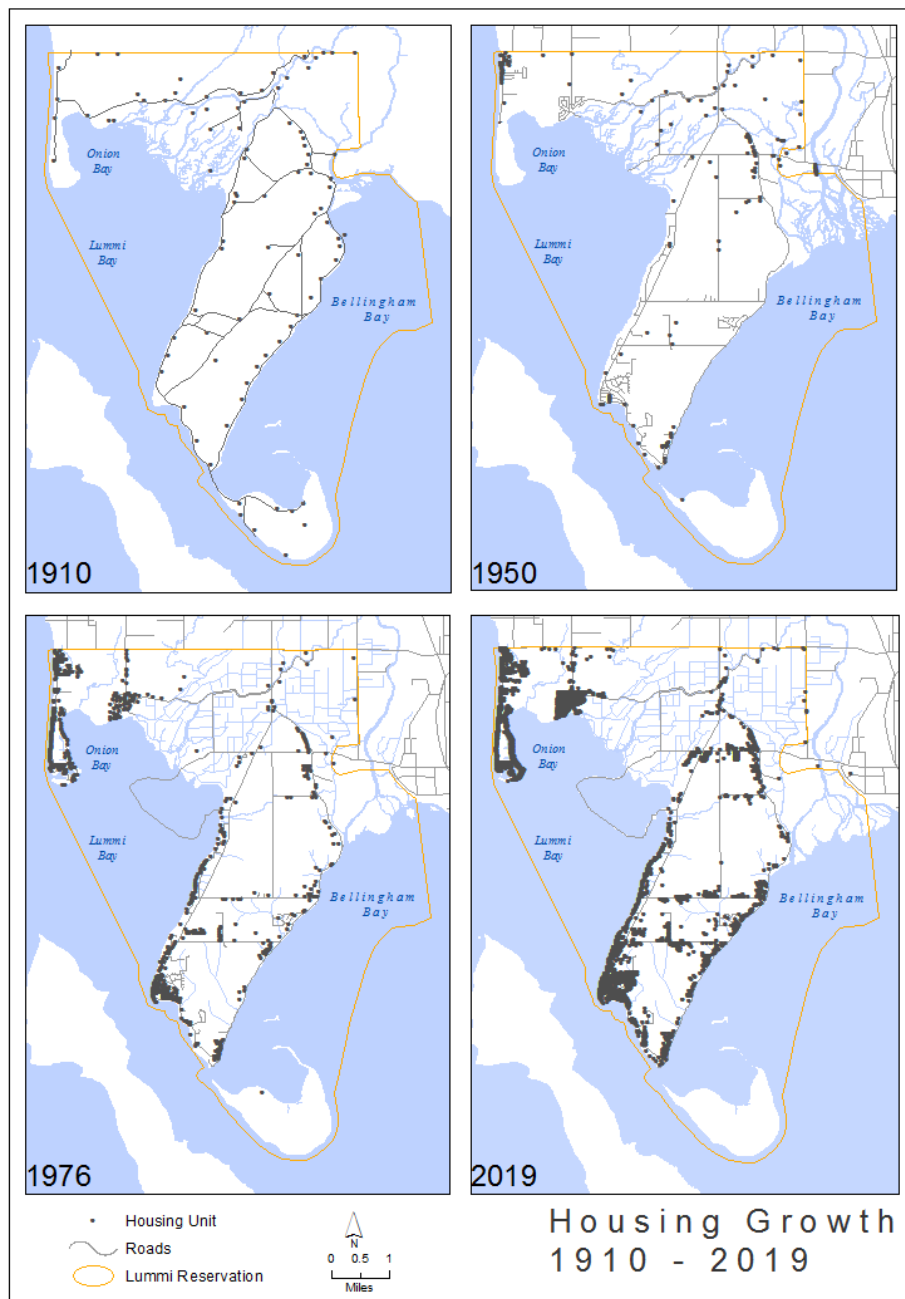
Species	Male	Female	2018-19	2019-20	2020-21	2021-22	% Change
Deer	8	8	139	16	86	62	-88
Elk	8	1	37	9	20	17	-76
Goat	0	0	1	0	0	1	-100
Bear	1	0	3	1	3	1	+67
Cougar	0	0	2	0	1	0	+200

*Table 4 2018-19 Lummi Nation Harvest Summary*

### B.3 Infrastructure Assets

To understand the infrastructure of the Lummi Indian Reservation is to understand the 1950's change in the Reservation population. In 1910, the Lummi People were living along the shores of the Salish Sea and the banks of the Nooksack and Red Rivers.

As mentioned earlier, beginning in the 1950's, non-Indians began purchasing and moving into the scenic shoreline property. To accommodate these new residents, Whatcom County changed the reservation's road system. This included the construction of Haxton Way *Cha-Choo-Sen*, running north-south, which provided access to the ferry terminal serving the off-reservation Lummi Island (bottom left on the maps).



## Land Ownership

When the Lummi leaders signed the Treaty of Point Elliott of 1855 and ceded their land, they retained the Reservation for the common use of the Tribe. Subsequent federal intervention divided the land into parcels which could eventually be converted to common tribal ownership if not occupied and developed. Federal policies in the late 1800's and early 1900's, however, prevented the conversions, resulting in dozens of "assignments".

The eventual death of the original assignees and the inheritance of undivided interests over several generations have left many parcels in multi-party ownership. Federal policy requires the consent of at least 51% of the parcel owners before any activity may occur on the land, including a lease or other exclusive rights. Much of the land on the Reservation is now held by multiple owners who are descendants of the original assignees, subject to those restrictions.

This has directly impaired development on the Reservation. Case in point: If over 100 individuals have an interest in a single 40-acre parcel on the Lummi Reservation. Since they cannot locate 51% of the owners (most are not Lummi Tribal Members, some are not U.S. citizens), they cannot sell the land – or even lease it for that matter. Instead, the land lies fallow, a complete waste of economic utility.

The land ownership checkerboard on the Reservation and generally throughout "Indian Country" is divided into five categories: Individual Native Trust, Individual Native Fee, Tribal Fee, Tribal Trust and Fee. The following table summarizes the area of uplands in each of these categories.

### ***Lummi Reservation Land Ownership***

<b>Category</b>	<b>Acres</b>	<b>Percentage</b>
Individual Native Trust	6,829.2113	52.6
Non-Tribal Fee	2,516.3154	19.4
Tribal Trust	2,511.1215	19.3
In Process of becoming Trust land	509.20912	3.9
Tribal Fee	495.33072	3.8
Individual Native Fee	130.89014	1.0
<b>TOTAL</b>	<b>12,992.078</b>	<b>100</b>

*Table 5 Lummi Reservation Land Ownership*

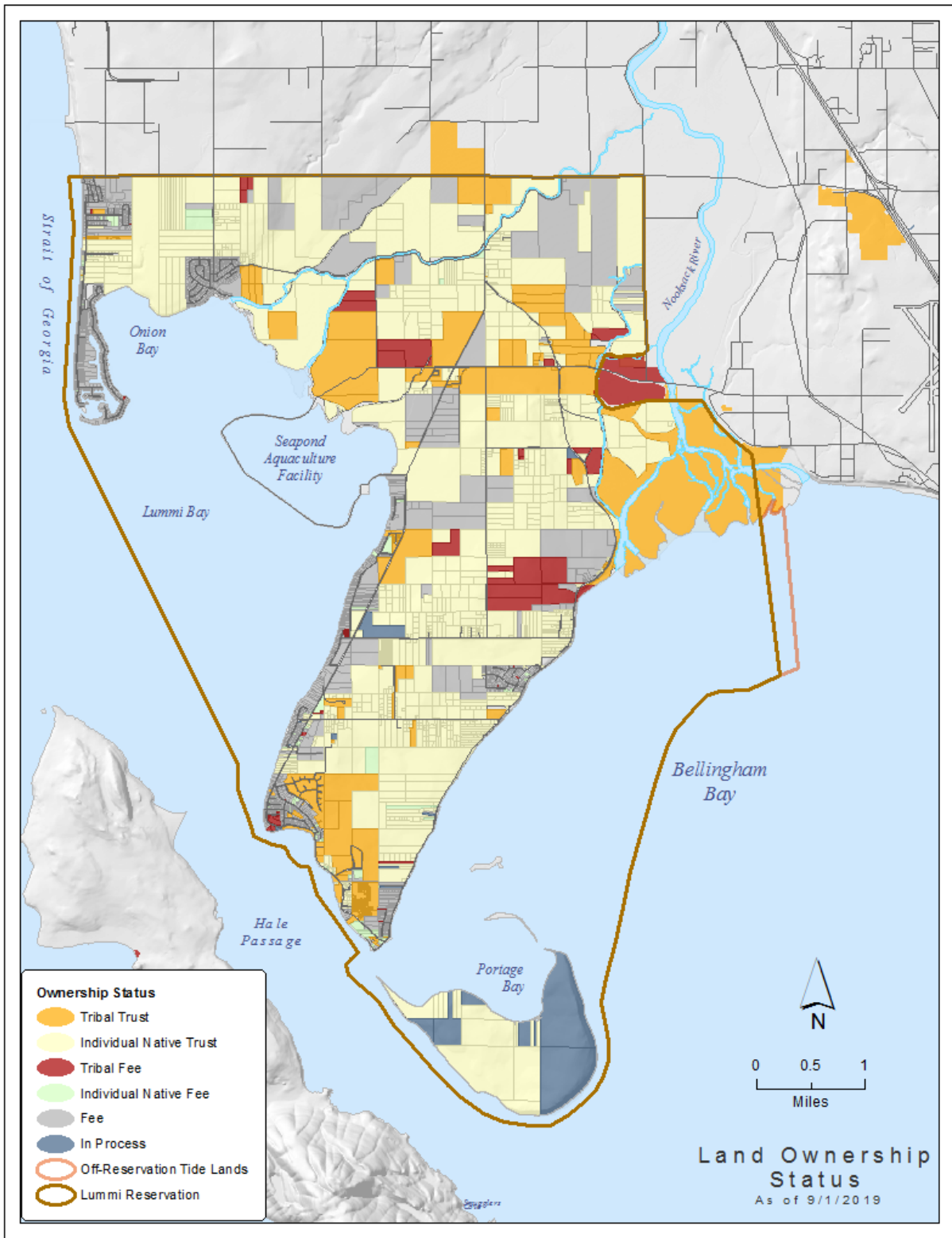


Figure 5 Land Ownership Status

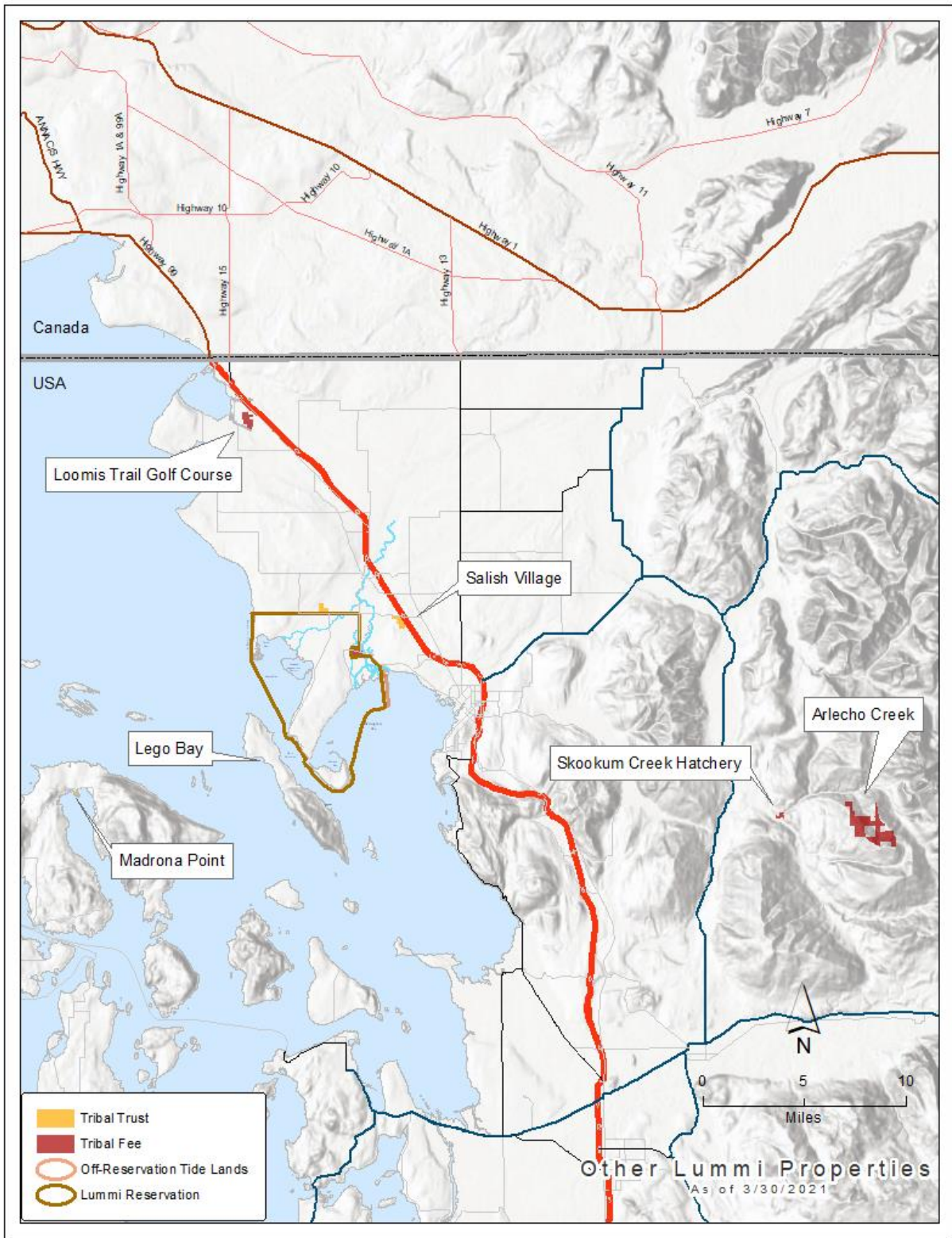


Figure 6 Land Ownership Status – Other Lummi Properties



## Land Use Patterns

**Explanation of Trust Status** Trust Status refers to Indian-owned lands where the title is held in trust and protected by the federal government. Indian people and tribes have use of the land, but ultimate control of the land remains with the federal government. Because of the extension of treaties, all land within the defined boundaries of Indian reservations and some of those owned by tribes or individuals off the reservation were initially held in “trust status”. This means that the administration and disposition of an individual or tribe’s land base is supervised by the Bureau of Indian Affairs through federal law. Thus, even though an individual Indian or tribal government may own a parcel of trust land, the land cannot be leased, sold, or mortgaged without acknowledgement and approval by the Bureau of Indian Affairs.

**Explanation of Fee Simple** This is the most basic form of land ownership. The owner holds title and control of the property. The owner may make decisions about the most common land use or sale without government oversight. In Indian Country, however, whether the owner of fee simple land is Indian or non-Indian is a factor in deciding who has jurisdiction over the land. Due to the “checker boarding” of Indian reservations, different governing authorities – such as county, state, federal and tribal governments – may claim the authority to regulate, tax or perform various activities within reservation borders based on whether a piece of land is Indian or non-Indian owned. These different claims to jurisdictional authority often conflict. The case law relevant to jurisdiction on these lands is complex and, on some points, inconsistent and unsettled.

**Impact of Land Ownership Policies** The overview of land ownership on the Lummi Reservation is important because of the impact it has on the development of the Reservation economy, both historically and currently.

### **Tidelands**

The tidelands are fully owned by the Lummi Nation. Likewise, the uplands on the Reservation owned by the Lummi Nation (shown as “Tribal Trust”, “Tribal Fee”, and “In Process”) include:

- the vast majority of the Nooksack River and Red River deltas,
- the Kwina Road corridor (runs east-west between the river deltas) which is where the Tribal Administrative Center, the Lummi Tribal Health Clinic, Northwest Indian College, the MBR Wastewater Facility, and most social services are located.
- Mackenzie (area located in the south end of the peninsula) which is home to the Mackenzie Housing Development, the Lummi Tribal School, Little Bear Creek Elder Facility, the Wexliem Community Building, Boat Launch, and Gooseberry Point Wastewater Facility.
- Portage Island, which is preserved in its natural state.

Land policy not only impacts land use, but the operating budget of the Lummi Nation. There are currently 2206 households on the Lummi Reservation, 1881 occupied. Beginning in the 1950’s non-Indians began purchasing and moving into the scenic shoreline property. Today 59% of the homes are owned by non-Indians.

This creates a challenge in that the Lummi Nation pays for all police, infrastructure, and other government services on the Reservation, yet the 59% of non-Indian residents of the homes pay property tax to Whatcom County, not the Tribe. Imagine the impact to any government if 59% of its residents just stopped paying taxes.

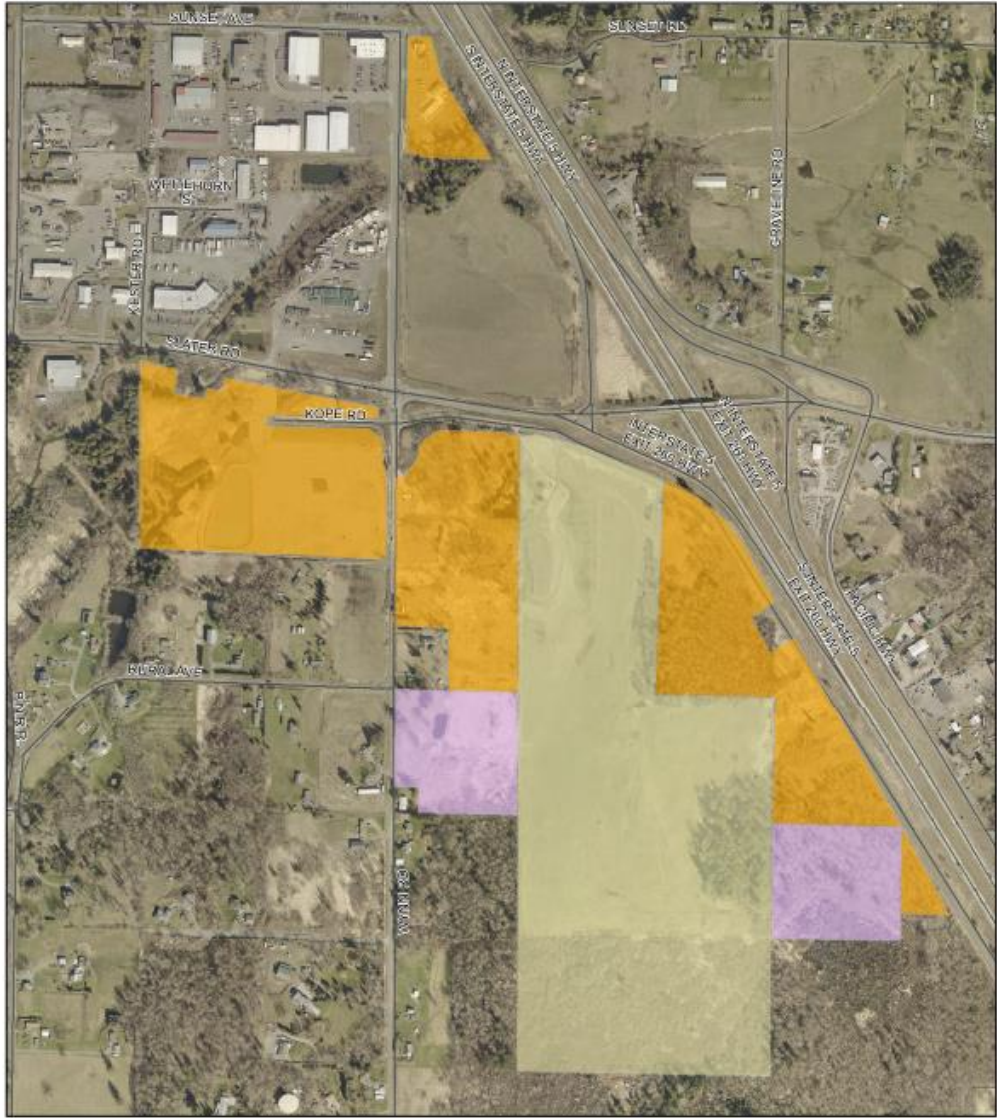
## Zoning

The zoning on the Lummi Reservation is in mostly the product of the land ownership and infrastructure issues that began in the 1950's.

For example, almost all the commercial property and approximately 50% of the mixed-use zoning on the Reservation is in the floodplain. This zoning is not because land susceptible to annual flooding is the ideal location for business, but rather because it was property where over 51% of the owners could be identified and thereby agree to sell the land. In order to promote the health, safety, and general well-being of all residents, and to promote harmony between the many interests on the Reservation, the Lummi Nation Land Use Zoning and Development Code (Title 15) and the Lummi Nation Flood Damage Reduction Code (Title 15A) provide clear development standards for current and future use.

The Lummi Planning Commission and the LIBC have classified and divided the Reservation into the following zoning categories (LIBC Resolution 2004-115, updated December 2010)

- **Residential:** The residential zone district provides land for tracts of detached single-family homes with a density range comparable to both suburban and rural residential zones, depending on the type and level of services available and neighboring development. o Rural Residential: 1-3 dwelling units per acre o Suburban Residential: 5-7 dwelling units per acre
- **Commercial:** The commercial zone district comprises land suitable for commercial and business uses to meet objectives in economic development and provide employment opportunities to improve the economic conditions of tribal government and individual tribal members.
- **Light Industrial:** The light industrial zone district provides land suitable for low impact industrial uses to meet economic development objectives and provide employment opportunities to improve the economic conditions of individual tribal members.
- **Forestry:** The forestry zone district allocates land suitable for the sustained cultivation and production of forest products and provides land for low-density rural residential development, where such mixed uses are consistent with the Comprehensive Plan and Forest Management Plan (2010)
- **Agricultural:** The agricultural zone district recognizes the importance of agriculture and allows the continuation of farming activities by allocating land for them. It also allocates land for accessory and supporting uses to farming, including residential and resource conservation. Land uses like restoration and protection of natural resources and residential development are allowed in addition to farming.
- **Open Space:** the open space zone district provides land for preservation, conservation, and restoration of environmentally and culturally sensitive areas and for low impact, outdoor recreational uses.
- **Mixed Use:** The mixed-use zone district is intended for important community centers where planned multiple uses are allowed and desirable. Any proposed use allowed in the immediately adjacent zone districts is allowed in the mixed-use zone district with a conditional use permit.
- **Marine:** The marine zone district comprises and area for treaty-reserved and tribally controlled fishing activities, seafood production, and harvest for the benefit of tribal members.

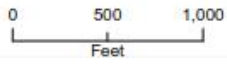


**I-5 Properties Zoning**

**Lummi Zoning**

- Agricultural
- Commercial
- Mixed Use

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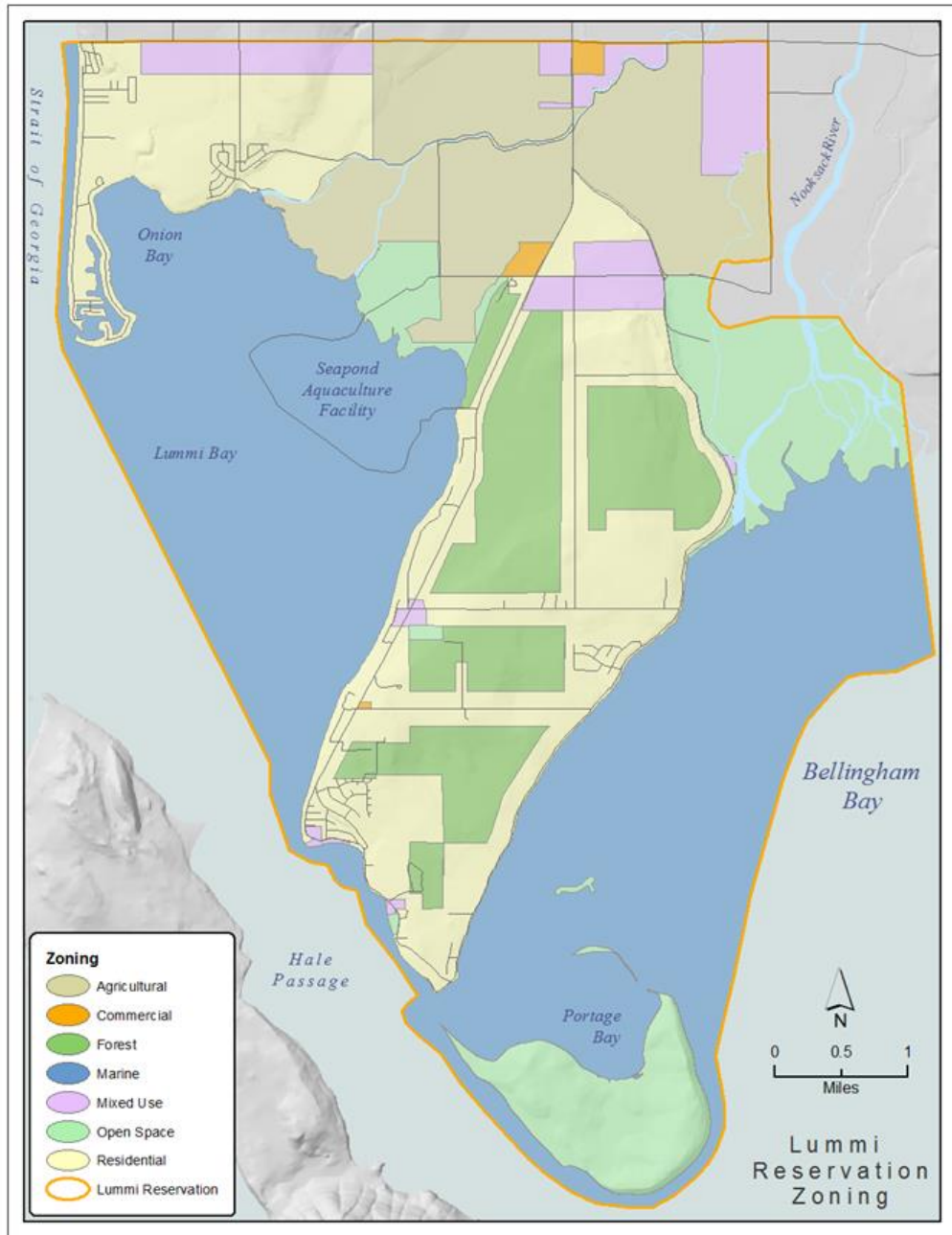
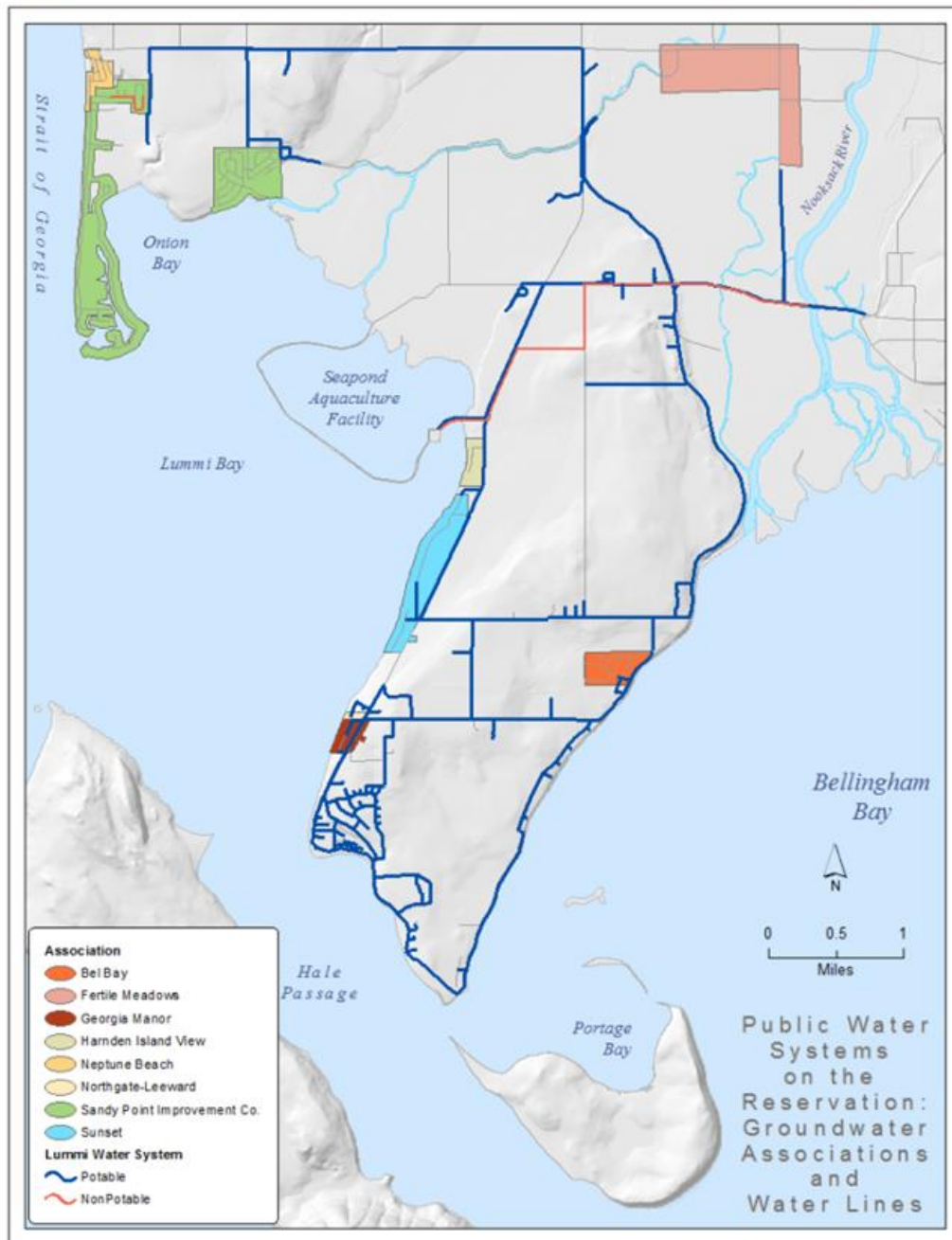




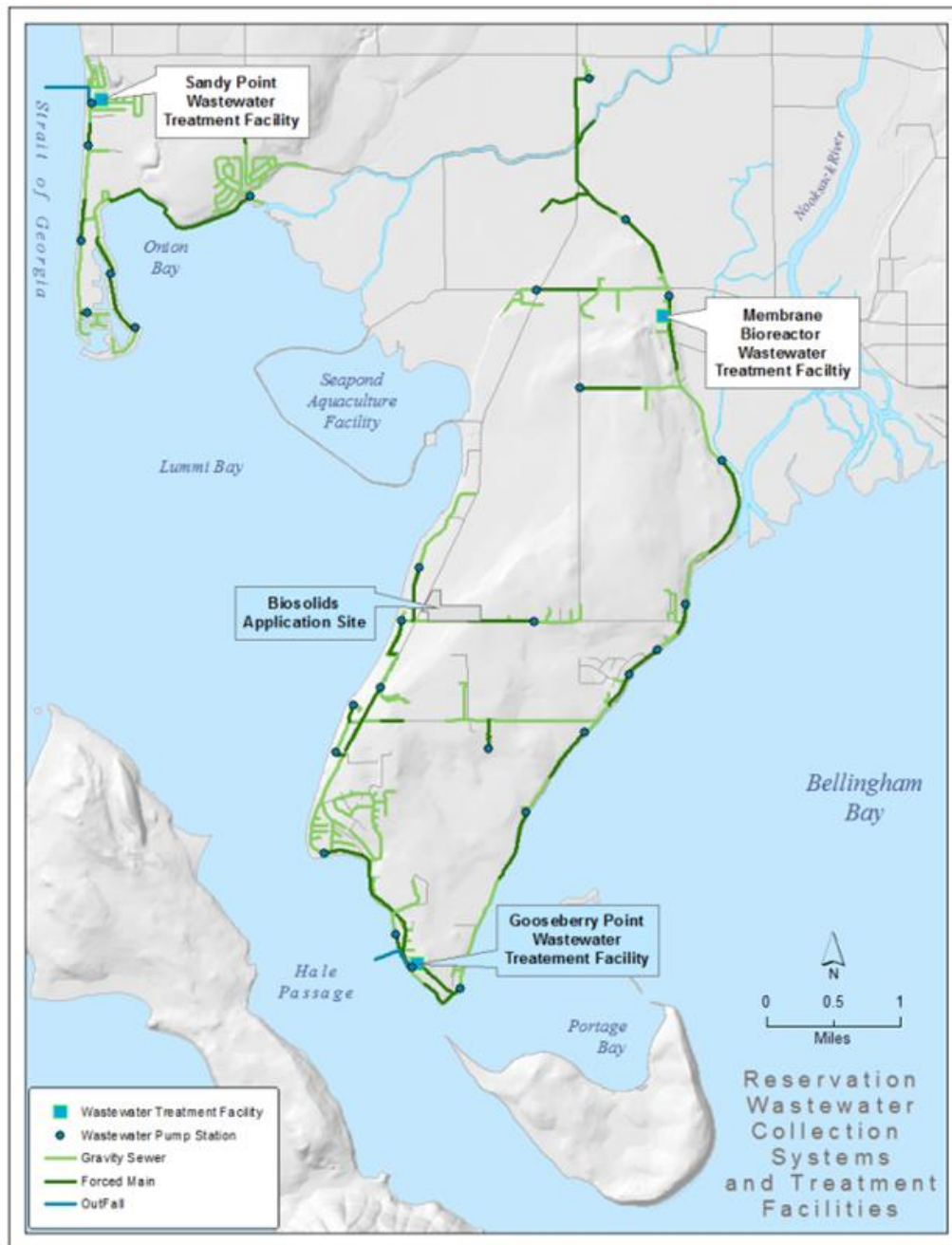
Figure 7 - Loomis Trail Zoned 1DU/10ac (Fee Status)

## Water and Sewer

Prior to 1950, almost all homes on the Reservation obtained their water by carrying it from the Nooksack or Red River. Starting in 1950, the newly arrived non-Indian population began creating water associations to service their scenic shoreline homes, Georgia Manor, Neptune Beach, Sunset, and Sandy Point Improvement Company, etc.



In 1976 the Lummi Nation formed the Lummi Water and Sewer District to provide water and sanitary services to users located within the exterior boundaries of the Reservation. Today, a nine-member board, one appointed by LIBC and eight elected by the Reservation population (both Indian and non-Indian) governs the district. The Board selects management staff, sets user charges, controls all aspects of general District management, and establishes budgets subject to LIBC approval. All assets developed by the Lummi Water and Sewer District are ultimately funded by the Lummi Indian Business Council.



## Wastewater Treatment Facilities

The LIBC has delegated responsibility for managing the Lummi Tribal Water District to the Lummi Tribal Water Board, with plenary authority.

### ***Gooseberry Point Wastewater Treatment Plant***

The Gooseberry Point Wastewater Treatment Plant (GPWWTP) exceeded its design capacity to consistently and effectively, treat human waste products. The LTWSD applied for funding for the construction and improvements to the GPWWTP, in order to, protect water quality and finfish/shellfish habitat in Hale's Passage.

### ***Kwina Road Wastewater Treatment Plant***

Lummi Tribal Sewer and Water District (LTSWD) owns and operates the Kwina Road MBR WWTP located in Bellingham, WA. The collection system has no combined sewers. The facility serves a resident population of 500. There are no major industries discharging to the facility.

### ***Sandy Point Wastewater Treatment Plant***

The Lummi Tribal Sewer and Water District owns and operates the Sandy Point Wastewater Treatment Plant. The facility is within the boundaries of the Lummi Reservation and discharges treated effluent to Washington state waters in the Strait of Georgia. The collection system has no combined sewers and there are no major industries discharging to the facility. The facility serves a resident population of 2,110.

LTSWD provides sewer service to more 1,800 customers on the Lummi Reservation. The District derives its authority and rules of operation from the Lummi Nation Code of Laws and in particular "[Title 16 Sewer and Water Code](#)".



## Telecommunications/Broadband

It is the goal of the Lummi Indian Business Council to provide broadband services to all community members living within the exterior boundaries of the Lummi Reservation, and to close the digital divide on education and workforce development to progress towards economic sovereignty and to provide broadband accessibility to residents, students, government services, entities, schools, libraries, health centers, and to first responders for public safety.

The Department of Commerce's National Telecommunications and Information Administration (NTIA) announced on September 1, 2022, it has awarded the Lummi Indian Business Council a \$15,942,129.05 grant from the Tribal Broadband Grant Program (TBGP). The LIBC will be deploying a fiber-to-the-home (FTTH) project to serve the Lummi Reservation and all tribal homes located within.

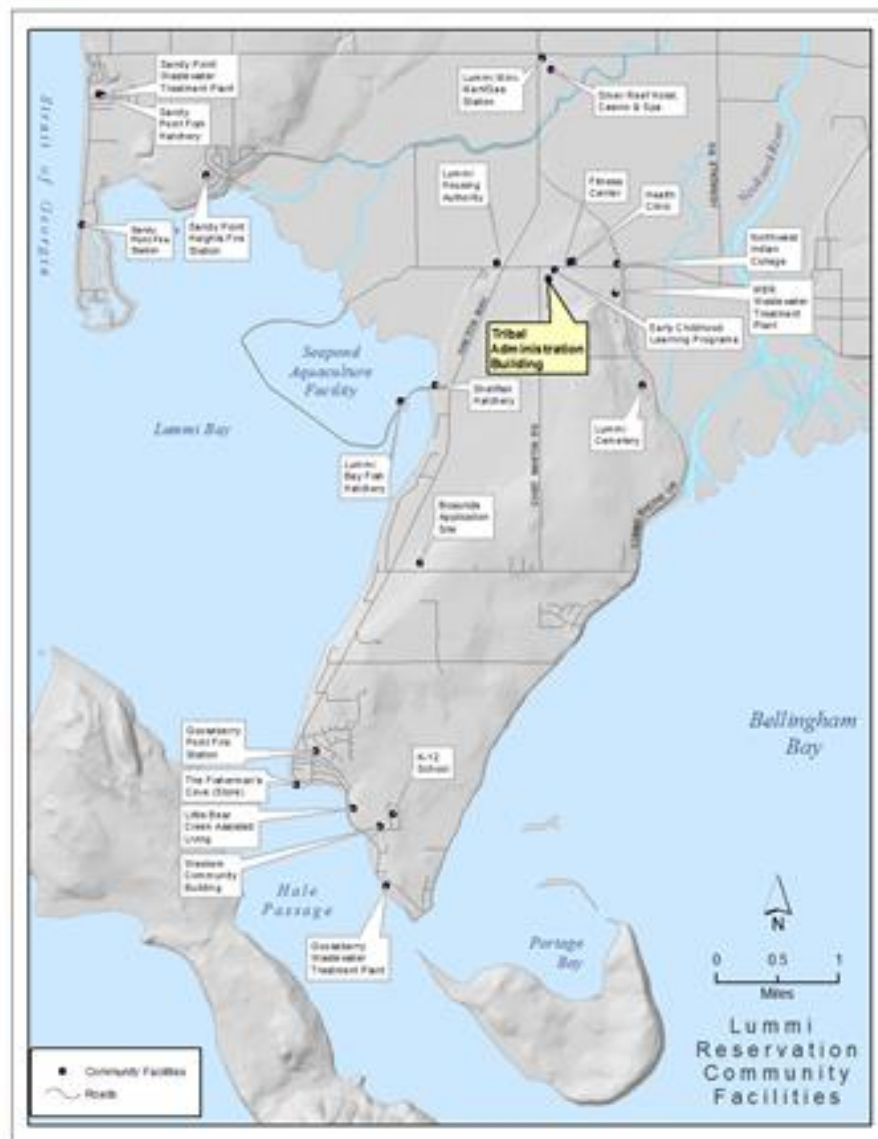
The NTIA TBGP will help bring affordable, reliable, high-speed internet service to the tribal members and surrounding community of the Lummi Reservation. In this day and age, broadband is just as crucial as electricity and is fundamental that our Lummi Tribe has access to it. There are approximately 1,881 tribal housing units within the boundaries of the reservation, along with 193 businesses and 23 anchor institutions that function with their primary location within the boundaries of the reservation.

The current broadband service is inadequate to provide sufficient access to the majority of the community. Given that approximately 46% of the population is at or near the 25/3 Mbps speed, this network was designed as a passive optical network (PON), which is a point-to-multipoint network. The PON protocol will be XGS-PON (ITU-T G.9807.1) which is 10 Gbps downstream bandwidth and 10 Gbps upstream. Compared to the GPON protocol (ITU-T G.984.2) XGS-PON has 4 times more downstream bandwidth and 8 times more upstream bandwidth. We will use a 64-way split, which will allow us to offer symmetric services of 1000-Mbps/1000-Mbps and 2000-Mbps/2000-Mbps. Our minimum residential internet offering will be 250-Mbps downstream and 250-Mbps upstream. All these service levels satisfy the NTIA minimum bandwidth requirements. In addition, we anticipate that a portion of the remaining 46 percent of the reservation population (non-tribal individuals), housing units, and businesses will migrate in the future to the better broadband service provided by this grant opportunity, as they will not be connected through this project.

Our proposed fiber-to-the-home (FTTH) project will place 31.25 miles of backbone fiber and 24.96 miles of distribution fiber for a total of 56.21 miles of fiber that will serve 1,881 homes, 23 anchor institutions, and 193 businesses. Within the identified project area, 100% of Tribal Member homes will be served. The goal of this project is to provide broadband speeds of 1 Gbps (up to 10 Gbps), symmetrical down/up to service locations throughout the Reservation boundary that do not have access to the 25/3 speed requirement for true broadband.

A number of community anchor institutions, public safety entities, critical community organizations include:

- Lummi Indian Business Council/ Admin (Government offices)
- Lummi Tribal Health Clinic
- Fitness Center
- Northwest Indian College
- Northwest Indian College Library
- Little Bear Creek - Elders
- Lummi Commercial Company
- Lummi Shellfish Hatchery
- Lummi Water & Sewer
- Lummi Bay Market at Fisherman's' Cove
- Lummi Bay Market at Mini Mart
- Lummi Bay Market at Salish Village
- Lummi K-12
- Wexliem Community Building
- Gooseberry Point Fire Station
- Lummi Housing Authority
- Silver Reef Hotel, Casino & Spa
- Te'Ti'Sen
- 260 Tobacco & Fine Spirits
- Sandy Point Heights Fire Station
- Sandy Point Wastewater Treatment Plant
- Sandy Point Fire Station



## Energy Distribution Systems

In 2016, the LIBC adopted the Lummi Nation Strategic Energy Plan 2016-2026, aimed to evaluate current and future energy needs and resources on the Lummi Indian Reservation and to identify options for improving energy efficiency and developing renewable energy resources over the 10-year planning period. The goals are to improve economic and energy self-sufficiency and to reduce emissions from energy production and use that to contribute to global climate change, air quality degradation, and other adverse environmental and human health impacts.

Tribal energy self-sufficiency has been a goal of the Lummi Nation since 1993 when the LIBC adopted a resolution to explore a proposal for a tribally owned and operated gas-fired cogeneration facility. Ultimately, the development of the cogeneration facility was not recommended, but pursuit of the option started the Lummi Nation moving toward a now long-standing goal to become more energy self-sufficient. In recent years, progress toward energy self-sufficiency has focused on reducing energy use by improving energy efficiency and producing energy from renewable sources, driven largely by increasing awareness of the economic and environmental costs of nonrenewable energy production and use.

In addition, LIBC adopted the Guiding Principles to Address Climate Change, Resolution 2014-084, directed to undertake efforts to reduce the Lummi Nation's contribution to global climate change. Climate change is caused, in large part, by the combustion of carbon-based fossil fuels (e.g. petroleum, natural gas, coal), which releases carbon dioxide (CO<sub>2</sub>), a heat-trapping greenhouse gas, into the atmosphere. Climate change affects not only air temperature (i.e. global warming), but also sea surface temperature, sea level, ocean pH (i.e. ocean acidification), precipitation patterns, storm events, and other physical systems. The LIBC finds that failure to improve energy self-sufficiency and reduce greenhouse gas emissions has a direct, serious, and substantial adverse effect on the political integrity, economic security, health and welfare of the Lummi Nation, its treaty rights, its members, and all persons present on the Reservation.

There are several energy projects, facilities, and technologies that were recently deployed at Lummi.

- 2016, Climate Change Mitigation and Adaption Strategy, Strategic Energy Plan
- 2017, [Haxton Way Pedestrian Path](#), a three-mile pathway alongside the road was marked with 70 [Carmanah EG 1710](#) outdoor solar powered lights along the walkway. Haxton Way had the highest rate of traffic fatalities on the Lummi Indian Reservation and this project helped eliminate those traffic fatalities.
- 2020, Implementation of a Solar Energy Task Force.
- 2021, the Lummi Nation School installed a 50kW solar array on the school gymnasium while featuring a Science Technology Engineering Arts Mathematics (STEAM) program that is culturally responsible and validates tribal ways of knowing. It was important to integrate curriculum with real-world applications, and in time, these technical skills will translate to jobs in clean energy, one of the fastest growing industries in the country.
- 2021, Northwest Indian College received funding for technical sessions to design renewable energy programs and projects. The proposed trainings will build the knowledge needed to build capacity for solar project developments including installation, maintenance, and troubleshooting.
- 2022, the Lummi Nation School installed another 72kW of solar array
- 2022, the Lummi Administration Building, Lummi Early Learning Program, and CARE Building installed a
- 2023, Lummi Health and Dental Facility installed a 99.8kW photovoltaic (solar electric) system in the new 50,000 sqft facility, and provided solar technology training for 7 Lummi tribal members.

Per year, the solar PV system will eliminate an estimated 77,784 pounds CO2, 48 pounds SO2, and 72 pounds NOx)

- Microgrid Feasibility Study

## Transportation and Roads

Approximately 65 miles of public roads provide access within the Lummi Indian Reservation. Slater Road, which is along the northern Reservation border, services most of the east-west traffic with direct access to the Interstate 5 corridor. Haxton Way *Cha-Choo-Sen*, Lummi View Drive, and Lummi Shore Road form a loop around the Lummi Peninsula and provide major north-south access to the tribal center, the densely populated neighborhoods near Gooseberry Point, and the Lummi Island Ferry Terminal operated by Whatcom County under the terms of a lease agreement with the Lummi Nation. There are no improved roads on Portage Island.

Roads within the Reservation boundary are categorized as either Whatcom County roads or Bureau of Indian Affairs (BIA) roads. Whatcom County is responsible for maintaining 92% of the Reservation roads. The remaining 8% of roads (approximately 5.1 miles) are maintained by the Lummi Nation. The BIA roads, part of the National Indian Reservation Roads inventory, are primarily spur roads that provide access to tribal member housing developments, aquaculture, or tribal specific utilities. County roads and BIA roads are assigned functional class values, which consider road surface, traffic volumes, connections to other roads, community access, and generally indicate the importance of the road as a traffic corridor.

The 2021-2025 Lummi Tribal Transportation Improvement Plan (TTIP) (approved via LIBC Reso 2021-097) provided a comprehensive analysis of Reservation roads including detailed descriptions of individual roads, classification definitions, traffic volumes, planned improvements, and future needs. The Planning and Public Works Departments are preparing a road safety audit.

Three bus lines, one ferry, several miles of roads, and a few miles of sidewalk comprise the Lummi Reservation transportation system. Like the peninsula it serves, the system is rural by nature. There are 65 miles of roadway, many of them in good condition. Only four percent are owned by the Lummi Nation. The majority 96 percent of the roadways are owned by Whatcom County. The Whatcom Transit Authority (WTA) operates one bus line service, which serves the Northwest Indian College, the Lummi Administration Center, Gooseberry Point, and the Lummi Island Ferry. The other two bus lines are operated by Lummi Transit fully funded by the Lummi Nation. Lummi Transit provides reservation throughout the peninsula and connects the Reservation population to the City of Ferndale located to the north.

The reservation road system has four primary parts: 1) Slater Road, 2) Haxton Way, 3) Lummi View Drive and 4) Lummi Shore Road. These roads form a “loop” around the peninsula. Slater Road forms the northern reservation boundary and is the main east-west arterial to Interstate-5. Slater Road is the major connector to the population and retail centers of Bellingham and Ferndale, and one of two entrances to the Reservation. Haxton Way is the only uninterrupted north-south route on the Reservation, running from Slater Road to Gooseberry Point. Lummi View Drive starts at the southern end of Haxton Way and follows the southern shoreline until it reaches Lummi Shore Road, which angles northwest along the eastern shoreline. Lummi Shore Road completes the “loop”, connecting again with Haxton Way just south of Slater Road.

Inside the loop, local roadways provide circulation and access. Smokehouse Road and Cagey Road run uninterrupted east – to – west connecting Haxton Way to Lummi Shore Drive. Kwina Road also runs east – to – west, and then continues east as Marine Drive into the City of Bellingham. It is the second entrance into the reservation. Sucia Drive, in the northwest corner, connects the Sandy Point residential area with

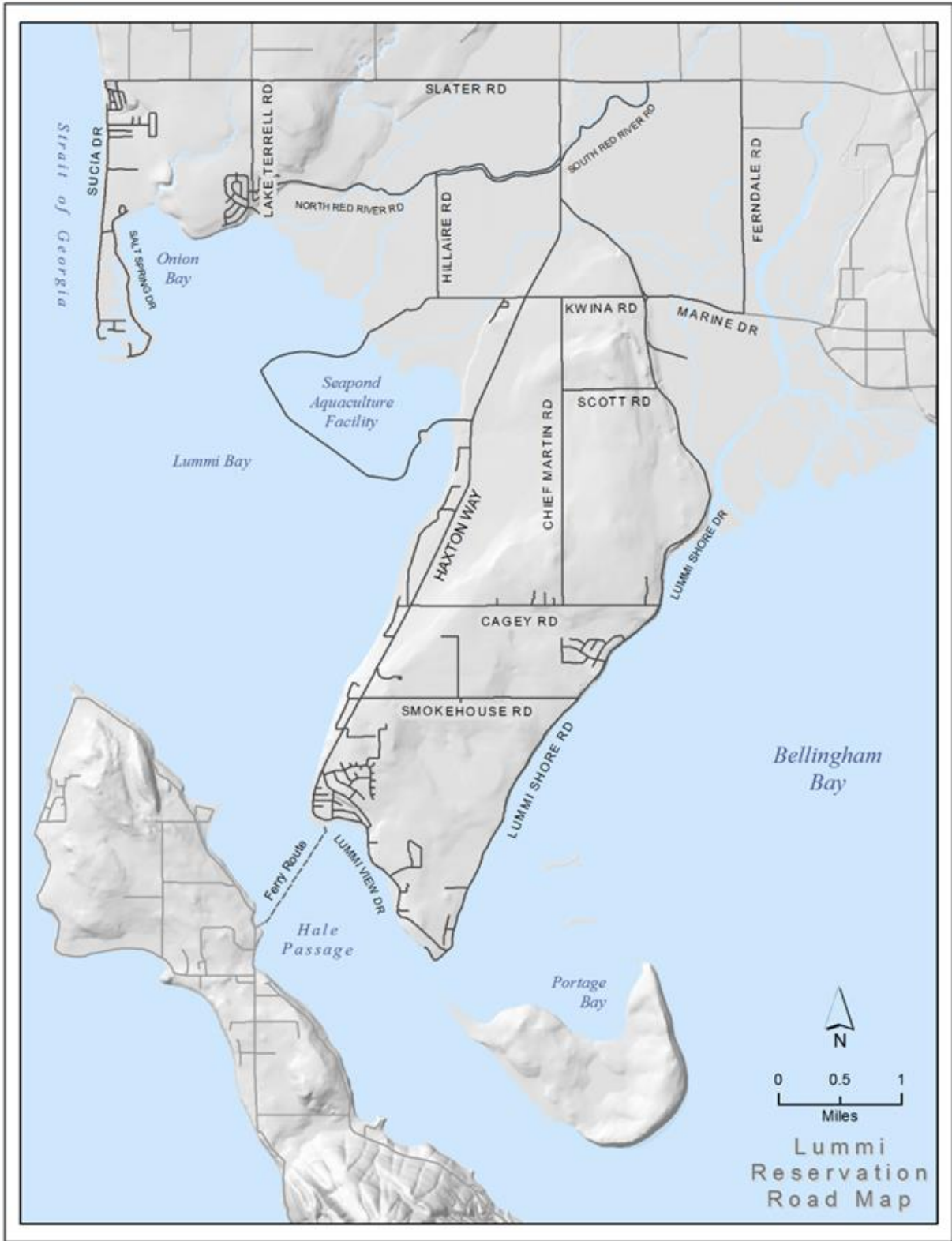
Slater Road. Several gravel roads run through the agricultural flood plain, providing local access to croplands.

Roads within the Reservation boundary are categorized as either Whatcom County roads or Bureau of Indian Affairs (BIA) roads. Since 92% of the roads are classified as Whatcom County roads, upkeep and maintenance is provided by Whatcom County. The remaining 8% (approximately 5.1 miles) are classified as Lummi Nation (BIA and Tribal roads), upkeep and maintenance are provided by the Lummi Nation. BIA and Tribal roads are part of the National Indian Reservation Roads Inventory and are primarily spur roads, which providing access to tribal member housing developments, aquaculture, or tribal specific utilities. County roads and BIA roads are assigned functional class values, which consider road surface, traffic volumes, and connections to other roads as a traffic corridor.

As identified in the 2003 Lummi Nation CEDS, the lack of street lighting and shoulders along Haxton Way, maintained by Whatcom County, had been the major contributor in 52 accidents between 1997-1999 and the death of over 11 people between 1994-2003.

In 2012, the Lummi Nation constructed a designated pedestrian pathway adjacent to Haxton Way, stretching from Kwina Road to Slater Road. Thanks to the award-winning pathway, which included self-sustaining solar lighting, there have been zero deaths along that stretch of roadway since construction.

In 2014, the Lummi Nation built a roundabout at the intersection of Haxton and Kwina, and another at the intersection of Haxton and Smokehouse to further improve traffic safety.



## Solid Waste

In 2014, the LIBC adopted the Lummi Nation's Integrated Solid Waste Management Plan with a goal to design and implement a reservation solid waste management system to protect public health and the environment, provide convenient and reliable services to solid waste and recycling, decrease illegal dumping, educate citizens on waste reduction and recycling efforts, obtain funding for services, facilities, and enforcement actions.

Despite a solid waste management code (LCL Title 18) and past solid waste management and clean up efforts, illegal dumping continues to occur on the Lummi Indian Reservation and continues to present a threat to public health and the quality of Reservation waters. Solid Waste dumping on reservation lands has a direct, serious, and substantial adverse effect on the political integrity, economic security, health, and welfare of the Lummi Nation. If left unregulated, it will continue to have adverse effects.

A Solid Waste Management Division was recently created and placed under the newly formed Lummi Tribal Utility District (LTUD) with the Planning and Public Works Director acting as the Interim LTUD lead.

It is the desire to fully subsidize weekly curbside solid waste and every other week recyclable collection in combination with an annual Community Clean-Up Event, encourage use of the Disposal of Toxics facility near the Bellingham Airport, implement a public education and outreach program, coordinate solid waste management with other jurisdictions and pursue funding to implement the solid waste management program.



## B.4 Business Clusters and Industry Sectors

### Business Cluster: Salish Village

The Lummi Nation acquired 170 acres of land near the existing Small Business Incubator Te'Ti'Sen. A partnership of private and public investment was able to bring infrastructure for water, sewer, road, and power to 27 acres of the site in 2020. The site was put to immediate use and 30 new jobs were created within months. Analysis has shown an additional two were brought to power, and related infrastructure needed to create jobs on the Lummi Nation lands adjacent to Interstate-5. Since the site is on the mainland side of the floodplain, development of the site ensures commerce can occur during flooding and significantly increasing the economic resiliency of the Lummi Nation.

[Salish Village](#) Phase One opened with the launch of the [Lummi Bay Market at Exit 260](#). The 26 acre site includes a 9,800 square foot convenience store, 16 fuel lanes, a tobacco & liquor drive-thru, a Skippers and Pizzanini Express quick-serve-restaurant, and a separate truck stop with 8-diesel-lanes and driver store. The site also has 6 additional outpads for even more customer services.

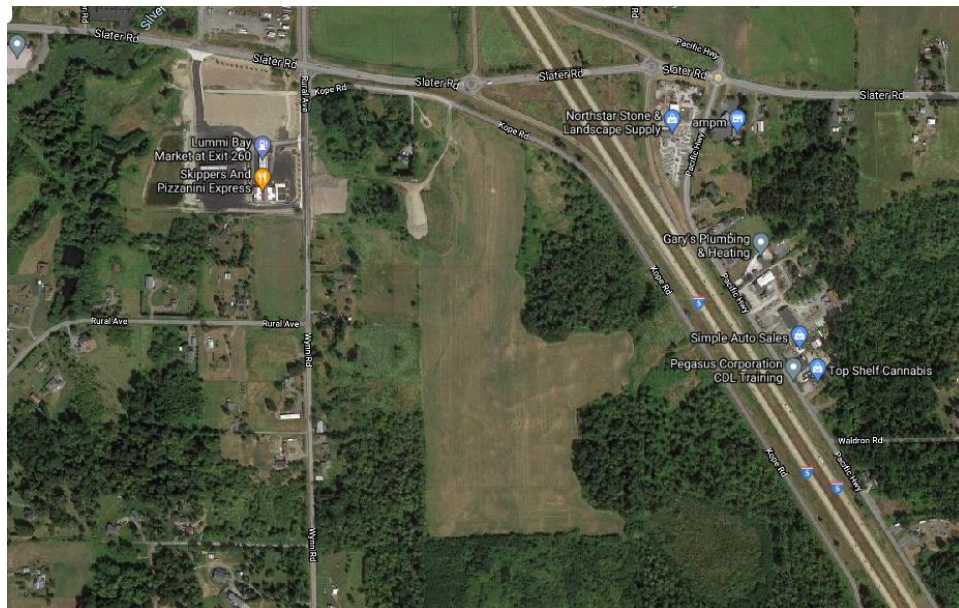


Figure 8 Salish Village

## Business Cluster: Gooseberry Point

The Lummi Nation purchased the Gooseberry Point property in the mid-1980's. The Tribe has used the property for several successful business and government ventures, some of which continue to operate at Gooseberry Point while others have been relocated. The highest and best use of the area would be to expand the existing marine activities for public service and private business use.

Today one of the greatest inefficiencies plaguing the commercial fishers that use Gooseberry Point is the antiquated boat launch, which needs to either be updated or replaced with a marina. According to a study, a marina at Gooseberry Point would create a thriving and vibrant Working Waterfront, improving maritime transportation through the development of maritime and surface transportation connections and facilities supporting the movement of people, goods, and vessels to/from and within Fisherman's Cove at Gooseberry Point. It would immediately create jobs through increased efficiency while also providing a safe harbor to recreational and government vessels. Vessels stationed at the marina can also provide emergency transit in times of flooding.

Long-Range Master Plan components include:

- Waterfront improvements include a renovated commercial pier, demolition of the existing fueling pier, constructing an extension of the commercial pier for vessel and ferry fueling, a new dual-lane boat launch, and site and utility upgrades supporting these Waterfront improvements and future harbor improvement. Updating the boat launch, could be accomplished through modernizing of the construction materials used in the dock. This option would also increase efficiency and result in faster time into the water and hard-dollar cost savings for local commercial fishers.
- New relocated ferry dock landing, including new breakwater protection, site utilities, and new ferry queuing and parking facilities. The current ferry vessel in the Lummi Island Ferry system, the Whatcom Chief, is 58 years old and is in need of replacement. More information on the plans for the Lummi Island Ferry can be found [here](#).
- New Pedestrian Pathway/Bikeway connecting the waterfront, Ferry Dock, and future harbor components to neighborhoods, commercial areas, and tribal services.
- Once the new and renovated Waterfront facilities and Ferry Dock relocation is complete, harbor improvements – additional breakwaters and a 300-slip floating dockage can be undertaken.

The Working Waterfront facilities will provide the fundamental infrastructure needed for the Lummi people to regain economic prosperity and maintain a fishing culture and heritage. It will have a significant positive effect on the Nation's safety, livability, sustainability, and economic competitiveness, while serving the greater Whatcom County community with improved commerce and enhanced environmental quality.

It is estimated that over two-hundred fishers have been dislocated due to the ever-thinning margins of commercial fishing. Approximately, an additional two-hundred current fishers are at risk of being displaced. All told, four-hundred jobs could be saved or created through modernizing the commercial fishing infrastructure at Gooseberry Point.

The key benefits from this project include:

- Creates living wage jobs for individuals living in economically distressed area
- Improves the safety and operating conditions of the Lummi Island Ferry
- Improves public safety by providing breakwater protection from marine exposure and flooding

- Constructs 1.8 miles of new pedestrian and bicycle ways.
- Provides for new higher capacity facilities supporting the Lummi fishing industry.
- Supports future development of the Harbor component
- Supports emergency response from Coast Guard vessels operation within the area
- Is the gateway to the San Juan Islands, sacred territory of the Lummi people.
- Lummi Nation is in an Opportunity Zone



Figure 9 Gooseberry Point

### Business Cluster: Legoe Bay

The Lummi Nation’s real property at Legoe Bay on Lummi Island was the original site of the Lummi School of Aquaculture. The Aquaculture Program, now relocated to the mainland, employs a dozen workers who produce shellfish seed to grower around the globe. Because of Legoe Bay’s location on the west side of Lummi Island, it is ideal for aquaculture and marine activities. However, the site no longer has the infrastructure needed for modern demands. Replacing the former dock at Legoe Bay is the necessary first step in revitalizing the site.



Figure 10 Legoe Bay on Lummi Island

**Silver Reef Casino, Hotel & Spa**



Figure 11 Silver Reef Casino

Since its opening day, the Silver Reef Hotel, Casino & Spa has added restaurants, gaming options, two hotel towers, and multi-use event space. The Steakhouse is regionally recognized as one of the best destinations and the hotel rates well with travel sites and advisors.

The Silver Reef Casino Resort hotel has 206 non-smoking rooms and suites, beautiful Mt. Baker views, in-room tablets, and free Wi-Fi to enhance your stay. The Diamond Executive floor level restricted access, is a private lounge with upgraded amenities, and home to Diamond, Ruby, Emerald & Sapphire specialty suites. All hotel rooms on the property are non-smoking and pets are not allowed. The casino offers Stay & Play packages including both spa and golf.

There are restaurants & baristas located throughout the casino. The Steak House, Pansia, the Red River Café and Pizzanini to name a few.



There are 15 table games including Blackjack, Craps, Spanish 21, Fortune PaiGow, Roulette, Three Card Poker, Four Card Poker, and the Ultimate Texas Hold’Em. Our friendly dealers provide each guest with top-notch service in a warm, elegant, and inviting atmosphere.

Technology is evolving in the gaming and hospitality space by stretching beyond its own boundaries, expanding its capabilities, and supporting operators with more of their daily tasks. Success is largely contingent on being able to access the guest data at a “microscopic” level.

	TOTAL	Lummi	Other Tribal	Non-Tribal
Silver Reef Casino	429	82	28	319
		19%	7%	74%

SRC Employee Status Data, as of April 2022

### **Loomis Trail Golf Course**

The Lummi Nation acquired the [Loomis Trail Golf Course](#) in 2019, located in Blaine, Washington, one of the State’s five best golf courses. Loomis Trail Golf Course sits on approximately 180 acres of land within our *T’enexw*, our traditional territory. This property has cultural and historical significance to Lummi Nation. Acquiring this land and existing business would add to our current list of business entities and diversify our revenue sources, while providing jobs and training to our Lummi Tribal members. Loomis Trail Golf Course is a prestigious golf course with 18-holes, a 40,000 square foot club house, 15 hotel rooms, driving range, putting range, and located less than 5 miles of the U.S./Canada border.



*Figure 12 Loomis Trail Golf*

### **Lummi Bay Markets Logo**

The Lummi Bay Logo was approved by the LCC Board on June 4, 2018. The brand has been adapted to the additional offerings of the Salish Village, MiniMart, and Fisherman’s Cove store.



### **The Lummi Bay Market - Lummi Mini Mart**



The Lummi Mini Mart, a convenience store and gas station, was established in 1995 and is located at the intersection of Haxton and Slater Roads.

The volume for fuel sales continues to grow – volatility in price impact revenues but net is strong. Growth in tribal sales has impacted net tax revenues.

### ***Lummi Bay Market - Fisherman's Cove Convenience Store***

As part of the ongoing effort to return the Lummi Indian Reservation lands to Tribal ownership, the Lummi Nation purchased the Gooseberry Point property in 1986. Traditionally, the area is a part of the Nation's Working Waterfront.

The Fisherman's Cove Marina located along Hales Passage in the North Sound, at the tip of the Lummi Peninsula, is an important hub for transient or recreational boating, life-saving and marine enforcement, cruise vessel port-of-call, and commercial fishing, providing boat storage and services, fuel station, and offshore launching facilities. The marina began as a privately-owned facility in the 1950's and is now owned and managed by the Lummi Nation.

Since the purchase, the Lummi Nation has endeavored to establish the Working Waterfront. To date, the Nation has invested in building a new convenience store and making better use of the waterfront and aquatic elements of the site.



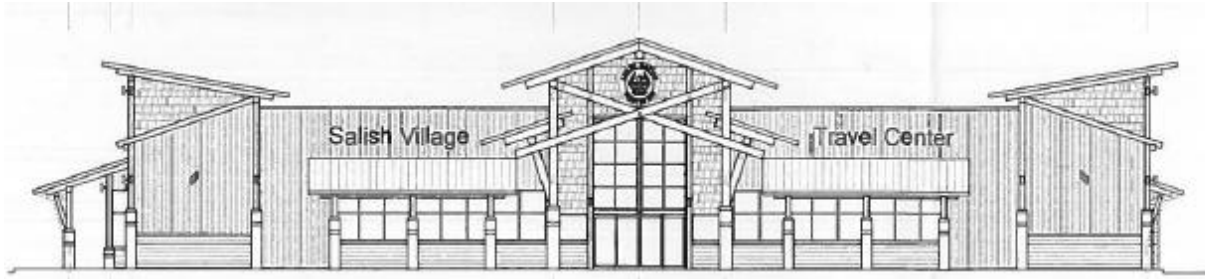
*Figure 13 Lummi Bay Market at Fisherman's Cove*

The 3,600 square foot convenience store provides space for fresh foods and deli items, a selection of fisheries supplies, and a small kitchen/grill. The store carries three kinds of gasoline – regular, unleaded, and ethanol-free – as well as diesel. Any additional gas and cigarette tax revenues generated at this location will be in addition to that.

We are committed to providing a nice store for the community. This store will honor the history of this place as a traditional trading post, a traditional gathering place, and the hub for our fishing fleet. As we look to the future, the new store sets the state for future redevelopment of Gooseberry Point.

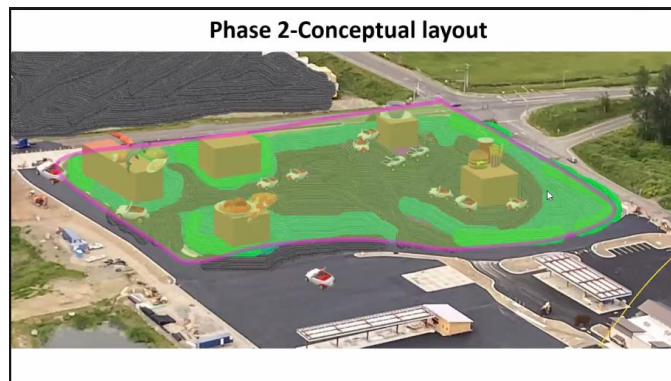
**Lummi Bay Market - Salish Village Travel Center/Fueling Station**

[Salish Village](#) Phase One opened with the launch of the [Lummi Bay Market at Exit 260](#). The 26 acre site includes a 9,800 square foot convenience store, 16 fuel lanes, a tobacco & liquor drive-thru, a Skippers and Pizzanini Express quick-serve-restaurant, and a separate truck stop with 8-diesel-lanes and driver store. The site also has 6 additional outpads for even more customer services.



**Salish Village - Phase II & III:**

- 160 acres of Trust property
- About 100-120 acres are available for development
- Retail outpads – developable area for up to 5 outpads
- Utilities are readily available
- Suitable for mixed use retail
- Prefer to lease the space to tenants that will complement the LBM@260







Next steps:

- Tenant recruitment for the phase 2 development area
- Predevelopment work that needs to be conducted on the East property
- Survey and studies to identify the buildable property which helps guide site plans
- Secure utility access for the east properties
- Environmental analysis needed – to work with Planning and Natural Resources
- Install the stormwater pad under the asphalt
- Identify funding for the development – either lease raw land or buildings
- Permitting

Visit us at [Lummi Bay Market at Exit 260 \(salishvillaget.com\)](http://Lummi Bay Market at Exit 260 (salishvillaget.com))

## Industry Sectors

The Lummi tribal government, their business enterprises, their members, and firms that want to do business on the Lummi Indian Reservation all account for the contribution of economic and business development.

### ***Lummi Commercial Company***

The Lummi Commercial Company (LCC) was established by LIBC Resolution 2000-120, to maintain and operate Lummi Nation owned retail and commercial for-profit enterprises as delegated by the LIBC; to generate revenue for the strengthening of tribal self-government; to develop business expertise in the management and administration of tribal retail and commercial enterprises; and to enhance employment opportunities for tribal members.

### ***Lummi Nation Holding Company | Lummi Nation Development Company***

In 2009, the LIBC authorized the creation of the Lummi Nation Holding Company<sup>12</sup>. The goal was to develop several self-reliant companies that provide a continuous revenue stream to the Lummi Nation, while consuming a minimum of LIBC resources – both financial and management.

Despite the special privileges the Lummi Tribe can exercise through federally chartered corporations like the Lummi Development Holding Company, this does not guarantee any degree of economic development or prosperity.

Successfully obtaining, implementing, and competing federal government contract for on or off reservation commercial business ventures requires increasingly specialized expertise, and with the capacity to react quickly to changing customer needs and demands.

The LIBC believed it to be in the best interest of the Lummi Nation to create an enhanced corporate structure that encourages the development of efficient and successful professional management of its subsidiary business and commercial entities, while at the same time ensuring that ultimate ownership and control of each entity be retained by the LIBC.

LIBC is charged with the fiduciary responsibility of developing the economic and commercial success of the Lummi Nation for the Lummi people and must select and hire economic leadership that shall create a healthy business atmosphere and community for the long-term health of the Nation, selecting leadership of the highest caliber and integrity possible. Committed to building enduringly successful organizations that shall succeed in perpetuity and to sustain a deep sense of purpose that shall be true to the LIBC core values while recognizing the importance of their service to the Nation by building sustainable economic/commercial growth, tribal and private entrepreneurships, that will financially reward tribal members for business success, and create job opportunities, and stimulate economic multiplier growth positive to tribal self-determination.

Pursuant to Title 26 of the Lummi Code of Laws, the Lummi Nation Development Company, LLC was created for the purpose of pursuing Federal, State and Tribal government and commercial contracts conducive to stimulating on or off reservation commercial business development with enhanced opportunities.

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<sup>12</sup> LIBC Resolution 2009-064

The Lummi Nation Development Company Operating Agreement provides for monthly distributions to LIBC in such amounts as the Management Board shall deem reasonable and appropriate given the holding companies continuous research and development, budgets, financial status and any necessary realignment of risk to financial returns and retained earnings requirements, taking into consideration standard banking and bonding covenants, proposed new ventures and partnership agreements, growth or other investments, and other financial reasonable needs of the respective business ventures or entities.

### ***Foreign Trade Zone #128***

In 1986, the Lummi Nation was awarded a Foreign Trade Zone (FTZ) designation. Since then, the Lummi Nation has owned FTZ #128, one of only five FTZs on an Indian Reservation, with two located on the U.S. west coast. FTZs allow for the import of foreign goods duty/tariff free. If a pre-described amount of value-added work is performed in the FTZ by American workers, the goods can then be shipped to US markets at a removed or reduced tariff. Because of the Reservation's proximity to Canada, the Lummi Nation saw the FTZ as the first step in becoming a regional portal to US-Canada trade. The nearby Port of Bellingham, also seeing the potential, applied for, and was awarded FTZ #129.

The subsequent adoption of the North American Free Trade Agreement (NAFTA) practically eliminated Canadian demand for the Lummi FTZ since Vancouver BC manufacturers, the most likely customer of the Lummi FTZ, could now ship many goods directly to the US tariff free.

With increased trade throughout the Pacific Rim, the Lummi Nation sees new opportunity for FTZ #128, and is open to discussing partnerships with outside investors.

In 1996, LIBC entered into an Operating Agreement with USCAN Free Trade Zones, Inc., a Washington corporation "Operator".

### ***Gooseberry Point***

In 1986, the Lummi Nation purchased the Fisherman's Cove, which included real property at Gooseberry Point, a restaurant, store, marine repair shop, a boat storage facility, and a boat launch. The store, boat storage and launch are still in operation. The proximity to the San Juan Islands makes the launch popular with recreational and commercial boaters. However, the heavy use of the boat launch, which was constructed in the 1950s, has taken its toll. In 2015, the Bureau of Indian Affairs approved the conversion of the land from "fee to trust". In 2016, the Lummi Nation received a grant to improve the Gooseberry Point Pedestrian Pathway sidewalks.

The tribe has used the property for several successful business and government ventures, some of which continue to operate at Gooseberry Point while others have been relocated. The Nation feels the highest and best use of the area would be to make better use of the shorefront property and has for some time pursued a blend of public service and private business use. The major hurdle to date has been agreement with Whatcom County on ongoing Lummi Island Ferry issues.

Next steps include:

- Development and assessment for Marina/Aquatic Center.
- Develop an economic development plan with a tourism element; and
- Assess the opportunities for new business and job creation.

In considering how the entire site property might be developed, reducing unemployment, and increasing incomes is a key consideration. It is anticipated that reaching the end goal will require additional capital and the Nation is committed to that end.

### ***Aquaculture***

In 1969, EDA funded \$3M for the Lummi Aquaculture Project for the purpose of carrying out research and feasibility studies for the purpose of an aquaculture development. The construction of a 750-acre aquaculture pond, a fish and shellfish hatchery commanded significant commitment of the energies and resources of the Lummi people. The Lummi Bay Hatchery rears young salmon to juvenile size, to ensure the survival of the local commercial fishing industry. The Lummi Shellfish and Oyster Hatchery is the third largest on the west coast; much of the annual production of over one billion oyster and clam seed produced is shipped to growers in the U.S. and Canada.

### ***Ecotourism***

The Lummi Indian Reservation is blessed with an abundance of beaches and hiking trails. Here, trail users can stroll along the beach, run for miles along Lummi Shore Road, and hike the Haxton Way Trail or around Portage Island overlooking the Salish Sea with amazing views of Mount Baker. These trails are easily accessible year-round, and you don't have to go far to find them. They can be accessed by foot, bike, public transit, or a short drive. However, [Lummi Code of Laws, 13.01.040](#) of the Tidelands Code stipulates, "The Lummi tidelands are reserved for the exclusive use of the Lummi Indians by the Treaty of 1855. The Lummi Tidelands are closed to persons who are not members of the Lummi Nation, in the absence of a lease permitting nonmember use of the tidelands, or use permits issued pursuant to this Title".

### ***Tourism***

The LIBC Office of Economic Policy (OEP) received a grant from the United States Department of Interior, Bureau of Indian Affairs, Office of Indian Economic Development, to develop a Lummi Cultural Heritage Tourism Project Feasibility Study and Business Plan for the Lummi Nation, to assess the economic potential of Cultural Heritage Tourism (CHT) on the Lummi Reservation and associated Lummi properties in Whatcom County. Tourism (especially gambling resorts) are important economic and social components to many Tribes, with other popular tourism niches including cultural heritage, scenic nature, and outdoor adventure.

## B.5 Role in the Regional Economy

The Lummi Nation contributes tax revenues, purchasing power, economic development and jobs throughout Whatcom County, Washington State, and the rest of the United States. The Office of Economic Policy quantified the economic and fiscal impacts of the Lummi Nation of the regional economy, state, and national economy for 2022.

### ***Economic Impact Assessments***

Economic impact assessments are meant to measure the effects of businesses or industries or other economic events within the bounds of geographies or other entities with identifiable boundaries. Economic impacts can be positive, negative or they can mitigate other impacts be they positive or negative.

Economic impact analysis is an important tool that is used by both business and government to make decisions about new projects, capital investments, the historical effects of past development and the potential effects of a new line of business or government project. For this project, the goal was to identify employment outcomes, spending effects and fiscal effects relative to government-based taxes and government expenses incurred or avoided.

Economic impacts can be direct, indirect, or induced. Direct impacts are generally the most obvious such as direct payroll or purchases or taxes paid. Indirect impacts are those generally associated with new business to suppliers of products or services; this new demand is in effect a multiplier on the original capital investment and the ongoing operations of the business being analyzed. Where direct and indirect positive economic impacts, there are positive wealth effects in those communities and industries that are in economic sphere of the growing enterprise and these are the induced effects. The total economic impact aggregates the direct, indirect, and induced impacts into one analysis.

### ***Multiplier Effects***

This analysis is primarily based on an input/output modeling structure. There are three primary types of multipliers used in this analysis: Employment, Output, and Income.

Employment multipliers identify the total change in the number of jobs in each of the associated areas of employment for each direct job or unit volume in payroll generated by the primary subject of the analysis.

Income multipliers represent the total dollar valued change in the income or earnings of households employed by all the industries for each dollar of payroll expended by the primary subject of the analysis.

Output multipliers represent the total dollar change in all industries that results from a dollar change in output delivered to final demand by the subject of the analysis. Technology, geography, inter-industry linkages or leakages of output, localization and other criteria affect value of the multipliers.

For this study we used multipliers from the Regional Input/Output Modeling System (RIMS II) maintained by the U.S. Department of Commerce's Bureau of Economic Research as well as a software package called IMPLAN. Multipliers are derived mathematically from empirical data pertaining to specific geographies, industries, and other attributes of economic systems.

### ***Role of the Lummi Nation Government***

In 1855, the Lummi Nation and the United States formally recognized one another and signed the Treaty of Point Elliott. The government of the Lummi Nation is the Lummi Indian Business Council (LIBC). Under the elected leadership of the LIBC, all governmental programs such as: General Government, Health Services, Education, Natural Resources, Public Safety, Planning, Public Works, Economic Development, and others are managed for the citizens of the Lummi Nation. These departments perform everything from early childhood education and tutoring programs to family medical care and fish harvest management. Intergovernmental transfers, indirect income, taxes, licensing, permits, and enterprise revenue fund the government.

In 2022, the Lummi Indian Business Council employed 956 and total payroll was \$46,464,968.

### ***Role of the Lummi Nation Owned Enterprises***

The Lummi Nation wholly owns two private companies, the Lummi Development Holding Company (LDHC) and Lummi Commercial Company (LCC). The LDHC manages the Lummi Nation Construction Company. Whereas the LCC manages a portfolio which includes 3 Lummi Bay Market Convenient Stores (the Lummi MiniMart, Fisherman's Cove Store, and Salish Village), Silver Reef Casino Resort, Loomis Trail Golf, and the Processing Plant & Dock. The LCC's portfolio in 2022 provided approximately 542 jobs and a payroll of \$25,521,173.

### ***Role of Lummi Entrepreneurs***

In 2022, the highest active amount of business licenses during the year was 450, with 231 being "Lummi Owned" businesses.

Not included are the contributions of the Lummi fishing fleet of 457 vessels, the largest tribal fleet in the world, and the 561 registered fishers.

If the Lummi Nation Owned Enterprises would had been included in the scope of the economic impact study, the economic contribution would have most certainly been even larger.

In a nutshell, Lummi Nation provided for \$83,973,706.00 in payroll to 1,630.25 employees in 2022.

This resulted in an economic output of \$189,390,165.00.

The 1,630.25 employees, disposable income resulted in an additional 362.1 jobs in Washington State, resulting in total jobs provided: 1,992.36

## B.6 Factors that directly affect economic performance

### Workforce Issues

Ensuring that the members of the Lummi Nation are gainfully employed in jobs that allow them to utilize their knowledge, skills and abilities is of utmost importance to the Lummi Indian Business Council. Tribal members' ability to become self-sufficient and contributing members of their community helps to promote the Lummi Nation into prosperity for future generations.

The LIBC recognized the necessity to assist Tribal members to prepare for self-sufficiency by focusing on strengthening the Lummi workforce. To meet this initiative, LIBC approved the development of a comprehensive workforce, training, and education plan.

The LIBC has invested in programs and services aimed at helping members prepare for the workforce through education, training, and skills development. Some programs also provide support services that help members reduce the barriers that may prevent them or hinder them from acquiring or keeping jobs. These types of support services include childcare, transportation, driver's license re-instatement, and uniforms. A list of services is shown in Figure 2: Lummi Workforce Education and Training Services and Resources.

**Figure 2: Lummi Workforce, Education and Training Services and Resources**

1.	Workforce Investment Act (WIA)
2.	Temporary Assistance for Needy Families (TANF)
3.	Vocational Rehab
4.	Native Employment Works
5.	Tribal Employment Rights Office (TERO)
6.	LIBC Lummi Care Program
7.	Dislocated Fishers
8.	Career Development Office (Lummi Higher Education)
9.	LIBC Human Resources (for LIBC employees)
10.	Lummi Nation School
11.	Northwest Indian College (NWIC)
12.	Lummi Nation Service Organization (LNSO)
13.	Ventures Gateway Program

### ***Workforce Development – Emerging or declining industry sectors – past, present, and future***

The Workforce Development Division will bring together multiple perspectives and complementary needs from businesses, education and training providers, workforce organizations, and community resources to support the design, implementation, and sustainability of effective workforce development interventions.

Our goal is to facilitate collaboration among the economic development, workforce development and educational and training partners to align the workforce system by strengthening partnerships, guiding policy, and promoting career pathways.

- Individual workers are better supported in enhancing their skills, building careers, and advancing their work lives.
- Employers gain access to skilled workers and training opportunities
- Training providers gain insight to shape the content and increase the relevance of their offerings
- Community-based organizations gain access to pathways for their clients
- Create opportunities for clients/students to access industry recognized training and marked valued credentials
- Foster workforce development at the high school, vocational, trade and technical school levels – develop a lifeline chart, cradle-to-career, identifying programs available to assist
- Support student success in degree attainment

However, despite the investment, there is still a need to improve the Lummi reservation income level, educational attainment level, and poverty rate. Training the next generation is critical to our economic success.

### ***Lummi Nation is Generating Jobs***

When calculating the number of jobs created by economic activity, we generally divide the jobs into three groups: Direct Employment, Indirect Employment, and Induced Employment.

Direct employment is primarily based on employees hired or contracted directly by the enterprise. These can be full time and part time and contractors. The numbers we post are representative of FTE's or Full-Time-Equivalents.

Indirect employment or jobs are jobs supported using business services and/or the purchases of products; for example, the purchase of office supplies, maintenance services for facilities, purchases of hardware or software, food, and other goods and services.

Induced employment or jobs are salaries and payrolls supporting, for example, local restaurants, gas stations and hotels, use of banks and grocery stores, computer stores and other and various service and product companies that supply direct and indirect employees, contractors, customers, and visitors.

The Lummi Nation creates jobs at in all three groups. First, is direct employment at the tribal government and enterprises. Indirect employment is created as the tribal government and enterprises make capital improvements and buy goods and services in the economy. Induced employment occurs as direct and indirect employees spend their income on goods and services.

In 2022, the Lummi Nation directly employed 1,630.25 employees for an aggregate payroll of \$83,973,706.00.



## ***Impacts of Lummi Nation Created Jobs***

### ***Reduced Unemployment***

In 2022, Washington State's civilian labor force [14](#) was approximately 4,003,490 of which 166,226 (4.2%) were officially unemployed. In 2022, the Lummi Nation generated 1,992 jobs in the Washington State alone. We can assume that if not for the Lummi Nation, there would have been nearly 1.2% more unemployed workers in Washington State.

### ***Lower Costs to Taxpayers***

The unemployed are eligible for both state and federal benefits, as well as their reduced incomes limiting their local purchases and taxes paid. In 2022, as a result of the Lummi Nation creating 1,992 jobs, taxpayers saved \$56,657,773.10 in unemployment benefits that the government would have been required to pay if those jobs had not existed.

### ***Increased Government Revenue***

In 2022, the Lummi Nation generated 1,992 jobs for Washington State workers and added to the State's revenue through State Indirect Business Taxes, Household Taxes, and Corporate Taxes totaling 8,169,807.93

In 2022, the 1,992 jobs created by the Lummi Nation paid \$22,282,679.47 in Federal Income Taxes. Furthermore, those jobs paid \$11,909,886.93 in Social Security/Medicare Taxes.

## ***Overall Impact of the Lummi Nation***

Simply put, the Lummi Nation is a major economic engine in the region:

- The Lummi Nation is the second largest employer in Whatcom County.
- In 2022, the Lummi Nation's paid over \$80 million in employee compensation.
- Overall, the Lummi Nation's economic output exceeded \$189 million from employment alone.

From the employment numbers alone, the Lummi Nation is contributing an economic stimulus to the Whatcom County and Washington State.

"In the coming years, as the Lummi Nation continues to succeed, it will continue contributing thousands of jobs and billions of dollars to local, federal, and state treasuries."

## Industry Supply Chains

The supply chain is a top concern for nearly every industry but has significantly impacted broadband buildouts. Broadband supply chain issues the pandemic caused are holding up providers fiber-to-the-home rollout plans. LIBC is the grantee for the National Telecommunication and Information Administration for the FTTH buildout. There has never been a more vital need for reliable high-speed internet. With the new funding and training programs available, there is hope that supply chain and labor issues won't stall fiber rollouts.

## State and Local Laws

While federal Indian laws govern the relationship between tribes and the federal and state governments, tribal laws cover the inner workings of specific tribes. Each tribe has its own laws and government, which are structured similarly to the federal three-branch system. The LIBC has developed the [Lummi Code of Laws \(LCL\)](#).

## Business, Personal and Property Taxes

In order to fully participate as members of the American family of governments, to build a better future for tribal nations, and positively impact rural and regional economies, tribal governments need tax revenue. Exactly like other governments, tax revenue is essential to sustained tribal investments in education, law enforcement, health care, and other government functions. However, in the area of tribal taxation at the local level, state governments have steadily encroached upon tribal jurisdiction. At the same time, tribes have continually worked to develop new tax models to support their communities (e.g., Fish tax, Fuel tax, Gambling tax, Leasehold Excise tax, Lodging Excise tax, Property tax, Real Estate Excise tax, Refuse Collection tax, Tobacco tax, Utility tax, and creating tribal tax codes and tax commissions).

(Reference: <https://www.ncai.org/policy-issues/tribal-governance/taxation> )

The IRS developed a website for "[Tax Information for Indian Tribes](#)".

The State of Washington, Department of Revenue developed a website for "[Information for tribal members/citizens](#)".

## Bonding Capacity

Surety Bonds are often required for projects on Native American Lands. These projects can present a challenge to contractors, and surety bond companies. Learn more about the risks associated with these projects and how to successfully obtain performance and payment bonds for them.

(Reference: <https://axcess-surety.com/surety-bonds-for-projects-on-tribal-lands/>)

## B.7 Other Factors that relate to economic performance

### Housing

Vibrant tribal economies depend on safe affordable housing and infrastructure. However, American Indians and Alaska Natives face some of the worst housing and living conditions in the United States. Barriers to housing development in Native communities include limited private investment opportunities, low-functioning housing markets, and poverty.

Forty percent of on-reservation housing is considered substandard (compared to 6 percent outside of Indian Country) and nearly one-third of homes on reservations are overcrowded. Less than half of the homes on reservations are connected to public sewer systems, and 16 percent lack indoor plumbing.

In some areas, up to 50 percent of Native homes are without phone service. Additionally, 23 percent of Native households pay 30 percent or more of household income for housing.

The Lummi Nation Housing Authority (LNHA), a Tribally Designated Housing Entity, prepared a 2023 Indian Housing Plan, a plan that is submitted to the HUD, pursuant to Section 102 NAHASDA. This includes an expenditure plan for the various housing grants received.

Housing Occupancy	Estimate	ACS Margin of Error
Total Housing Units	2,170	(+/-166)
Occupied Housing units	1,841	(+/-154)
Vacant Housing units	329	((+/-68)
Homeowner vacancy rate	0.6%	(+/-2.2%)
Rental vacancy rate	1.8%	(+/-2.4%)

Housing Tenure	Estimate	ACS Margin of Error
Occupied housing units	1,841	(+/-154)
Owner-occupied	1,301	(+/-131)
Renter-occupied	540	(+/-104)
Average household size of owner-occupied unit	2.69	(+/-0.22)
Average household size of renter-occupied unit	2.98	(+/-0.42)

Year Householder Moved into Unit	Estimate	ACS Margin of Error
Occupied housing units	1,841	(+/-154)
Moved in 2019 or later	93	(+/-33)
Moved in 2015 to 2018	584	(+/-98)
Moved in 2010 to 2014	292	(+/-69)
Moved in 2000 to 2009	420	(+/-68)
Moved in 1990 to 1999	332	(+/-80)
Moved in 1989 and earlier	120	(+/-33)

<b>Year</b>	<b>Non-Tribal Residential</b>	<b>Tribal Residential</b>	<b>Non-Tribal Commercial</b>	<b>Tribal Commercial</b>	<b>Tribal Intuitional</b>	<b>TOTAL</b>
2016	38	11	0	0	0	49
2017	17	32	0	0	1	50
2018	17	12	1	2	1	33
2019	24	39	0	1	4	68
2020	23	23	0	2	3	51
2021	5	13	0	0	0	18
2022	13	18	1	4	10	46

*Table 6 Lummi Building Permits Issued 2016-2021*

## Health Services

The mission of the [Lummi Tribal Health Center](#) is to raise the health status of Lummi people, other American Indian, and Alaska Native to the highest possible level. To carry out the mission, the LTHC will provide comprehensive health care including outpatient medical, dental, physical therapy, mental health, preventative healthcare and public health services.

## Educational

The Lummi Indian Reservation is home to the [Lummi Nation Early Learning Program/Head Start](#); the [Lummi Nation K-12 Tribal School](#); and the [Northwest Indian College](#).

### Lummi Early Learning Program

The Early Learning Facility is located adjacent to the Lummi Indian Business Council Administration Building. It is comprised of childcare, head start, early head start, birth to three, to provide education services to support children, families, and their community through partnerships with other community resources.

### Lummi Nation School - K-12

2017-2018	2018-2019	2019-2020	2020-2021	2021-2022	2022-2023
284	380	425	379	408	388 <sup>13</sup>

Table 7 Student population at Lummi Nation School K-12

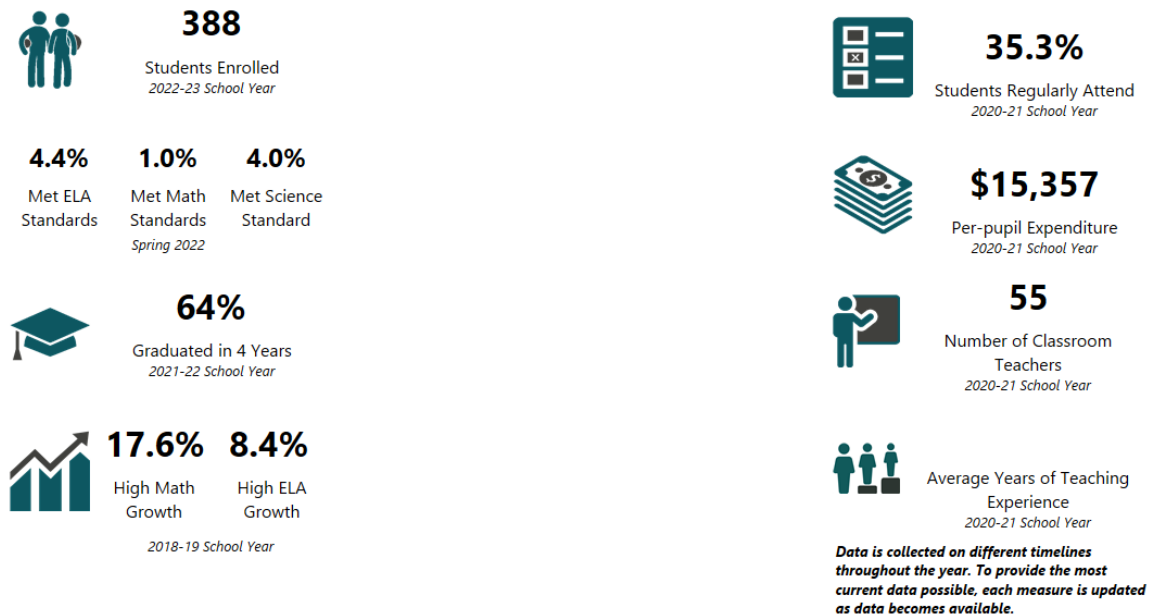


Table 8 Report Card – Washington Office of Superintendent for Public Instruction

<sup>13</sup> [Report Card - Washington State Report Card \(ospi.k12.wa.us\)](#)

### ***Northwest Indian College***

[Northwest Indian College](#) main campus is located on the Lummi Indian Reservation. It is one of 37 Tribal Colleges and Universities (TCU's) in the country. It is the only accredited tribal college serving the states of Washington, Oregon, and Idaho.

NWIC evolved from the Lummi Indian School of Aquaculture (LISA), founded in 1973. LISA, a Tribally owned enterprise, provided fish and shellfish hatchery training for people from all over Indian Country. The program was developed to prepare technicians for employment in Indian-owned and operated fish and shellfish hatcheries throughout the United States and Canada.

In 1983, the Lummi Indian Business Council recognized the need for a more comprehensive post-secondary institution for tribal members, and the college was chartered as Lummi Community College, an Indian-controlled, comprehensive two-year college, designed to serve the post-secondary educational needs of Indian people living in the Pacific Northwest.

In 1988, Lummi Community College was approved as a candidate for accreditation by the Northwest Association of Schools and Colleges (NWASC).

In 1989, in acknowledgement of its wider mandate to serve Native people through the Northwest, Lummi Community College changed its name to the Northwest Indian College.

In 1993, Northwest Indian College was granted accreditation at the associate level by the Northwest Commission of Colleges and Universities (NWCCU).

In 2010, Northwest Indian College became accredited at the Baccalaureate level and now offers four bachelor's degrees. The educational programs have been approved by the U.S. Department of Education, Veteran's Administration, and the Washington State Higher Education Coordinating Board for the administration of financial assistance for eligible students.

Northwest Indian College is a member of the American Indian Higher Education Consortium (AIHEC), the American Association of Community Colleges, and the American Council on Education.

Also, participation in vocational training is very common, as 34.5% of adult Lummi have received vocational training. The most common type of vocational training is construction trades.

The College currently offers four bachelor's degree and seven associate degree programs. Programming is added with Tribal people in mind, using the College's community needs survey. NWIC serves seven Tribal nations through its main campus and six extended campus sites: Lummi, Muckleshoot, Nisqually, Port Gamble S'Klallam, Swinomish, and Tulalip in Washington state; and Nez Perce in Idaho. Over 112 Tribes are represented within the student population.

In response to COVID-19 pandemic, the College became an NWCCU accredited Distance Learning Institution in 2020. As the world recovers from the pandemic, NWIC is gradually bringing back in-person classes and events while still providing the convenience and accessible online courses students enjoy. The college's new developing degree programs and expanded online offerings show our commitment to meet students where they are.

Throughout 2023, NWIC celebrates its 40<sup>th</sup> anniversary in honor of the College's first charter from Lummi Nation in 1983.

The Mission of the Northwest Indian College is:

**“Through education, Northwest Indian College promotes indigenous self-determination and knowledge”**

Within the past year, the LIBC Office of Economic Policy has renewed dialogue with the NWIC and plans to become more involved in determining the scope of services provided to entrepreneurs.

**Sovereignty** It is recognized that Native American (Indian) Tribes are inherently sovereign nations, who possess both the inherent and acquired rights to govern themselves, their traditional homelands, and their natural resources. Contemporarily, Tribes find themselves in the position to provide a broader range of culturally specific, social, and economic programs, to their respective citizens.

**Leadership** The Tribal Governance and Business Management (TGBM) Program aspires to train future Tribal leaders and managers of Native American (Indian) communities through the pursuit of coursework specific to the exploration of the traditional, historic, and contemporary importance of sovereignty, ethics, administration, management, economic development, and leadership.

**Management and Administration** Although management and administration are implicitly Western terms, they are ideologies by which tribal people have governed themselves throughout their respective and/or collective, inherent tribal histories. Therefore, it stands to be within reason that contemporary tribal communities regularly engage in the effective implementation of organizational and administrative structures, business management and financial decision making.

**Entrepreneurship** The entrepreneur has always served as the catalyst for economic development and subsequently the economic stimulation of a given community. Nowhere is the statement more accurate than within a given tribal community. Entrepreneurship is a pathway to not only self-sufficiency but perhaps more importantly to economic stimulation.

**Economic Development** Throughout the history of colonization, the seemingly inevitable consumption and foreseeable fate of vast and valuable inherent tribal resources has lain within the hands of the colonizers and the federal government. Contemporarily however, tribal nations and their respective tribal governments have taken back the power over their own economic development and their inherent cultural resources and have above all involved themselves with the institution and sustainability of those resources.

**Community Impact** the NWIC college has had great impact on the Lummi Nation economy and is critical for the continued development of the economy and demonstrates these realities: 1) the importance of the NWIC on the Lummi Community; 2) the Lummi People's determination to make the most of an opportunity when opportunities are available to them; and 3) provides a means to rediscover and preserve their own culture and history.

## Cultural and Recreational Resources

<https://www.lummi-nsn.gov/Website.php?PageID=425>

## Public Safety Resources

[The Lummi Police Department](#) strives to promote, enable, and preserve the right of the Lummi Community and its people to enjoy high-quality law-enforcement in a timely, cost-effective, and accountable manner. Lummi Police and its members are committed to providing law-enforcement services to the community that are responsive, culturally sensitive, and respectful of individual and travel rights and sovereignty. They will always strive to provide 'can do' service whenever possible and to do so in a fair, equitable and consistent manner.



## C. S.W.O.T. Analysis

An important component of the CEDS is the SWOT (Strengths, Weaknesses, Opportunities, and Threats) analysis. A SWOT analysis identifies a region's competitive advantages as well as internal or external factors that can keep a region from realizing its potential. SWOT analysis elements are commonly defined as:

### C.1 Strengths

*Are a region's relative competitive advantages and are often internal in nature.*

- Our Lummi reservation is a place of abundant natural resources that is reflected in the beauty of our landscape and the potential for economic and social prosperity
- Strong sense of community and place that sustains us
- The Salish Sea surrounds us, and the Lummi People have been fishing since time immemorial
- Active international border with Canada that offers significant economic opportunity for business expansion and more meaningful cross-cultural engagement.
- Education widely available - Lummi Head Start/Pre-School/Early Childhood Education; Lummi Nation K-12 School; and Northwest Indian College - offers multiple 4-year degree programs
- The proximity of Gooseberry Point to the San Juan Islands is unique – and valuable.
- For nearly 50 years, the Lummi Aquaculture Facility has served as a hatchery for producing shellfish seed (infant shellfish) annually for shellfish farms and regional enhancement projects throughout the west coast of the United States and Canada, but also a few customers as far away as India, Australia, and New Zealand. The facility is the third largest operation of its kind on the U.S. west coast and the largest tribally owned operation in the world.
- Characteristics of the tribal government, Lummi Indian Business Council, that provides an advantage over others. Remarkable success in increasing communication and collaboration among business leaders.
- Characteristics of the non-profit, [Lhaq'temish Foundation](#), that provides an advantage over others
- Lummi Tribal Sewer & Water District - Having our own utility has afforded us the opportunity to grow Housing and Business on the reservation.

### C.2 Weaknesses

*Are a region's relative competitive disadvantages, also often internal in nature.*

- Topography - the Lummi Reservation is a peninsula surrounded by rivers and wetlands. Even the peninsula is covered in wetlands. This greatly reduces the amount of land that can be efficiently developed and makes roads more susceptible to annual flooding.
- High Cost of Physical Infrastructure - The introduction of non-Indian homes along the shorelines starting in the 1950s and land ownership policies covered in the Summary Background section had multiple detrimental effects on the Lummi Nation, as mentioned earlier. Those events were included in this CEDS not as a historical footnote, but because those events directly impact the Lummi Nation today and into the foreseeable future. One of the easily identifiable impacts was the inefficient development of reservation infrastructure – for example the need for three sewer treatment plants to serve less than 5000 people.
- Lack of Natural Gas - Because of the difference in cost between natural gas and propane, natural gas is a must-have for many businesses. However, natural gas service is available only on the

northernmost edge of the Reservation, at the Silver Reef Casino. In fact, there was no natural gas service on the Reservation until 2002. Even though all the homes and businesses (and potential businesses) on the Reservation would benefit from natural gas, the natural gas companies have stated the customer density is too low to return a profit. Natural gas service, and the businesses that demand it, will not be realized without either state or federal investment.

- Lack of Broadband - A decade ago, through funding assistance from the EDA, the Lummi Nation completed an assessment of the broadband infrastructure. The overall situation was unsatisfactory then and little has changed. The Lummi Nation attempted to circumvent the high cost of physical lines exploring the use of wireless towers. However, the outcome of the study was that the reservation's topography (which in addition to the wetlands also includes a ridge that runs down the center of the peninsula), inefficient shape (a circle is preferable to a long, skinny peninsula, and high tree density made wireless impractical).
- Education Gap - The Lummi Nation has made huge strides in education attainment in the past couple decades. However, the education requirement for many jobs is higher than ever. Despite the Tribe's gains, there is still a gap between the level of education attained and the level needed for a job.
- Taxation - Tribal nations are nations, governments. Not businesses. Tribes must be able to collect tax as all governments do. Putting tribes on an equal footing with other taxing authorities in the United States respects the principle of the government-to-government relationship. In short, tribes must be the sole taxing authority on tribal lands. Preventing tribal governments from taxing is perpetuating an inequity.
- Trust Jurisdiction - Another major weakness that faces the Lummi Nation, and all tribal nations in the United States, is trust jurisdiction. Selling a piece of Trust property instantly converts it to Fee land. But for Tribes, the process of converting Fee land to Trust can take decades – as in the case of the Lummi Nation's property at Gooseberry Point. Furthermore, regardless if the land is within the previously ceded land of a federally recognized tribe AND it is taken into Trust, all the laws of the tribe may not automatically apply if it is not considered part of the reservation. All previously ceded lands taken into Trust, should automatically be treated as part of the pertinent tribal reservation.
- The Office of Economic Policy has limited staff and financial resources to move forward

### C.3 Opportunities

*Are chances or occasions for regional improvement or progress and are often external in nature.*

- Value Added Processing of Exotic Seafood - China's Seafood Market China is the world's largest consumer of many things, including seafood. Depending on which study you read, China either A) doesn't produce enough to meet their own needs which explains why they are the largest seafood importer in the world; or B) does produce more than enough to meet their own needs which explains why they are the largest seafood exporter in the world. The reality is C) China is the world's largest importer, exporter, consumer, and producer of seafood. According to Chinese Customs data, China accounts for approximately 40% of total global production. While it seems odd that a country would be both the largest exporter and largest importer of anything, it's important to remember that "seafood" is a very broad category. Digging deeper into the statistics uncovers an import/export story that makes sense and reveals opportunities for the Lummi Nation.
- And as earlier mentioned, the Lummi Aquaculture Facility has served as a hatchery for producing shellfish seed (infant shellfish) annually for customers around the world. It is easy to envision a grow process that extends past seed and moves into live oysters and geoduck small batch shipped to high-end markets in China and throughout the Pacific Rim.

- Broadband Infrastructure – the build of broadband infrastructure from the NTIA grant will afford the community to telework, online resources to improve education, build critical digital literacy skills, e-government services, improve transit services, telemedicine, and attract new business.
- Housing Developments

#### C.4 Threats

*Are chances of occasions for negative impacts on the region or regional decline, also often in external nature.*

- Impairment of the Marine Economy - The Lummi Nation is in extreme economic distress due to fundamental changes in the world salmon market, unprecedented low salmon prices and chronic low returns of salmon due to the lack of appropriate and effective actions to carry out the trust and fiduciary responsibilities of Federal government to the Lummi Nation and other tribal governments (i.e. ESA, US/Canada treaty and long term neglect of resources essential to the Tribes to maintain our Schelangen.
- Changes in the world salmon market are due to factors beyond the Lummi Nation’s control, including the rapid growth in production of farmed salmon in foreign nations such as Chile, Norway, and increasing farm fish production in Canada and Washington State, displacing traditional markets for Lummi fishers and fishers in Washington, Oregon, and California. Currently, farmed salmon holds the majority of the total market share. Since the COVID19 pandemic, changing consumer inclination from conventional brick-and-mortar distribution channels towards online retail planforms for the purchase of salmon and salmon-based products.
- U.S. Senator Cantwell, U.S. Senator Murray and 10 State Representatives urge the U.S. Department of Commerce to declare federal economic fishery disasters for salmon fisheries in Washington State under Section 312 of the Magnusson/Stevens Fishery Conservation and Management Act (16 U.S.C. 1861a) and Section 308 of the Interjurisdictional Fisheries Act (16 U.S.C. 4101 et seq). Salmon fisheries are essential for the economy, culture, way of life of many coastal and Tribal communities in Washington state. The Lummi Nation fishing community lost approximately \$9.1 million in commercial fishing revenue from sockeye, pink, coho, and chum fisheries. Coastal and Puget Sound non-treaty fisheries have also experienced significant losses at a decrease of 46 percent and 77 percent respectively.
- Since the Lummi Nation Salmon Crisis began in 1999, the price paid for premium sockeye is 80% less and gross earnings from commercial fishing salmon harvest, in local waters, have fallen by 83%. The Lummi Nation is an economically distressed community that lacks economic alternatives to provide job opportunities for its membership which has endured a 40% drop in available jobs (At its zenith Lummi Nation fishing industry employed approximately 2,000 members of the Lummi Nation).
- The Lummi Nation government suffers from a severe reduction in marine tax revenues (approximately 50%), which pay for essential community services for all members of the Lummi Nation.
- The European Green Crab poses a threat to Washington’s native shellfish, which are important for recreational and commercial harvest as well as to the shellfish industry and native estuary ecosystems. The invasive crabs were first discovered on Lummi Reservation tidelands in the Fall 2019. They arrived in the Lummi Seapond near the fish and shellfish hatcheries, and the Lummi Natural Resource biologists have been trapping and removing live crabs, the only way to slow down the growth of the invasive population.
- Flooding
- Wildfires

- The millions of tons of plastic that enter our oceans each year choke out sea life and break down into microparticles that end up on fish, in shellfish, in water, in sea salt, and even in our bodies. Single-use plastic is one of the biggest drivers of this climate crisis. This is a crisis!

*The fish is as important to Lummi people as the air we breathe and has provided our fishers and fleet of Lummi fishing vessels (formerly 700 vessels strong the Lummi Nation fishing fleet was equivalent to the naval resources of many countries), a modest livelihood in Coastal Salish waters.*

- The Lummi Indian Business Council proclaimed and declared the Lummi Indian Reservation as an Economic Fishery Resource Disaster Area and provided notice to the U.S. Federal Government and the State of Washington that it expects them to meet their Treaty, trust, fiduciary and moral obligations to the Lummi Nation and its people.
- The Lummi Nation fishers who have been dependent on the commercial fisheries are in a state of transition and need number of services and financial assistance to survive in the intervening years as the fishing industry transitions into new financial arrangements, business structures and appropriate marketing. The Lummi Nation fishing industry needs financial and technical assistance to plan, develop and implement the changes needed to reestablish their economic feasibility. And the Lummi Nation needs financial and technical assistance to explore opportunities for economic diversification, all of which is needed to maintain the fishing industry as a viable part of the Tribe's and the region's economy.
- The Lummi Nation, in a government-to-government relationship, has requested the Whatcom County Executive and the Governor of the State of Washington to declare an economic fisheries disaster for the people in Washington State controlled fisheries and to grant and/or seek such assistance as herein requested and requests the President of the United States to grant or seek the assistance herein requested.
- LIBC is responsible for the protection, restoration, enhancement, and management of the natural resources within the exterior boundaries of the Lummi reservation and throughout the Lummi Nation's Usual and Accustomed (U&A) Fishing and Gathering Grounds and Stations. Natural Hazard events have occurred in the past and larger events can be expected to occur in the future on and near the Lummi Reservation and within the Lummi Nation's U&A.
- The Tribe will pursue needed research and research funding that taps the knowledge and skills of local people and organizations on the biology and science of salmon runs and other economically viable fish species of Washington and Canadian ecosystems.
- The Tribe will need funding to seek ways to improve marketing opportunities for Lummi Wild Salmon including retail and regional marketing.
- Flooding - The Lummi Indian reservation experiences both riverine and coastal flooding. Riverine flooding is caused by the Nooksack River which drains a watershed of approximately 786 square miles and discharges to Bellingham Bay, and partially to Lummi Bay during high flows. Most of the northern portion of the reservation is part of the Nooksack River floodplain. Coastal flooding on the reservation occurs primarily along the Sandy Point Peninsula, Gooseberry Point, and along the Hermosa Beach area. These are low-lying exposed stretches of the reservation shoreline.
- Many Lummi Nation members live in areas which are flooded or have become isolated due to flooding and created an unsafe condition have required the evacuation of the entire Marietta Community and many individual tribal member families, necessitating evacuation to protect the health, safety and welfare of those affected.

- Infrastructure Improvements Fail to Materialize - As covered earlier, the high cost of infrastructure is a major weakness of the Lummi Nation. Yet, despite the high cost, not improving the infrastructure on the Lummi Indian Reservation is a huge disincentive for potential businesses.
- The lack of adequate broadband infrastructure threatens to worsen the digital divide and thereby place Lummi Reservation residents at a real disadvantage when they enter the job market.
- In addition, even though the Lummi Nation has invested substantially in improving the Sandy Point Wastewater and Membrane Bioreactor Wastewater systems, additional improvements will be needed to keep up with growing residential and commercial demand. Infrastructure improvements are a reality that must be dealt with. Not doing so threatens the sustainability of the Reservation economy.
- Tribal infrastructure planning processes tend to silo into grant-driven plans for retail development, housing, transportation, water, sewer, and power. It was suggested that the administration initiate support, technical assistance, and budgeting in developing land use and strategic development planning to fit needs of the Lummi community.
- Water - The people of the Lummi Nation find that all reservation natural resources are interconnected and that the water resource has domestic, spiritual, cultural, social, and economic values that guide the appropriate use, management and protection of that resource and the conditions of all water and land use activities in the watershed, drainage basins of the reservation and all usual and accustomed areas. Water resources of the Reservation are to be protected and preserved, subject to the Tribe's obligation to protect its membership. All land, water or other resource strategies, decisions, or regulations shall consider the potential effect on all reservation natural and cultural resources.

Fisheries Since time immemorial, the Lummi people have fished, hunted, and gathered throughout the traditional territories, including the waters of the Salish Sea, which rights have been secured in the Point Elliott Treaty of 1855 and confirmed by Federal Court decisions (U.S. District Court in U.S. v Washington (1974), and was upheld by the 9th Circuit Court of Appeals and the U.S. Supreme Court).

- Fisheries Alcohol and Controlled Substance Policy - LIBC Resolution 2017-070 (June 6, 2017) adopts the Fisheries Alcohol and Controlled Substance Policy. The LIBC has declared its intention of supporting families, youth, and the community in becoming a “Drug and Alcohol Free” environment and recognizes that it is most important to teach by example and action rather than just good intentions. Our families and individual members have fallen victim to alcohol and drug abuse, in every generation since the European people arrived on our shores. Many Lummis have suffered unnatural illness and death from their addictions and the tribe spends several million dollars per year to combat drug and alcohol abuse and its adverse effects on the community. Ensuring the safety of our fishermen and our families, and the protection of the resources of our Schelangen is essential to the future of the people. This resolution sets regulations that conditions the privilege extended to Lummi members to exercise treaty reserved rights to fish on submitting to and passing an annual and random alcohol and controlled substance test.
- Atlantic Salmon Catastrophe - On or about August 19, 2017, a catastrophic structural collapse of the Cooke Aquaculture open-net pen resulted in the release of thousands of farmed Atlantic salmon, an invasive aquatic species, into Pacific waters, adjacent to Cypress Island, just east of the Canadian border near Victoria B.C. The event is known as the “Invasive Species Spill”. Multiple state agencies (Department of Ecology, Department of Fish & Wildlife, and Department of Natural Resources) were informed. A delayed response time by the State of Washington and Cooke Aquaculture Inc. resulted in the spread of this invasive species throughout the Salish Sea and into the river systems. Because

of the failures to respond to the Invasive Species Bill, the Lummi Nation had to engage appropriately and quickly in the efforts to clean up and restore the Salish Sea. To remove these invasive species, tribal fishers and fish buyers were asked to assist in the clean-up of the spill. On or about August 29, 2017, the LIBC declared a State of Emergency in response to this Invasive Species Spill. The LIBC goals identified in response to this disaster are (1) to get the invasive species out of the water; (2) identify what caused the spill; and (3) quantify the impacts from the spill. The impact of the spill remains unknown on wild fish runs, some of which are federally protected under the Endangered Species Act. For Washington tribes the fish are both a competitive and ecological threat.

- Non-native community continues to move onto our reservation lands due to the beauty of our landscape
- Lack of infrastructure – natural gas, broadband, water/sewer

## D. Economic Resilience

The Lummi Nation's economic prosperity is linked to its ability to prevent, withstand, and quickly recover from major disruptions to its economic base. Such disruptions could include general downturns that impact demand for locally produced goods and consumer spending; downturns in particular industries critical to the region's economic activity; and/or other external shocks such as a natural disaster; exit of a major employer; or the impacts of climate change. Economic resilience is incorporated throughout this report. The Summary Background and SWOT Analysis sections identify key vulnerabilities, while the Action Plan provides specific goals, strategies, and actions to encounter those vulnerabilities.

It is important to note that some of the CEDS update was prepared during the global COVID-19 pandemic. A time of unprecedented uncertainty as it relates to the public health and the economy. While the long-term impacts are largely unknown, the CEDS documents short-term impacts and responses to the pandemic in the region to the extent possible. While the pandemic presented many challenges to the regional economy, it also provided an opportunity to evaluate and improve the region's economic resilience.

In past years, the Lummi Nation has worked diligently with agencies and governments to respond to the needs of the community with the impacts of economic resiliency in removing barriers, supporting local efforts, and developing tools needed to prepare.

### D.1 Lummi Nation Tribal Multi-Hazard Mitigation Plan

The LIBC is responsible for the protection, restoration, enhancement, and management of the natural resources within the exterior boundaries of the Lummi reservation and throughout the Lummi Nation's Usual and Accustomed (U&A) Fishing and Gathering Grounds and Stations. Natural Hazard events have occurred in the past and larger events can be expected to occur in the future on and near the Lummi Reservation and within the Lummi Nation's U&A. Defined hazard management policies and a coordinated hazard management plan with a focus on the homeland, will reduce the impacts of natural hazard events on the Lummi Reservation and within the Lummi Nation's U&A.

The LIBC updated and adopted the [Lummi Nation Multi-Hazard Mitigation Plan](#) by Resolution 2020-110 (revised), as recommended by the Multi-Hazard Mitigation Team (Lummi Fisheries and Natural Resources Commission, Lummi Natural Resources Department Director, the Lummi Planning Commission, and the Lummi Law & Justice Commission). The first Lummi Nation MHMP was adopted in 2004 and was the first "State-Tribal level" plan approved by FEMA for all state and tribal governments in the United States.

The purpose of the MHMP is to guide current and future efforts to mitigate the impacts of natural hazards on the Lummi Indian Reservation. It shall also guide efforts to mitigate and respond to natural hazards that are generated off-reservation or that cross reservation boundaries in coordination with other agencies and jurisdictions as appropriate.

The Lummi Nation finds that natural hazards on the reservation have a direct, serious, and substantial effect on the political integrity, economic security, health, and welfare of the Lummi Nation, its members, and all persons present on the reservation. Further, the Lummi Nation finds that those activities that potentially increase the frequency or severity of damages from natural hazards, if left unregulated or unaddressed, will eventually cause such damages.

The MHMP assessed vulnerabilities of the reservation to natural hazards and found that the reservation is vulnerable to flooding, earthquakes, severe winter storms, windstorms, coastal erosion, drought, wildfires, landslides, tsunamis, volcano eruptions and tornadoes.

Because the Lummi Reservation is surrounded by at a near sea-level floodplain, catastrophic flooding is always a concern. The potential for a Tsunami to cause inundation of low-lying areas and catastrophic flooding with very little warning is a real concern. The Tsunami preparedness efforts of the MHMT resulted in the Water Resources Division obtaining a grant to install two All Hazard Alert Broadcast (AHAB) radios (aka Tsunami Warning Towers) on the Reservation and public education efforts.

A total of three Tsunami Warning Towers are installed on the Reservation. The tower on the Sandy Point Peninsula was purchased jointly by Washington State and the ConocoPhillips Refinery and complements the two-tower purchased by the Lummi Nation through an Emergency Management Preparedness Assistance Grant from Washington State. The AHAB towers were installed in 2007 and the Lummi Police Department tests the two towers purchased by the Lummi Nation each week (Fridays at noon).

In 2009, a network of warning signs and tsunami evacuation route signs were installed by the MHMT in coordination with Washington State and Whatcom County. Public education takes place through *Squol Quol* (Lummi Newspaper) articles and the distribution of tsunami evacuation route maps that were developed in conjunction with Washington State.

## D.2 Unemployment and Underemployment Services

### ***Higher Education Program***

Education is a priority of the LIBC. In 1989, as an act of self-determination, LIBC took the responsibility for administration of the Higher Education Grant Award process from the Bureau of Indian Affairs. This grant award assists students in fulfilling their goals, as well as meeting the ever-growing needs of our dynamic community. To keep pace with the rising cost of college tuition, they have augmented those BIA funds with tribal funding. This award is based on academic rather than financial need. This program has one FTE to administer the scholarships and to provide students through career development.

### ***Dislocated Fisherman Program***

By birthright, all Lummi Nation Tribal Members are fishers. Therefore, the continued impairment of the marine economy impacts every Lummi family. So even though an individual tribal member might not fish, it is often because of the stark reality that it is increasingly difficult to make a living doing so. The Lummi People are hard workers. If the fish were there, or it was economically worthwhile, many more Lummi fishers would be out on the water.

The U.S. Department of Commerce officially declared Lummi Nation a sockeye salmon industry disaster in 2002. The decline of the fishing industry has caused a large percentage of the local workforce to become dislocated from their traditional occupation of commercial fishing. Because of the severity of the problem the Lummi Indian Business Council established the Dislocated Fishers Program to provide training and placement services to commercial fishers and their crews.

The purpose of the Dislocated Fishers Program is to develop partnerships with training and education institutions, and employers to empower dislocated fishers to make effective training and career choices based on realistic self-assessment and comprehension of the world of work, resulting in self-sufficiency



and achievement of life-long success. The program assists dislocated fishers in obtaining the employment, education and job training needed to establish a career path toward economic stability. The dislocated fishers are eligible for “core services” including skill assessment, labor market information, training program advisement and job search and placement assistance.

### D.3 Cascadia Subduction Zone

The Pacific Northwest is home to the Cascadia Subduction Zone, a 1,300 km-long tectonic boundary between the Juan de Fuca and Gorda oceanic plates to the west and the North America continental plate to the east. The denser oceanic plates are converging with North America and subducting beneath the western edge of the continent. The interface between upper and lower plates is defined by a large fault, called a megathrust, as well as numerous smaller faults that cut through the surrounding crust (Fig. 2). Over time, frictional stresses accumulate along these faults, building slowly until they exceed the fault’s strength, resulting in an earthquake. Subduction zone earthquakes are the largest on Earth, reaching magnitudes more than magnitude **M9**, and are known to generate large tsunamis.

It can generate a “great earthquake” at any time, and can cause widespread damage, depending on the size, the duration and type. Watch this great video on the Cascadia Subduction Zone earthquake threat produced by the [Oregon Department of Geology and Mineral Industries](#); and [Washington State](#).

### D.4 Global Warming

A United Nations found the world isn’t doing enough to limit global warming to 1.5 degrees Celsius (above pre-industrial levels). A study found cyclones in southern Africa became more severe. Most recently, devastating floods in

In the Pacific Northwest, climate change may affect the coastal marine environment by increasing ocean temperature, increasing the vertical stratification of the water column (reducing mixing which is important to the marine food chain), changing the intensity and timing of coast winds and upwelling.

The U.S Fish and Wildlife Services are collaborating with climate researchers to develop an understanding of climate change effects in the Pacific Northwest, and how to manage fish and wildlife resources considering these effects.

Climate change impacts Tribal Nations’ access to traditional foods. Fare such as salmon, shellfish, crops, and marine mammals have provided sustenance as well as cultural, economic, medicinal, and community health for countless generations. Some plants used for medicines and food are becoming increasingly difficult to find or are no longer found in historical ranges. Subsequent shifts from traditional lifestyles and diet – compounded by persistent poverty, food insecurity, the cost of non-traditional foods. Climate change threatens traditional ways of life.

### D.5 COVID-19 Pandemic

Visit our [webpage](#) for updates on the COVID19 pandemic from the Lummi Nation Public Health Team. Also see the Appendix for the Economic Recovery Plan.

## E. Strategic Direction

The CEDS Committee and stakeholders has guided the Mission, Vision, and Goals of the CEDS.

### E.1 Mission & Vision Statement

**Mission** – The mission of the Lummi Indian Business Council is:

*“To preserve, promote, and protect our Schelangen”  
~ per LIBC Resolution 2012-025*

**Vision** - The 2023 vision of the Lummi Indian Business Council is:

*“We, the elected officials, will work together to carry out the work of our people. We understand and honor our sacred obligation to preserve, promote, and protect our nation’s inherent and reserved rights by exerting our sovereignty.”  
~ per LIBC Retreat, December 2022*

The mission of Office of Economic Policy is:

*“To analyze, plan, implement and administer government economic policies and actions necessary for increasing the standard of living of Lummi Tribal members and improving the sustainable economic health of the Lummi Nation to preserve, promote and protect our Schelangen way of life.”*

Based on this mission, the department is well-suited to collect and analyze information on the Reservation economy, identify strategy options, assess the resiliency of the Lummi economy, and prepare implementation plans as elements of the CEDS. Furthermore, the department is very familiar with the LIBC Policies, Lummi Code of Laws, and cultural protocol and therefore can ensure compliance of CEDS objectives with the regulations of the Lummi Nation.

### E.2 Goals & Objectives

The following list of Strategic Goals is the culmination of several years of (A) Analysis of the Lummi Nation Economy; and (B) Community Involvement & Input. It reflects the vision of the General Council, while adhering to the Department of Commerce’s requirements for the Comprehensive Economic Development Strategy including economic resiliency.

The LIBC held an Annual Retreat in December 2022, to review previous General Council priorities, review and consider the discussions and requests of the General Council, and review the 2022 LIBC Priority List. The LIBC mutually agreed and acknowledged that the preservation of Lummi Nation’s Sovereignty and Treaty Rights are of the utmost value and is acknowledged in our vision and mission of the Lummi Nation.

**Council Goals for the 2023 year include:**

**Goal 1: Sovereignty and Treaty Rights** - To preserve, promote and protect our *ScheLangen* to enforce the protection of sovereignty, treaty and inherent sacred rights, and promotion of sovereignty through strengthened self-governance interactions, compacts, and agreements.

**Goal 2: Fiscal Income Growth and Security** – Establish fiscal objectives regarding expectations and responsibilities over the coming year to support financial management, growth, income allocation planning, compliance obligations, and business activity oversight

**Goal 3: Economic Development** – To ensure the Lummi Nation grows a thriving community that helps reduce poverty, address inequalities, and build upon the Tribe’s resilient economy for the benefit of the Lummi people.

**Goal 4: Health and Wellness** – LIBC will improve access and availability to health care services by supporting capacity-building improvements, and monitoring/evaluating the efficacy of Lummi’s healthcare programs.

**Goal 5: Education** – Evaluate educational programming to ensure current policies and practices are aligned with our vision for education and work toward continuous improvement and continue to advocate for equality at all levels to ensure each member is provided quality services.

**Goal 6: Strengthening Government Infrastructure** – To ensure quality is reflected at all levels of the government and administrative structure, assuring that programs assist and benefit the Lummi people and are based upon the highest standards of service and ethics. The LIBC will work together with the Lummi people to pursue good relationships, effective communication, and transparency to support the well-being of the Lummi community.

**Goal 7: Lummi Judicial System** - For the Lummi Nation Judicial system to have the organizational capacity, effective resource management, and highest quality of services to protect the Lummi Nation’s interests and people’s rights to feel confident in their safety.

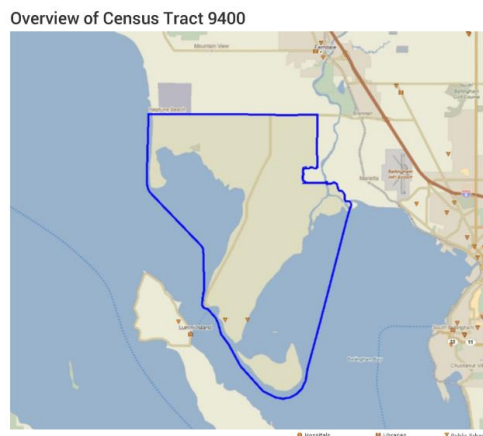
## F. Opportunity Zones

The Opportunity Zone tax incentive is a powerful new tool meant to bring private capital to underserved communities. However, economically distressed communities require more than private capital alone. Many of these communities need public-sector support and regulatory streamlining to ensure they develop the foundations necessary to support a thriving private sector. Public investment in economic development, entrepreneurship, education and workforce training, and safe neighborhoods – along with guidance for engaging with investors and entrepreneurs – will help communities unlock private capital to create sustainable growth. This public-sector investment serves as a means by which to attract and continue the flow of private capital-investment into Opportunity Zones.

The federal tax bill passed in December 2017, allowing Governors to designate a portion of eligible census tracts as Opportunity Zones. Investments made by individuals through special funds in these zones may defer or eliminate federal taxes on capital gains. Each state Governor can designate up to 25% of census tracts that either have poverty rates above 20 percent or median family incomes of no more than 80 percent of statewide or metropolitan area family income or meet other specified criteria. In other words, Opportunity Zones are designated low-income census tracts where tax incentives are available to encourage those with capital gains to invest in low-income and undercapitalized communities.

Acknowledging this need, President Donald J. Trump signed Executive Order 13853 on December 12, 2018. This Order established [White House Opportunity and Revitalization Council](#) to carry out the Administration’s plan to target, streamline, and coordinate Federal resources to be used in Opportunity Zones and other economically distressed communities. This public-sector commitment overlays the Opportunity Zone tax incentive in the Tax Cuts and Jobs Act. Together, private capital and public investment will stimulate economic opportunity, encourage entrepreneurship, expand educational opportunities, develop, and rehabilitate quality housing stock, promote workforce development, and promote safety and prevent crime in economically distressed communities. State, local, and tribal leaders have an opportunity to leverage the work of the Council and to also conduct similar reviews of their own programs and regulations.

Governor Inslee nominated [tract number 53073940000](#) in Washington State, which qualifies on both poverty rate and median family income. The 21 square mile census tract also has opportunities for additional investment that could complement the tremendous investment already made by the Lummi Nation.



The Lummi Nation appreciates knowing that the Opportunity Zone initiative is a top priority of the EDA, and a lot of additional support is provided to those identified as an OZ.

Opportunity Zones designed to spur economic development by providing tax benefits to investors. First, investors can defer tax on any prior gains until the earlier of the date on which an investment is sold or exchanged, or December 31, 2026, so long as the gain is reinvested in a Qualified Opportunity Fund. Second, if the investor holds the investment in the Opportunity Fund for at least ten years, the investor would be eligible for an increase in basis equal to the fair market value of the investment on the date that the investment is sold or exchanged.

Several upcoming projects have been identified and meets the special need eligibility requirement. LIBC's most recent project progressing on its own is the Lummi Tribal Health Clinic. Other upcoming projects include Housing, Retail, NWIC Expansion, Technology Training Center, Gooseberry Point Marina, Foreign Trade Zone, and a museum. The Lummi Nation would be open to an Opportunity Zone investment.

In a presentation made to multiple stakeholders in Whatcom County, we identified opportunities and incentives of doing business with the Lummi Nation. They include:

- **Historically Underutilized Business Zone “HUBZone”** – which seeks to create jobs in historically depressed areas, which includes “lands within the external boundaries of the reservation”.
- **Foreign Trade Zone “FTZ”** – the Lummi Reservation is the home of FTZ #128. Indian and non-Indian businesses involved in international trade, which locate on the Lummi Reservation can defer, reduce or in some instances eliminate U.S. Custom duties on products imported or exported through the Lummi FTZ. In addition, as a matter of federal law, State and local valorem taxes cannot be imposed upon imported tangible personal property stored or processed on the reservation FTZ or produced in the U.S. and held in the FTZ for exportation in its original or processed form.
- **Empowerment Zones** – designated by the Secretary of Housing and Urban Development and the Secretary of Agriculture, are areas with conditions of poverty, high unemployment, and general economic distress. The benefits of locating within the Lummi reservation EZ includes employment credits, a 0% tax on capital gains, increased tax deductions on equipment, and accelerated real property depreciation.
- **State/County Land Use Exemption** – If a non-Indian company seeks to build a facility of trust lands, the development will be exempt from local, county, and state zoning and land use restrictions. As such, the business could save a significant amount of time – and time is money – by avoiding, among other things, State permitting requirements.
- **Buy Indian Act** – within the discretion of the Secretary of the Department of the Interior, that Indian labor shall be employed, and purchases of the products...of Indian industry may be made in open market. This Act gives Indian businesses a strong opportunity to obtain government contracts. Similarly, the Secretary of DHHS may use these principles in the acquisition of hospital and health facilities for Indians and related health conservation.
- **Indian Incentive Program** – is a Congressionally sponsored program, originating from the Buy Indian Act, that provides a 5% rebate to Department of Defense prime contractors, with a contract of \$500,000 or more, on the total amount paid to Indian-owned economic enterprises or Indian organizations.
- **SBA 8(a) Business Development Program** – offers a broad range of assistance to businesses with at least 51% tribal ownership. The program helps small businesses gain competitive advantages and build business savvy. Section 8(a) participants may take advantage of specialized business training, counseling, marketing assistance and high-level executive development provided by the

SBA. Tribal businesses, as well as individually owned Indian businesses, can apply to participate in this program.

- **Federal and State Tax Savings** – several federal and state tax benefits are available for non-Indian businesses that partner with Indian-owned businesses or employ members of Indian tribes. The exact tax benefits available depend on the specific nature of the business involved.
- **Unique Financing Opportunities** – developing businesses on Indian lands and/or partnering with tribal governments offers a variety of unique financing opportunities for non-Indian businesses.
- **Tribal Sovereignty** – Native American tribes consider ‘sovereign immunity’ to be crucial for the protection of tribal resources and the promotion of tribal economic and social interests. A sovereign state is one that is independent from all other authority, retaining the right and power to regulate its internal affairs without foreign interference. Sovereign immunity is the doctrine that precludes the assertion of a claim against a sovereign without the sovereign’s consent. Indian Tribes are sovereign entities. Tribal sovereignty is not granted to tribes by the United States but rather reserved as inherent in their status as governments predating the formation of the United States. The fact that the colonizing nations, and subsequently, the U.S. government entered into Treaties with tribes supports this.

## G. Evaluation Framework

Evaluation is essential to successful implementation. Ongoing evaluation will take place to measure progress on the goals and objectives, analyze performance metrics, economic trends, and benchmark against other regions to identify opportunities. Partner agencies will be integrated into evaluation efforts when appropriate.

### G.1 CEDS Review

Ensuring the enduring survival of the Lummi homeland, culture and people requires undertaking modern economic aims and progressive measures while preserving and protecting the land, sea, air, and traditions of the *Xwlemi*. The Office of Economic Policy has developed a Comprehensive Economic Development Strategic Plan to meet that goal.

#### ***Progress Reports***

The Lummi Indian Business Council's, Office of Economic Policy, will implement the CEDS and Progress Reports. At the Lummi Indian Business Council, direction was provided to submit a report specifying each activity's progress in achieving the benchmark goal identified in the Work Plan, impact of increasing employment, and contributions to the overall return on investment.

#### ***Mid-Year Report***

Each year the progress reports will be summarized into a Mid-Year Report which will be forwarded to EDA. The document will be intended to meet the Commission's commitment, as part of the EDA Grant agreement, to provide the EDA with a Mid-Year Report.

#### ***Annual Report***

Each January, the Office of Economic Policy will submit an Annual Report to the Lummi Indian Business Council, which in turn is shared throughout the Lummi Nation. The purpose of the Annual Report is to:

- Document and distribute, for widespread evaluation by the members of the Lummi Nation, the progress of the departments in implementing the previous year's Work Plan.
- Provide a means to solicit community input in development of a work plan for the coming year.
- Serve as a reference tool and an official record, to be stored in the Lummi Nation Archives for future generations and public inquiries, or the economic development accomplishments, shortfalls, and lessons learned for that particular year.
- Set benchmark measures and criteria by which to determine the effectiveness of the department's use of funding dollars in achieving the goals of the community. This evaluation sets the foundation for funding in the upcoming Lummi Nation Budget Process.
- Meet the Economic Development Division's commitment, as part of the EDA Technical Assistance Grant Agreement, to provide the EDA with an annual report.

#### ***Performance Metrics***

The LIBC has several initial performance metrics to work toward under this CEDS. Performance Metrics work to track progress of the overall implementation of the CEDS as required by EDA. Annual updates will be shared with partners and stakeholders, as well as the general community, to understand how we are doing and what we can do better.

The region shows the following performance metrics:

Population – The Lummi Nation population is 5,213, with 47.5% AIAN (2,478) and 52.5% (2,735) other, according to the 2017-2021 American Community Survey 5-year estimates. 2,434 Male, and 2,790 Female.

Housing – There are 2,170 Housing Units located on the Reservation, with 1,841 occupied and 329 vacant. Of the 1,841 homes on the Lummi Indian Reservation 70.7% (1,301) are owner-occupied housing units, and 29.3% (540) are renter-occupied housing units. The average household size of owner-occupied housing is 2.69, and of renter-occupied is 2.98. There are approximately 900 Lummi homes on the Lummi Reservation.

Median Household Income - A median household income of approximately \$61,861, which is 26.6% lower than the median household income for the State of Washington of \$84,247.

Per Capita Income - The per capita income of a Lummi Tribal Member living on the Lummi Reservation is \$20,977. Per capita income is \$36,504 for Whatcom County; \$75,698 for Washington State; and \$65,423 for the United States.

Poverty Rate - The poverty status for the Lummi Reservation is 14.7% which is 10% more than Whatcom County.

Unemployment Rate – According to the American Community Survey (ACS), the unemployment rate for the Lummi Nation is 8.0% with a light margin of error of 3.7%. The computation of the unemployment rate considers all those who are 16 years and over. Those in the labor force are self-identified as being employed whether they are institutional, governmental, private sector employees or self-employed.

Median Home Value - The median home value is approximately \$265,500 which is 58.7% lower than the median home value for the State of Washington of \$452,000.

Education - A percentage of population with a high school diploma is approximately 89%, which is 3.3% lower than the rate for the State of Washington of 92%.

Median Age - A median age on the Lummi Reservation is approximately 37.9, which is 0.5% higher than the median age for the State of Washington of 37.4.

Veteran Status – 6.8% of veterans on the Lummi Indian Reservation are veterans.

A summary of Lummi Nation, Whatcom County, and Washington State can be found in the Appendices.

## G.2 CEDS Amendment

### **Annual Revision**

The Office of Economic Policy will review LIBC staff reports and submit their own findings quarterly to the Budget Committee through the Commission representatives.

The Budget Committee comprised of technical support staff determine department progress in achieving community goals and then allocate funds accordingly.



The purpose of the community-based makeup on the Budget Committee is to increase the opportunities for members of the Lummi Nation to participate in the budgeting process and to help set the Lummi Nation's priorities for the coming year, such as goals in the CEDS. The LIBC recognizes the importance of the involvement and support of the tribal community in tribal government and desires to improve the opportunities for tribal members to effectively participate in the most crucial of government processes, the fiscal budget.

### ***Overview of the Budget Process***

The annual budgeting process will require approximately three to seven months to prepare and adopt a budget for the coming fiscal year. The budget cycle begins in January with a report to the members of the Lummi Nation on how the Lummi Nation's funds were used in the previous year. On or before the last working day of January, the Treasurer will publish a calendar setting the timelines for the next year's budget cycle. This calendar is to be presented to and approved by the LIBC prior to publication.

- a) The initial public hearing will provide the community with an opportunity to express support or dissatisfaction with existing tribal programs and activities. Approximately one to six months later, after the community has been informed of LIBC's best estimate of plans and funds expected to be available for appropriates in the coming year, the LIBC will conduct a second public hearing to discuss the community's priorities for use of these funds.
- b) The LIBC will then retreat to consider the community input and tribal needs and to develop the Business Council's appropriation priorities that will guide the LIBC Treasurer and the Budget Committee in their preparation of a Draft Budget.
- c) Once the LIBC has considered and approved a Draft Budget, a third public hearing will be held to explain the expenditure plan to the community and to solicit additional budget comments and recommendations from the Lummi membership.
- d) The Budget Committee will then consider these comments, and where appropriate, amend the draft budget and develop a proposed final budget and adopt a Final Budget Resolution by November. The approved Budget shall not obligate more funds than are reasonably expected to become available for expenditure in the coming year (a "balanced budget" is required) and will guide all tribal spending throughout the coming year.
- e) Reports shall be presented in a format that is easy to read by non-financial persons.
- f) The Budget Committee will review the approved budget at least three times during the year to monitor budget compliance and to measure actual revenues with the forecasts.

The Budget Committee will recommend modifications to the LIBC when needed to avoid expending more money than is available. The LIBC will be required to amend the Budget when necessary to maintain a balanced budget.

Once the Annual Work Plan and other amendments to the CEDS have been completed, the CEDS for that year will be approved by Resolution of the Lummi Indian Business Council. A copy of the amended CEDS will be submitted each year to the EDA for their records, as outlined in the EDA Grant Agreement.

### ***Year Five***

Renewal every fifth year from the submission of the original CEDS, the Office of Economic Policy will update the Work Plan for the following year and the entire Lummi Nation Comprehensive Economic Development Strategy, assess the membership of the CEDS Committee, and determine how economic development efforts can best serve the Lummi Nation.

## CLOSING REMARKS

The Lummi Nation greatly appreciates the cooperation and collaboration of the EDA Seattle Area Office, particularly Ethan Fogg and Sharon Metiva, in providing the time and resources necessary to overcome substantial staff turnover. The Lummi Nation has always enjoyed having a productive relationship with the U.S. Department of Commerce, Economic Development Administration and envisions building an even stronger relationship in years to come.

Hysh'qe = Thank you!

## APPENDIX A – The Governing Body of the Lummi Tribe

Per the [Lummi Constitution](#), the governing body of the Lummi Tribe is a business council consisting of eleven (11) members duly elected to serve for a three-year term, provided that a minimum of seven (7) members must live on the reservation.

1	Position A	On/Off	Term expires Nov 2023	Maureen Kinley, Council Member
2	Position B	On	Term expires Nov 2023	Terrance Adams, Vice-Chairman   Council Member
3	Position C	On	Term expires Nov 2023	William Jones Jr., Secretary   Council Member
4	Position D	On	Term expires Nov 2023	Yvonne Cagey, Council Member
5	Position E	On	Term expires Nov 2024	Nickolaus Lewis, Council Member
6	Position F	On	Term expires Nov 2024	Henry Cagey, Council Member
7	Position G	On/Off	Term expires Nov 2024	Anthony Hillaire, Chairman   Council Member
8	Position H	On/Off	Term expires Nov 2025	Lisa Wilson, Council Member
9	Position I	On/Off	Term expires Nov 2025	Rosalee Revey Jacobs, Council Member
10	Position J	On	Term expires Nov 2025	Vendean Jim Washington, Council Member
11	Position K	On	Term expires Nov 2025	Clifford Cultee, Treasurer   Council Member

The LIBC provides social, economic, and governmental services for the enrolled membership of the tribe and Reservation residents through six (6) primary executive departments:

1. Office of Economic Policy
2. Education
3. Health & Human Services
4. Law & Justice
5. Natural Resources
6. Planning & Public Works

The LIBC also consists of ancillary administrative departments that provide support services to the (7) executive departments:

1. Accounting
2. Finance
3. Human Resources
4. IT
5. Funding
6. Cultural
7. Legal

The administrative structure of the Lummi Indian Business Council reflects its long-term experience and commitment to the provision of services for implementing the Nation’s goals and objectives.

## APPENDIX B – The 2023 Project List

Project Name	Description of Project	Investment Needed	Have funds been identified for this project?
<b>CARE - Healing Spirit Wellness &amp; Recovery Campus - Care Center</b>	The development and construction of a counselling center, medical center, child care and cultural room. A 23,352 sf building is proposed.	\$ 25,406,976.00	Partial
<b>CARE - Healing Spirit Wellness &amp; Recovery Campus - Detox Center</b>	LIBC declared a public health crisis in 2017 to end illegal drug use on the reservation in response to the impact of the opioid epidemic. The development and construction of a medical detox center, a necessary service. A 22,460 sf building is proposed.	\$ 27,491,040.00	Partial
<b>CARE - Healing Spirit Wellness &amp; Recovery Campus - Journey to Wellness</b>	The development of a group meeting area, kitchen, and 3 offices. A 3,000 sf building is proposed.	\$ 2,422,500.00	Partial
<b>Family Services - Commodity Foods - New Facility</b>	New Facility – including a dining space for large gatherings and a permanent Port-cochere, west parking lot expansion and paving.	TBD	None
<b>Family Services - Commodity Foods - Wood Shed</b>		TBD	
<b>Family Services - Family Services Expansion</b>	The Lummi Family Services department needs to expand to ensure efficient program delivery to the community. Initial discussions had included temporary solutions using modulars, with a long-term solution of a stick-built facility.	TBD	None
<b>Family Services - Little Bear Creek</b>	Facility is currently in need of upgrades/replacements for 2 elevators at \$250K each, Kitchen at 100k, Exam Room - \$25k	\$ 625,000.00	ARPA
<b>Family Services – Hospice House</b>		TBD	None
<b>Law &amp; Justice – Correctional Facility</b>	Need an updated study for the correctional facility – it’s been 10 years since we’ve looked at this project.	TBD	None
<b>LCC - Salish Village Phase II - Land &amp; Vertical</b>	Costs of developing land, pads, and vertical on the site	\$ 20,012,000.00	Partial
<b>LCC - Salish Village Phase III - Vertical Developments</b>	Proposed Project to include multiple amenities that total over 1.0mil Sqft and 1,606 parking spots.	\$ 526,042,000.00	Partial

<b>LNHA - Indian Housing Plan FY2022</b>	LNHA Indian Housing Plan for FY2022 that includes construction of two major projects: 1. Kwina Village Phase 3 - 32 Low Income Units 2. Two Half-way Houses - 16 units	\$	5,111,650.00	Full
<b>LNHA - Olsen Subdivision Phase 1</b>	Development of the Olsen Subdivision Phase 1, which includes 20 lots that will have single family homes. There will be 3,000 sqft. of impervious surface for each lot and remaining sqft for landscaping. The total impervious surface will be 60,000 and landscape 154,690.69 sqft. This will also include a 66,760 sqft park.	\$	6,527,377.00	Partial
<b>LNHA - Olsen Subdivision Phase 2</b>	Development of the Olsen Subdivision Phase 2, which includes 88 lots that will have single family homes. Each parcel will have 3,000 sqft. of impervious surface and remaining sqft as landscape.	\$	28,720,458.80	None
<b>LTUD - Add two MacKenzie Water Wells</b>	Has Indian Health Service funding but match about \$500,000, Grey and Osborne doing design	\$	600,000.00	
<b>LTUD - Biosolids Application Site - Chief Martin Road</b>	The LIBC recognizes that the Lummi Tribal Sewer & Water District's current BioSolids 39-acre site is near capacity and requires a 51 acres site to accommodate growth in the community, and up to 71 acres by 2038. The installation of solar panels in the 100-foot buffer zone around the entire site will be considered. LIBC Reso 2020-129	\$	1,600,000.00	None
<b>LTUD - Chief Martin Road Sewer and Water Service</b>	11,000 feet of water, sewer and electrical with paving, this will allow new housing opportunities in the central part of the reservation	\$	5,900,000.00	
<b>LTUD - Gooseberry Point Waste Water Treatment Plant Improvement</b>	Currently funded with loan that requires \$380,000 per year in repayment, need grant funds to replace loan.	\$	6,200,000.00	Full
<b>LTUD - I-5 Utilities - Water &amp; Sewer</b>	Water line extension from the LTSWD lines located at the corner of the Silver Reef Casino to Ferndale Rd, then Ferndale Rd to the Salish Village Site at I-5. Feasibility Study needed.	\$	7,000,000.00	None
<b>LTUD - Kel Bay Water and Sewer</b>	The Kel Bay area is developed for Tribal Homes but the water and sewer are not installed	\$	500,000.00	

<b>LTUD - LTSWD Administration Building</b>	Managing and operating a small water and sewer system is a big responsibility and investment in a new Administration Headquarters building is necessary.	\$	275,000.00	None
<b>LTUD - LTSWD Pump Station 9</b>	Existing wet well is too small, not enough hang time	\$	1,000,000.00	None
<b>LTUD - Repairs PS 10 and Sewer Force Main</b>	Force Main undersized and PS 10 in area that has frequent coastal flooding. Project has WA Ecology \$3,000,000 funding but still need \$2,500,000	\$	2,500,000.00	
<b>LTUD - SCADA for 5 Sewer Pump Stations</b>	SCADA is a computer-based system for gathering and analyzing real-time data to monitor and control equipment	\$	150,000.00	None
<b>LTUD - SCADA for ATP &amp; NW Wells</b>	SCADA is a computer-based system for gathering and analyzing real-time data to monitor and control equipment	\$	85,000.00	None
<b>LTUD - Update Control Panel</b>	Evolution Control is doing the design and estimate, this is at the Arsenic water treatment plant	\$	60,000.00	
<b>LTUD - Update W &amp; S Facilities Plan</b>		\$	150,000.00	None
<b>LTUD - Upgrade PS 21 Control Panel</b>	Evolution Control is doing the design and estimate.	\$	15,000.00	
<b>LTUD - Water Reservoir</b>	This will improve the water pressure and fire fighting capabilities for the entire Lummi peninsula	\$	2,000,000.00	
<b>LTUD - Solid Waste Management Program</b>	The Lummi Solid Waste Management Program is a priority and funding is needed for staffing, facilities, enforcement, Clean up day, etc.	\$	400,000.00	None
<b>Natural Resources - Lummi Bay Salmon Hatchery</b>	Hatchery Infrastructure Improvements to implement the Lummi Co-Manager agreed 10 year hatchery production plan per LIBC RESO 2015-042 to provide an increase in harvestable salmon to the Lummi community.			

<b>Natural Resources</b> - Lummi Bay Shellfish Hatchery	Shellfish hatchery infrastructure improvements to modernize shellfish operations and rehabilitate the Lummi Bay dike. FLUPSY House for FLUPSY Operation: \$2,960,760	\$	2,960,760.00	
<b>Natural Resources</b> - Lummi Bay Shellfish Hatchery	Shellfish hatchery infrastructure improvements to modernize shellfish operations and rehabilitate the Lummi Bay dike. New Clam Plant Building: \$846,563	\$	846,563.00	Partial
<b>Natural Resources</b> - Lummi Bay Shellfish Hatchery	Shellfish hatchery infrastructure improvements to modernize shellfish operations and rehabilitate the Lummi Bay dike. Phase II of FLUPSY Floats improvement: \$858,000	\$	858,000.00	Partial
<b>Natural Resources</b> - Propane Distribution Center	3 30,000 Gallon holding tanks for Propane on about 1 acre of property.	\$	1,400,000.00	None
<b>Natural Resources</b> - Retail Propane	Since the majority of Tribal homes are heat sourced by propane, it is the desire of the LIBC to provide propane services to Tribal residents.	\$	555,550.00	None
<b>Natural Resources</b> - Skookum Creek Salmon Hatchery	Hatchery Infrastructure Improvements to implement the Lummi Co-Manager agreed 10 year hatchery production plan per LIBC RESO 2015-042 to provide an increase in harvestable salmon to the Lummi community.	\$	3,343,953.00	Partial
<b>OEP</b> - Broadband/Telecommunications Adoption	The Lummi Reservation is 2500 square miles and a variety of diverse terrain and demographics. The grant would formulate a plan that improves telemedicine capacity on the reservation to maintain physical and mental healthcare services; greater retention and creation of tribal teachers by accelerating learning and degree attainment in high school; and to accommodate culturally relevant and tribe-specific needs as well as maintain school courses during COVID19 pandemic.	\$	809,734.00	Full

<b>OEP - Lummi Nation Industrial Business Park</b>	During updates regarding EDA ARPA programs, discussions surrounding an industrial business park that is no smaller than 20 acres and no larger than 100 acres be considered. This project includes only 20 acres.	\$	77,285,566.00	None
<b>OEP - Lummi Vendor Market Place</b>	This project was proposed as part of the EDA ARPA Travel, Tourism and Outdoor Recreation funding opportunity.	\$	4,625,000.00	Full
<b>OEP - Marijuana Retail Store</b>	Modifications to the site previously occupied by the 260 Tobacco and Fine Spirits.	\$	2,000,000.00	None
<b>OEP - Museum/Cultural Center</b>	Development of a Lummi Museum/Cultural Center	\$	500,000.00	None
<b>OEP - Way Finding Signage</b>	Establish a coordinated system of wayfinding signs for the purpose of guiding visitors, residents and businesses to their destinations (and other points of interest) within the Lummi reservation and the surrounding area. Coordinated wayfinding systems enable jurisdictions to improve traffic circulation, create a sense of place, improve the characterization of sub-areas and districts within a community, and reduce sign blight. As proposed, the Tribe would establish a series of signs throughout the reservation that will provide directions to points of interest within the reservation. As part of this program a variety of existing signs would be removed and consolidated into the proposed wayfinding program. The Lummi Nation expects to coordinate with Ferndale, Lummi Island, Whatcom County, private businesses and the general public to identify important destinations within the Ferndale area and to development variations from the central theme of the wayfinding program.	\$	50,000.00	None



<b>Planning &amp; Public Works - Broadband/Telecommunications Infrastructure</b>	Construction, improvement of facilities and equipment needed to provide high-speed internet to residents of the Lummi Nation. Our proposed fiber-to-the-home (FTTH) project will place 31.25 miles of backbone fiber and 24.96 miles of distribution fiber for a total of 56.21 miles of fiber that will serve 2,359 homes, anchor institutions and businesses throughout the reservation.	\$	15,942,129.05	Full - NTIA TBGP
<b>Planning &amp; Public Works - Chief Martin Road Improvements</b>	Infrastructure updates to electricity, water, sewer and paving estimate	\$	4,204,985.00	None
<b>Planning &amp; Public Works - Garipee Commons - Townhomes</b>	24 townhomes that are 2 Bedroom 1 bath as part of the Kwina Master Plan	\$	4,800,000.00	Partial
<b>Planning &amp; Public Works - Haxton Way Channelization &amp; Access Management Improvements</b>	the project provides for minor roadway widening along Haxton Way, channelization along Haxton Way and Slater Road, the construction and installation of signal modifications at the intersection of Slater Road and Haxton Way, a pedestrian signal on Haxton Way.	\$	1,000,000.00	None
<b>Planning &amp; Public Works - I-5 Slater Interchange</b>	Construct on/off ramp roundabouts along I-5 at exit 260 where they intersect Slater Road. Traffic studies show the surrounding interchange will experience more traffic due to rapid growth in the area within the next decade.	\$	31,100,000.00	Partial
<b>Planning &amp; Public Works - Lummi Shore Road and Lummi View Drive Top Shore Rock Revetment Repair</b>	Several areas of the revetment have failed due to erosion and require re-construction. FEMA Funding for design \$ 151,000, Estimated Construction Costs \$ 3.5M	\$	3,500,000.00	Partial

<b>Planning &amp; Public Works</b> - Lummi Shore Road Pedestrian Path - Kwina Road to Haxton Way	The project consists of construction of 5070 linear feet of pedestrian improvements along the south/west side of Lummi Shore Drive, constructed within the roadway easement between Kwina Road and Haxton Way and includes replaces ditches with storm sewer conveyance system, road widening and illumination. The purpose of the proposed pedestrian path is to address safety concerns and to provide safe pedestrian access to Haxton Way from the vicinity of the Northwest Indian College and tribal facilities on Kwina Road. The current roadway has a limited shoulder width and pedestrians have no separation from vehicular traffic. Vehicles often travel at a high speed along this section of roadway. Visibility is especially difficult at night due to a lack of street lighting and rural conditions.	\$	2,700,000.00	Partial
<b>Planning &amp; Public Works</b> - Lummi Spray Park	Alternative to a swimming pool. This would be a project where families can gather and get the children cooled off during the spring and summer months.			None
<b>Planning &amp; Public Works</b> - Lummi Transit Facility	Transit Parking Lot Design and Bus Barn	\$	2,300,000.00	None
<b>Planning &amp; Public Works</b> - Roundabout at Kwina, Lummi Shore Road, and Marine Drive	Construction of a roundabout to replace 4 minor stop controlled intersections which have 8 deficient left turn movements.	\$	5,200,000.00	Partial
<b>Planning &amp; Public Works</b> - Slater Road Elevation and Bridge Project	The Road and Bridge project investment will have significant transportation and economic impacts. Elevation of Slater Road, 1,900 linear feet of roadway, 12 feet above the flood stage, between the Nooksack River bridge and the BNSF Railroad tracks; and replace outdated bridge carrying Nooksack River flows under the roadway with a new bridge span.	\$	16,500,000.00	None

<b>Planning &amp; Public Works - Solid Waste Management</b>	In 2002 the Solid Waste Management Project was created to address illegal solid waste dumping on the Lummi Indian Reservation. The LIBC initially fully funded this effort until U.S. EPA funding was obtained to help support the effort. As a result a total of 565 tons of solid waste, nearly 215 appliances, nearly 500 tires, and over 70 abandoned vehicles have been removed and disposed of at an off-reservation licensed transfer station. Since then, the project went to the wayside and it is the desire of LIBC to reimplement the program. There are approximately 1966 households that could be served, plus government facilities.	\$	130,000.00	None
<b>Planning &amp; Public Works - Swimming Pool</b>	25 yd x 50 yd with an inflatable dome over the pool.	\$	15,000,000.00	None
<b>Planning &amp; Public Works - Telecommunications Towers</b>	Construction of two telecommunication towers - Feasibility Study	\$	1,350,000.00	Dept of Treasury - Capitol Projects Fund \$167,504
<b>TERO - TERO Training Facility/Apprenticeship Program</b>	Apprenticeship Building for our trades in the construction industry, for training a new generation of practitioners of a trade or profession with on-the-job training and often some accompanying study (classroom work and reading). Apprenticeships can also enable practitioners to gain a license to practice in a regulated occupation. Most of their training is done while working for an employer who helps the apprentices learn their trade or profession, in exchange for their continued labor for an agreed period after they have achieved measurable competencies.	\$	17,000,000.00	None

<b>Workforce Development - Lummi Tribal Training and Technology Center</b>	The proposed project involves new facility construction of Lummi Tribal Training and Technology Center. Specifically, the project involves construction of a 14,664 SF facility that will include two teaching classrooms, one computer lab, and within the same building will be offices and multi-functional shop facility including an overhead crane. The facility shop and class areas will have a high ceiling roof at approximately 24 feet to allow work on boats and use of a taller backhoe within the shop and classroom areas of building. The office spaces will likely have lower roof elevations. The scope is compliant to address federal ADA standards. The building incorporates sustainable design features such as radiant floor heating. The building also incorporates wood logs in the overall design. In visualizing the nature of the proposed project, it will be useful to refer to Exhibit 3 which provides a site plan.	\$	10,809,946.00	None
<b>General Council - Shaker Church</b>	Shaker Church that is new for the funerals, gatherings, and something more for the community.	\$	250,000.00	None
<b>General Council - Canoe Shed - Stommish Grounds</b>	The canoe shed at the Stommish Grounds needs to be repaired/replaced		TBD	None
<b>General Council - Cemetery Plan</b>	The cemetery is becoming full and a plan is needed		TBD	None
<b>General Council - Bluff stabilization plan - between Portage Island and Cagey Rd.</b>	The bluff is falling into the water, between Portage Island and Cagey Road, and a plan is needed to prevent future bluff fall off.		TBD	None
<b>General Council - Lummi Recovery Café</b>			TBD	None
<b>Housing Emergency Assistance</b>			TBD	None

# APPENDIX C – Lummi Nation’s Economic Recovery & Resiliency Plan



Lummi Indian Business Council  
Economic Recovery and Resiliency Plan  
Addendum to the  
Comprehensive Economic Development Strategy  
2020 - 2022

Prepared by Derek Harter, Economic Recovery Coordinator, of the Office of Economic Policy

Updated: 4/28/2023

*"We are Lummi. We are Coast Salish people with a rich history, culture and traditions. We are fishers, gatherers and harvesters of nature's abundance. We envision our homeland as a place where we enjoy an abundant, safe and healthy, life in mind, body, society, environment, space, time and spirituality; where all are encouraged to succeed, and none are left behind."*

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# Introduction

This report emerged through the funding from the Economic Development Administration's Economic Adjustment Assistance Grant for the Economic Recovery Coordinator position in Lummi Nation. The goal is to help fund the recovery and resiliency of the local economy from the COVID-19 pandemic. The outbreak of COVID-19 in March 2020 has had a substantial impact on Lummi Nation's economy due to the closure of the Lummi Nation's businesses, such as the Silver Reef Casino, which is the main revenue source for the Nation. The pandemic continues to have a profound challenge to Lummi Nation's economy.

Lummi Nation declared a public health emergency on March 3, 2020. The governmental and business-type activities were financially reallocated on an emergency basis that has reduced the total available resources tremendously. Less resources for Lummi Nation equated to laid off employees, reduced services, reduced working hours, and temporary closure of enterprises. The emergency measures implemented were to mitigate the spread of the coronavirus in the community and to comply with tribal, state, and federal mandates. This affected the government in many areas, such as billing, revenue generation, and compliance. It exposed governmental areas that need development and strengthening, to have a resilient government. Fortunately, financial aid was received from the state and federal government, and through their agencies, to support emergency actions in response to the pandemic. These federal funds helped the Lummi Indian Business Council (LIBC) to react, respond, and mitigate the spread of COVID-19 in the community. The funds created job specific opportunities to help rebuild from the responsive actions implemented, such as assisting in public health and education to help the economy recover. The LIBC added to its governmental services by providing proper protective equipment (PPE) to all tribal members, community members, and employees. LIBC provided general welfare assistance to supplement power, food, bills, and working from home or distance learning (K-12 students), and other various assistance. LIBC provided additional jobs to fight against the pandemic through strategic planning, policy development, education, and implementation. The Economic Recovery & Resiliency Plan will address the economic impacts from COVID-19 and identify projects needed to recover and to have a more resilient tribal economy. This furthers Lummi Nation's inherent right of tribal self-determination, self-sufficiency, and sovereignty.



The Office of Economic Policy staff will address the COVID-19 pandemic in three phases: Response, Recovery and Resiliency.

## Response

The first phase was to identify the shortfalls and gaps in Lummi Nation’s economy when the LIBC mandated the closure of our businesses and schools as recommended from our local health jurisdiction in response to the COVID-19 pandemic to mitigate the virus as much as possible.

## Recovery

The second phase focuses on the reopening of our businesses and schools in accordance with our Phased Approach to Re-Opening Plan and to identify short and long-term projects and opportunities that will aid Lummi Nation in the recovery from the impacts of COVID-19.

## Resiliency

The third and final phase will reflect on work performed in the first two phases and ensure that we are implementing a plan to prevent and prepare for future shocks to our economy from the ongoing COVID-19 pandemic. Seek partnership opportunities to maximize our ability to effectively rebuild our Nation and speed the recovery and resiliency process.

## Economic History

As stated in Lummi Nation’s Comprehensive Economic Development Strategy (CEDS), the Lummi tribal government, their business enterprises, their members, and firms that want to do business on the Lummi Indian Reservation all account for the contribution of economic and business development.

### **Lummi Commercial Company**

Lummi’s business enterprise, Lummi Commercial Company (LCC) is the main source of revenue for the tribe, which includes its subsidiaries, Silver Reef Casino Resort (SRC), 3 Lummi Bay Market Locations (Lummi MiniMart, Fisherman’s Cove, and the new Salish Village location), 260 Tobacco & Fine Spirits, Pizzanini Express and Loomis Trail Golf Course.

<b>Lummi Nation Tribal Enterprises Gross Revenue</b>	<b>2019 Gross Revenue</b>
Silver Reef Casino	\$98,398,000.00
Lummi Commercial Company	\$129,935.00
Lummi Bay Market at Exit 260	
Lummi Bay Market at Fisherman's Cove	\$3,504,289.00
Lummi Bay Market Minimart	\$13,618,482.00
Pizzanini Express	\$421,951.00
260 Tobacco & Fine Spirits	\$13,030,981.00
Lummi Tribal Sewer and Water District	\$4,033,612.00
Northwest Indian College	\$18,050,295.93
<b>Total</b>	<b>\$151,187,545.93</b>

*Table 9: Revenue Summary of Lummi Nation prior to COVID-19*

Loomis Trail Golf Course revenues are included in Silver Reef Casino totals. The golf course was purchased on July 3, 2018 for \$3.8 million. The purchase was in part of Lummi Nation’s goal of diversifying its revenue streams as well as acquiring some of Lummi’s ancestral lands back. The Lummi

Bay Market at Exit 260 is a travel center with 12 retail fuel pumps, truck stop amenities and a 10,000 square foot convenience store where the Pizzanini Express and 260 Tobacco & Fine Spirits will be relocated to. The travel center was under construction in 2019 and the project was completed during the COVID-19 pandemic on October 31, 2020.

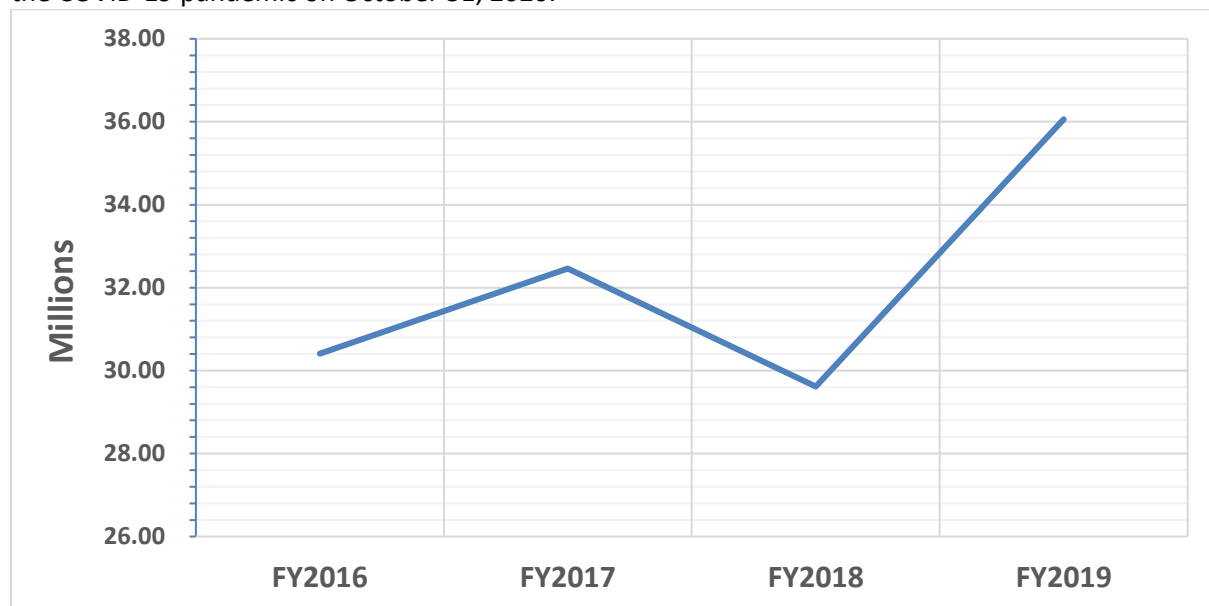


Figure 14: Lummi Nation Economic Growth 2016-2019 (Profit from all entities)

Lummi Nation has been growing on average 6.58% in revenue each year up to 2019. The net income for FY 2016 topped \$30 million and \$36 million in FY 2019. The projected net income for 2020 was \$38.4 million, but unfortunately, 2020 was an economically devastating year for Lummi Nation.

## Response to COVID-19

Lummi Nation responded quickly to the COVID-19 pandemic to protect the health of the Lummi community. The health of the people is more important than the health of the economy. As we know now, there are ways to accommodate for both while mitigating the virus in the community.

The United States Health and Human Services Secretary declared a [public health emergency](#), on January 31, 2020 pursuant to section 319 of the Public Health Service Act. Not long after, on March 3, 2020, the Lummi Nation had declared a Public Health Emergency (PHE) in response to the spread of COVID-19 under the Lummi Codes of Law: : [Title 44:Emergency Health Powers Code](#) and implemented the Comprehensive Emergency Management Plan, closing the Lummi Nation School and temporarily suspending gaming operations at the SRC until April 1, 2020 and directing LIBC programs to operate only essential services. On the same day, LIBC authorized the execution of the Mutual Aid Agreement between the Lummi Nation and Whatcom County Health Department per resolution #2020-051. The Agreement recognizes that intergovernmental coordination is essential for the protection of lives and for best use of available assets. It provides for mutual assistance among the jurisdictional boundaries in the prevention of, response to, mitigation of and recovery from, any public health emergency, public health disaster, or public health incident.

The agreement enabled Lummi Nation Public Health team and Whatcom County Public Health to collaborate on effective and timely responses to outbreaks in unique situations involving both tribal

members and non-tribal members such as mitigating COVID-19 exposures at tribal enterprises, such as the Silver Reef Casino. This was essential in further operations throughout the pandemic to ensure employee and customer safety while keeping operations running with other public health measures in place. The casino is the primary revenue stream of Lummi Nation and is essential for the economy of the community and the hospitality and entertainment industry was by far one of the most negatively impacted industries across the nation.

Per LIBC resolution #2020-055 on March 22, 2020, implemented the Shelter in Place Order to mitigate virus transmission as much as possible in the community. The order mandated all individuals living on the Lummi Indian Reservation to shelter at their place of residence except to provide or receive certain essential services, engage in certain essential activities, and work for essential businesses, essential infrastructure, and vital LIBC functions.

On March 26, 2020, per LIBC resolution #2020-057 the LIBC directed Lummi Tribal Health Center to designate an appropriate facility and operation of the low-acuity in-patient overflow unit to fill a critical gap in healthcare services should the local hospital, St. Joseph Medical Center, reach full capacity. Lummi Public Health Department provided the community with guidance and implemented the LIBC Phased Approach to Re-Opening on May 19, 2020, due to the economic impacts of COVID-19. Lummi Nation and all its entities are abided to follow the guidelines for their organization's procedures. The Shelter in Place Order and the Phased Approach to Re-Opening Plan served the community as a baseline for policies and procedures for all LIBC departments, entities, and organizations to follow throughout the pandemic in weekly operations as COVID-19 cases varied from low to high according to reporting from Lummi Public Health Department.

The shelter in place order drastically impacted the way Lummi Nation conducts its business. This includes but is not limited to service delivery, public health, health care, education, employment, natural resources, food bank, development, and culture. The public health emergency of COVID-19 had adjusted the way we look at our mission statement, which is to "preserve, promote, and protect our sche'lang'en." Lummi Nation School and Northwest Indian College moved to providing education online, Lummi Tribal Health Center quickly converted most appointments via Telehealth, and non-essential governmental services worked remotely from home. The Economic Recovery & Resiliency Plan will further support this mission and actions to become more resilient in the future to public health emergencies.

Not only is economic recovery the process of the local economy rebounding from the following recession or public health emergency, but it is the strength and resiliency of the local economy sustaining and withstanding the economic impacts during and after a public health emergency.

## The Team

One of the past struggles that Lummi Nation has is that its entities and organizations work separately in silos from each other. However, at the onset of the COVID-19 pandemic, the community came together to work towards mitigating the virus and collectively collaborated in the response to COVID-19. The COVID-19 response was spearheaded by the Lummi Public Health Team (LPH), which was comprised of many working departments of the Lummi Tribal Health Center (LTHC) and outside departments. LPH would provide COVID-19 updates to the LIBC departments in the LIBC Director's meetings held weekly so that Lummi Nation could adapt in how we provided services to the community.

The LIBC Workplace Safety Department made sure that all departments complied with the Shelter in Place mandate including social distancing guidelines, wearing a face mask, and proper sanitation requirements. Lummi Public Health coordinated with Lummi Nation Police Department (LNPD) with the enforcement of policies and procedures. LNPD also retrieved any additional personal protective equipment (PPE) from Federal Emergency Management Agency (FEMA) and coordinated with LTHC in the distribution of supplies.

Lummi Nation Housing Authority (LNHA) also worked with the LPH to provide quarantine apartments or houses to further mitigate the spread of the virus in the community. This assistance is crucial since there are large amounts of multi-generational households in the community. This protected our most vulnerable populations, elders and immunocompromised, from contracting COVID-19 when a younger family member in their home became ill.

Lummi Public Health also partnered with Silver Reef Casino kitchen staff and delivery staff to provide meals to families for food security who were subject to quarantine orders ensuring patients who tested positive stayed home.

The primary method of communication to the community is through social media on Facebook. LIBC's leadership would provide any updates and announcements to the current phase on the Shelter in Place Order and whether Lummi Nation would be moving forward or rolling back a phase based on the virulence of disease transmission as determined by Lummi Public Health. Also, Lummi Tribal Health Center actively communicated current COVID-19 case data, reporting or policy changes through their Facebook page.

# Strategic Direction/Vision Statement

## ***Strategic Direction***

The strategic direction that is provided in this section is the culmination of years of analysis of the Lummi Nation Economy and community involvement and input. It reflects the vision of the General Council, while also adhering to the standards set forth for an Economic Recovery and Resilience plan.

## ***Vision Statement***

The vision of the Office of Economic Policy is to increase the standard of living of Lummi Tribal Members and improve the sustainable economic health of the Lummi Nation.

## ***Goals and Objectives***

**Goal #1:** Prevent, prepare for, and respond to coronavirus.

- a. Objective 1.1: Utilization of the Lummi Codes of Law Title 44: Emergency Health Powers Code
- b. Objective 1.2: Follow shelter-in-place guidelines, including LIBC return to work policies and procedures
- c. Objective 1.3: Support current and prospective workforce through career development activities

**Goal #2:** Responding to the economic injury as a result of the coronavirus

- a. Objective 2.1: Provide technical assistance to small business owners
- b. Objective 2.2: Provide technical assistance to LIBC owned businesses
- c. Objective 2.3: Providing (access to) capital for small business owners
- d. Objective 2.4: Providing capital for LIBC Owned businesses

**Goal #3:** Prepare regional economy for next emergency

- a. Objective 3.1: Review SWOT Analysis for gaps
- b. Objective 3.2: Seek business opportunities for small businesses and LIBC owned businesses
- c. Objective 3.3: Ensure a consistent business environment for small and LIBC owned businesses
- d. Objective 3.4: Garner legal and administrative support for enforcement of current and future tax liabilities

**Goal #4:** Ensure adequate resources for infrastructure to support the community

- a. Objective 4.1: Support broadband connectivity for all on the Lummi Reservation
- b. Objective 4.2: Support sewer and water developments for enrolled Lummi Tribal Members living on the Lummi Reservation
- c. Objective 4.3: Improve the region's transportation system
- d. Objective 4.4: Provide for electrical battery storage in the event of disaster via Microgrid technologies

# SWOT Analysis

<p style="text-align: center;"><b>Strengths</b></p> <ul style="list-style-type: none"> <li>• Community engagement and support</li> <li>• Establishing programs</li> <li>• Tribal sovereignty</li> <li>• Local Health Jurisdiction</li> <li>• Collaboration and relationship development</li> <li>• Communication and notices to the community</li> <li>• Many tribal individual small business</li> <li>• Local education opportunity</li> </ul>	<p style="text-align: center;"><b>Weaknesses</b></p> <ul style="list-style-type: none"> <li>• Lack of communication between tribal entities and organization</li> <li>• Limited communication methods</li> <li>• Broadband infrastructure</li> <li>• Childcare resources</li> <li>• Multi-generational housing, lack of additional housing</li> <li>• Lack of loan assistance opportunities</li> <li>• High unemployment</li> <li>• Main source of revenue is in the tourism industry</li> <li>• At capacity for water, sewer and biosolids infrastructure</li> <li>• Geographical food desert</li> </ul>
<p style="text-align: center;"><b>Opportunities</b></p> <ul style="list-style-type: none"> <li>• Opportunity Zone and New Market Tax Credit</li> <li>• Online websites</li> <li>• Natural beauty of surrounding landscape for tourism industry</li> <li>• Available state and federal assistance</li> </ul>	<p style="text-align: center;"><b>Threats</b></p> <ul style="list-style-type: none"> <li>• Closure of US-Canadian border</li> <li>• Lack of diverse portfolio in different economic industries</li> <li>• Economic dependence upon tourism</li> </ul>

## Recovery

Our first goal was achieved by swiftly using tribal sovereignty to protect our community. The Lummi Nation can respond to the economy injury as a result of the coronavirus by providing assistance to those who have been impacted the most. The CARES Act was passed on March 25, 2020, which provided the majority of the assistance to Lummi Nation’s businesses, programs, schools, healthcare system and people.

According to Table 2 below, in 2019, the SRC had \$98,398,000 in top line revenue whereas in 2020, revenue fell to \$53,443,000, which is a 54% decrease in revenue totaling a loss of \$45 million dollars for just the Silver Reef Casino alone. The spread of COVID-19 in March 2020 caused the SRC to shut down on March 18, 2020, for 20 days and reopened on April 1, 2020, with social distancing guidelines and the Shelter in Place mandate in effect. The shutdown and restrictions upon reopening decreased the revenue stream for SRC significantly. Most of the casino’s revenue is acquired by Canadian consumers and other travelers however, the Canadian border closed on March 20, 2020, to all non-essential travelers into the United States. The border remained closed to all non-essential travelers until fully vaccinated travelers were able to commute to the U.S. for non-essential travel on November 8, 2021. The border was closed for almost 20 months, which played a crucial role in the loss of sales of the Silver Reef Casino. The closure of the US-Canadian border is an economic threat to Lummi Nation and is a variable that is out of our control so we must adapt to diversify our portfolio in many ways among different industries.

<b>Lummi Nation Tribal Enterprises</b>	<b>2019 Gross Revenues</b>	<b>2020 Gross Revenues</b>	<b>Gains/Losses</b>
Silver Reef Casino	\$98,398,000.00	\$53,443,000.00	(\$44,955,000.00)
Lummi Commercial Company	\$129,935.00	\$575,658.00	\$445,723.00
Lummi Bay Market at Exit 260	(Established in September 2020)	\$14,309,925.00	\$14,309,925.00
Lummi Bay Market at Fisherman's Cove	\$3,504,289.00	\$2,818,112.00	(\$686,177.00)
Lummi Bay Market Minimart	\$13,618,482.00	\$6,829,473.00	(\$6,789,009.00)
Pizzanini Express	\$421,951.00	Closed until incorporated into 260 in 2020 Q4	-
260 Tobacco & Fine Spirits	\$13,030,981.00	Closed until incorporated into 260 in 2020 Q4	-
Lummi Tribal Sewer and Water District	\$4,033,612.00	\$3,945,553.00	(\$88,059.00)
Northwest Indian College	\$18,050,295.93	\$15,926,690.16	(\$2,123,605.77)
<b>Total</b>	<b>\$151,187,545.93</b>	<b>\$97,848,411.16</b>	<b>(\$53,339,134.77)</b>

Table 10: Revenue Summary after impact from COVID-19

260 Tobacco & Fine Spirits had a prolonged closure for most of 2020 due to relocating to the new travel center at Exit 260 and the economic shutdown from the pandemic. Pizzanini Express also closed their doors for some time while the business made the transition to the new store. Both businesses incurred a significant loss from the delayed transition caused by the pandemic. However, the revenue generated from the new travel center was only from Q4 of 2020.

On the other hand, LCC opened its newest store of its subsidiary, Lummi Bay Market at Exit 260 on September 5<sup>th</sup>, 2020. This travel center store included a large convenience store with 260 Tobacco & Fine Spirits, a full kitchen featuring Skippers & Pizzanini, and a separate truck fuel station and driver's store. Sales were three times as anticipated in the grand opening of the store even without Canadian sales because the US-Canadian border was closed for 18 months and revenue from the new store assisted the tribe's enterprise distribution waterfall when it struggled the most. During the fourth quarter of 2020, the Lummi Bay Market at Exit 260 store amassed over \$14 million in revenue. The grand opening of the fuel center is a prime example of why it is so important to have economic diversity. The demand for fuel throughout the pandemic did not decrease. Diversifying the tribe's economic portfolio will ensure that Lummi is more resilient towards not only future pandemics but other public health emergencies. Investments now into more industries can lead to a thriving economy down the road. Even today and throughout the summer of 2022, Lummi Bay Market at Exit 260 is selling more than 1 million gallons of fuel each month and is the #1 Phillips 66 Fuel Station along the West Coast for highest amount of daily transactions.

Due to the significant loss of revenue and the economic impacts of COVID-19, the Lummi Nation, with guidance from Lummi Public Health, adopted a COVID-19 Contingency Plan on October 8, 2021, replacing the Shelter in Place Order and the Phased Approach Re-Opening. This approach addresses the appropriate mitigation measures while learning to live with COVID-19 in the community. These new set of guidelines will enable Lummi Nation to focus on the projects, expansion and growth needed to recover.

A key aspect to economic recovery is developing broad partnerships throughout the county and region as COVID-19 affects multiple jurisdictions.

## Local Partners

Local partners are important for the ongoing public health mitigation practices for COVID-19, such as contact tracing and case investigation occur keeping the community safe from overloading the hospital with out of control disease transmission. The collaboration between county and tribal jurisdictions can keep businesses safely open during the ongoing pandemic.

## Regional Partners State of WA

Our regional partners can also contribute to the recovery for COVID-19 as they can include organizations within the Puget Sound. Lummi Nation’s partnership with the University of Washington for the Novavax clinical COVID-19 vaccine trial is critical towards developing a safe and effective vaccine to bring the pandemic to an end. The State of Washington is an important partner to support the reopening of businesses and recovery. The State provides appropriate guidelines through the Safe Start program and is vital for workforce development as they can provide unemployment assistance and the Department of Commerce can provide monetary relief.

## Federal Agencies

The federal agencies and departments are the most crucial for economic recovery. Government to Government relations to agencies such as the Small Business Administration and Economic Development Administration and others can provide the necessary funding and support to our businesses and governmental services for Lummi Nation’s economy.

As funding support comes in from state and federal agencies, Lummi Nation will need to identify projects in the short and long term to assist the businesses, people and government.

Short-term recovery projects	Long-term recovery projects
Rental Assistance	Infrastructure
Homeowner’s Assistance	Broadband
Small Business Assistance	LTWSD
Educational Assistance	Transportation
Employment Security Department	Childcare Expansion
Healthcare Operations	Workforce Development/Employment
General Welfare Exclusion	Housing & Education

## Short-Term Recovery

In the short-term, Lummi Nation needs to focus recovery efforts in immediate monetary assistance for the economy to rebound from the shock that the COVID-19 pandemic has imposed on it. The Lummi Indian Business Council received a total of \$39,669,328 in CARES Act funding to add on to Amendment #3 FY 2019-2020 budget in the amount of \$66,896,809 for a total FY 2019-2020 Budget of \$106,566,137. To best use the federal funds, Lummi Nation established the following programs to assist in the short-term recovery projects identified above:

### Unemployment Assistance

In anticipation of the unemployment rate rising due to the economic shut down of the Lummi economy, the LIBC will need to provide assistance for employees seeking help to file for unemployment under Washington State Employment Security Department. Unemployment assistance was first held at LIBC on



April 4, 2020, and thereafter for those without access to the internet or proper equipment to apply online with proper social distancing guidelines in place.

### **Lummi Education & Retraining Grant (LERG)**

LIBC authorized \$1.5 million of the CARES Act funding to support students who have incurred costs due to the COVID-19 pandemic. LIBC partnered with Lummi Higher Education Scholarship Office and the Northwest Indian College Fund to assess the needs of the students and the requirements that are needed to ensure they are successful on their educational endeavors. LIBC delegated the responsibility of the program to the tribal nonprofit organization, Lhaq'temish Foundation, to administer the necessary expenditures.

### **General Welfare Exclusion**

LIBC authorized two COVID-19 Emergency Distributions to the community due to the economic impacts of COVID-19, the Lummi community faces higher rates of unemployment which has led to the inability of our community to pay for essential services such as rent, mortgage payments, and food and essential supplies. The first emergency distribution was on June 3, 2020, for a total amount of \$6,444,000 and the second distribution on December 13, 2020, for a total of \$8,738,704. The total general welfare assistance to tribal members in 2020 was \$15,182,704.

Lummi Nation has been a fishing community since time immemorial, many tribal members rely on commercial fishing for cultural purposes and economic welfare. Extensive economic damage has occurred to the Lummi Nation fishing industry caused by the COVID-19 pandemic. It is in the best interest to provide funding for fishery assistance. LIBC approved the distribution of the Commercial Fisheries CARES Act funding on May 4, 2021, of which \$657,794 of monetary assistance went to 442 fisherman and a total of \$99,275 went to the Lummi Shellfish Hatchery.

### **Emergency Rental Assistance Program (ERAP)**

In regard to the economic shut down from the COVID-19 pandemic, it is without a doubt that some Lummi tribal members will need rental assistance as some are placed on unemployment, incur loss of wages or have significant expenses from adapting to remote work throughout the ongoing pandemic.

### **Homeowner's Assistance Program (HAP)**

To prevent any mortgage delinquencies and defaults, foreclosures or any Lummi tribal member homeowners experiencing financial hardship from the COVID-19 pandemic due to loss of employment, job relocation or a reduction in household income it is in the best interest for Lummi Nation to provide housing assistance to the community to those who have been impacted the most. This can effectively assist with current housing instability and to help homeowners and other household members with their financial hardships that they have been experiencing.

### **Small Business Interruption Grant (SBIG)**

Another area that Lummi Nation will need to aid is for small business owners for Lummi tribal members. There are currently 128 registered business owners and due to the COVID-19 pandemic, our business owners will need ongoing support to help them rebuild their business from the economic impact from COVID-19. Business owners will have to adjust how they operate in regard to the phased re-opening plan for Lummi Nation. It is imperative that the Nation provides monetary relief to small business owners who have been negatively impacted and simultaneously seek additional funding from other agencies to provide support throughout the pandemic as the economy recovers.

### **Healthcare Operations**

Since the onset of the COVID-19 pandemic, the Lummi Tribal Health Center (LTHC) has responded very quickly to mitigating the coronavirus in the community. LTHC is the local health jurisdiction for Lummi

Nation and is vital in keeping the community safe during these difficult times. It is important for LIBC to provide adequate funding for the clinic to effectively respond to COVID-19 and will likely need ongoing assistance throughout the years. CARES Act assistance provided funds for COVID-19 testing, supplies, quarantine facilities, acute in-patient overflow center, vaccine distribution, etc.

## Long-Term Recovery

For the Lummi Nation to have long-term recovery from the COVID-19 pandemic, we will need to significantly invest in expanding infrastructure on the Lummi Reservation. The economy can only be as resilient as its infrastructure. For our businesses, government, healthcare, and educational systems to effectively respond to the coronavirus and mitigate its impacts, we need adequate broadband infrastructure throughout our region to do so.

## Infrastructure

### Broadband

The COVID-19 pandemic has clearly exposed how crucial and critical it is for Lummi Nation to have broadband infrastructure. Broadband is a vital key to a resilient community when there is a public health emergency. After the pandemic first impacted Lummi Nation by shutting down the economy, the community struggled in multiple areas due to the lack of broadband infrastructure. Broadband speeds and connection issues have been difficult for community members as many employees converted to working remotely, patients received care through telemedicine and students moved to online learning. It was difficult for many employees and students to work or learn from home without proper internet access and/or internet speeds.

Lummi Nation has always struggled with the lack of broadband access on the Lummi Reservation. However, increasing the capacity and infrastructure needed to get the community up to speed with broadband has been a long-term goal of Lummi Nation. In fact, prior to the COVID-19 pandemic, LIBC identified the community need for broadband infrastructure to increase residential household access to internet services by resolution 2020-027 on January 21, 2020. On the path to achieve this goal, Lummi Nation was disrupted by the COVID-19 pandemic significantly and due to the mandated closures of educational programs and businesses throughout the Lummi community, a heavy burden is being placed on the current networks on the Lummi reservation leaving community members with little or no broadband solutions to participate in educational services, employment, and telemedicine. The LIBC authorized the approval of the Lummi Nation Rapid Deployment Plan to increase broadband services on the reservation on April 2, 2020, per resolution #2020-061. The plan executed a contract between Lummi Nation and Native Network Inc. to provide critical bandwidth increases to anchor institutions along with critical residential connections and a strong mobility component for essential workers including educators, first responders, police, fire, public works, tribal government, and others. The network created through the Rapid Deployment Plan reached approximately 600 end-users. Since then, on June 1, 2021, resolution #2021-064 established an Interlocal Cooperative Act Agreement between Lummi Nation and Northwest Open Access Network (NoaNet) to provide the Nation with an evaluation and assessment of the existing broadband infrastructure and to develop recommendations for enhancements and improvements to broadband networks on the Reservation.

Lummi Nation is seeking numerous additional funding sources to acquire the broadband goal. LIBC has applied for Tribal Broadband Connectivity Grant (TBC) Program under the U.S. Department of Commerce National Telecommunications and Information Administration (NTIA), Washington State Broadband Office (WSBO) acceleration grants, the U.S. Department of the Treasury's Coronavirus Capital Projects Fund Grant (CPF). Lummi Nation was just awarded \$15.9 million under the NTIA grant

on October 11, 2022. This funding will further support the long-term economic recovery of Lummi Nation to be even more resilient to future economic shocks. It will provide the necessary and critical infrastructure needed to close the digital divide among the residents of the Lummi Reservation. The fiber-to-the-home will connect 1,881 residents to broadband network. Completion of the project will provide essential governmental services, health and medical services, teleworking, and online remote access for education.

The COVID-19 pandemic has clearly exposed how crucial and critical it is for Lummi Nation to have broadband infrastructure. Broadband is a vital key to a resilient community when there is a public health emergency. After the pandemic first impacted Lummi Nation by shutting down the economy, the LIBC approved the Phased Reopening Plan which was implemented to reopen the economy abiding by mitigation guidelines and restrictions set forth by the Lummi Public Health Team to slow the spread of the virus in the community. Lummi Nation and the community struggled in multiple areas due to the lack of broadband infrastructure. It was difficult for many employees and students to work or learn from home without proper internet access and/or internet speeds. Production slowed along with education growth. Broadband is the most essential piece to ensure that Lummi Nation is more resilient to future pandemics. It touches on all aspects of our daily lives and connects people with the services they need in all sorts of emergencies from a natural disaster to public health emergency. Ensuring adequate broadband speeds throughout the reservation will help us achieve goal number four.

### Lummi Tribal Sewer and Water District (LTSWD)

The LTSWD was established in 1976 and provides water and sanitary services to users located within the exterior boundaries of the Reservation. The LTSWD plays a critical role in the development and growth of infrastructure throughout the Reservation for our housing and businesses. Currently, there are three sewer treatment plants that serve approximately 1,600 households and many other facilities. The treatment plants are reaching their capacity and are in need of expanding or creating new additional treatment plant locations as this poses a threat to the growth and expansion of Lummi. As the Nation’s economy grows commercially on Kwina Road and at Gooseberry Point, additional infrastructure is needed to support the economic growth. The population growth is estimated to reach up to 9,471 by the year 2037 using the data from Table 2 below. There will need to be additional housing developments built to sustain the growth of the Lummi people and the development of residential areas will be dependent upon the infrastructure of the LTSWD. The growing population goes hand in hand with the need for the creation of jobs as more development is needed in our commercial land use zones as well as the expansion of sewer and water infrastructure.

	2007			2017			2022			2037		
Ages	Female	Male	Total	Female	Male	Total	Female	Male	Total	Female	Male	Total
0-4	371	376	747	444	466	910	469	492	961	636	667	1303
5-9	265	281	544	289	343	632	310	367	677	430	511	941
10-14	192	211	404	255	253	507	319	367	686	617	607	1223
15-19	264	280	544	264	283	546	251	246	497	317	367	684
20-24	208	214	421	234	241	476	260	282	542	528	530	1057
25-29	171	182	353	257	266	522	232	247	479	276	340	616
30-34	171	181	352	202	212	414	257	265	522	249	249	498
35-39	160	177	337	168	190	359	204	205	409	265	274	539
40-44	186	176	360	171	179	350	163	186	349	220	229	449
45-49	155	176	330	164	165	329	165	173	338	243	231	474

<b>50-54</b>	153	94	<b>247</b>	174	168	<b>341</b>	158	153	<b>312</b>	176	175	<b>351</b>
<b>55-59</b>	81	85	<b>167</b>	143	164	<b>308</b>	164	153	<b>317</b>	139	149	<b>288</b>
<b>60-64</b>	58	51	<b>109</b>	142	81	<b>223</b>	122	146	<b>268</b>	115	122	<b>237</b>
<b>65-69</b>	41	34	<b>75</b>	72	71	<b>143</b>	124	68	<b>192</b>	111	98	<b>208</b>
<b>70-74</b>	27	27	<b>54</b>	42	40	<b>82</b>	61	60	<b>120</b>	89	93	<b>181</b>
<b>75-79</b>	13	12	<b>25</b>	31	24	<b>55</b>	44	31	<b>74</b>	117	68	<b>185</b>
<b>80-84</b>	15	10	<b>25</b>	19	19	<b>38</b>	30	20	<b>50</b>	93	40	<b>133</b>
<b>85+</b>	12	1	<b>13</b>	14	7	<b>21</b>	18	16	<b>34</b>	73	29	<b>102</b>
<b>Total</b>	<b>2541</b>	<b>2566</b>	<b>5107</b>	<b>3086</b>	<b>3173</b>	<b>6258</b>	<b>3351</b>	<b>3476</b>	<b>6827</b>	<b>4693</b>	<b>4777</b>	<b>9471</b>
<b>Working Age</b>												
<b>20-64</b>	1342	1335	<b>2676</b>	1656	1667	<b>3323</b>	1726	1809	<b>3535</b>	2212	2299	<b>4510</b>

Table 11: Potential Enrollment Counts for 2007, 2022, 2037

Note: Margin of Error (MOE) for 2022 and 2037 is  $\pm 1.45\%$  or 99 and  $\pm 0.81\%$  or 77, respectfully.

Currently, as of January 2022, the working age population has been determined to be a sum of the age groups 20-64 because, the United States Social Security Administration had published that the retirement age should be 65 years.

It is in the Lummi Nation's best interest to implement broadband services into our current LTSWD organization umbrella by centralizing most of our economy's infrastructure under one tribal utility district (TUD). Lummi Tribal Sewer and Water District already has the political organizational structure established in Lummi Code of Law Title 16 so implementing broadband in the code will be relatively straightforward and cost effective. The TUD will also allow our broadband telecommunication organization to streamline right of ways faster than they are currently by requesting approval through Bureau of Indian Affairs. This is another opportunity for the tribe to set up a revenue stream by also leasing the dark fiber to other telecommunication companies. The TUD also provides better regulations to enforce in Lummi's code of laws because most telecommunication companies are operating illegally on the reservation or do not get permits to build within the exterior boundaries of the Lummi Reservation. Establishing a tribal utility district also further promotes Lummi Nation's goal of tribal self-determination and sovereignty.

**Goal:** Seek federal and state funding opportunities to expand the current infrastructure on the Reservation to better serve the community, and tribal businesses by integrating a Tribal Utility District (TUD). The TUD would be formed by enacting a new Lummi Code of Law and serve the community with Lummi Nation's own water, sewer, broadband and potentially energy.

## Transportation

Lummi Nation has its own transit system that routinely runs bus routes throughout the reservation and has a set schedule. Since the COVID-19 pandemic hit, Lummi Transit adapted to providing transportation as an on-demand model but has recently begun transitioning back to previous methods pre-pandemic. However, COVID-19 has placed a strain on retaining or hiring new bus drivers to provide regular service to the community. Without public transportation on the reservation, it can be dangerous to pedestrians as they resort to walking when most of the reservation lacks sidewalks and no shoulder on the roadways and it can significantly impact residents who do not have another means of transportation when trying to commute to work. To combat the lack of staff and low retention and for the recovery of public transportation on the reservation; Lummi Transit can also partner with new Technology and Training Center once its operational to provide access to taking online courses for

people to obtain their Commercial Driver’s License (CDL) which is required to be a transit bus driver. Lummi Transit now operates a route that leads to our truck stop at I-5, this route connects residents to the I-5 corridor where they can access services, jobs, and shopping in Bellingham or Ferndale more effectively. Having reliable transportation provides workers with more opportunities when coming back to the workforce as well.

Lummi Nation should consider providing Wi-Fi on all of our transit buses which would increase ridership and improve the user experience. During their commute, they would also be more inclined to be more productive and take care of digital tasks. This accommodation is in line with Lummi Transit’s mission statement which is to “provide transit service that meets the needs of the community.” Wi-Fi on the buses will connect residents online in a rural area as the Nation expands its broadband infrastructure.

**Goal #1:** Updating current Lummi transit buses with Wi-Fi to further connect the community to digital resources which in turn will increase the demand for ridership.

**Goal #2:** Establishing a CDL program once the Technology & Training Center is completed for Lummi tribal members to become a transit driver, which will fulfill the need for the necessary staff in Lummi Transportation to properly serve the community and increase bus routes throughout the reservation.

## Workforce Development/Employment

### ***Strategy & Guidelines***

The LIBC is responsible for the reopening of the economy and the Phased Approach to Reopening Plan. The Lummi Tribal Health Center is an established Local Health Jurisdiction (LHJ) which means that Lummi Nation does not have to abide by Washington State Law and can implement their own guidelines, policies, plans and mandates. It is extremely important that Lummi Public Health effectively updates the tribal government on the current state of the COVID-19 pandemic so the tribe can enforce adequate policies and guidelines for departments, organizations, entities, and employers can follow.

### ***Communication & Policy***

This plan and guidelines shall serve the businesses and workers with the information they need to implement health and safety standards to keep employees and customers safe. All departments and entities must respond efficiently to the updated communication from LIBC through the Lummi Communications Department after the current public health recommendations are addressed so that they can ensure all mitigation practices are safely in effect. Lummi Public Health will provide all tribal all businesses, departments, organizations, and entities on tribal lands with any contact tracing, case investigation, COVID-19 testing, quarantine or isolation, and vaccine requirements as the COVID-19 pandemic continues. This will provide the support that businesses need to safely remain in operation and to protect employees and customers.

### ***Unemployment***

The unemployment rate pre-pandemic in 2014 was 11.9% which was a report conducted by LIBC Vocational Rehabilitation Program. Typically, outside sources of data, such as city-data.com or the U.S. Census Bureau will have underestimated an accurate report of unemployment among tribal members living on the reservation because the Lummi Reservation population includes Lummi enrolled members and people who are not enrolled. This reason is why it is important for LIBC to conduct our own community-wide surveys regularly.

The COVID-19 pandemic has exacerbated the unemployment rate on the Lummi Reservation. In the month of June 2020, the Lummi Indian Business Council’s Office of the Treasurer and Office of Economic Policy conducted a community-wide survey of the enrolled Lummi Tribal members living within Whatcom County. As of June 26, 2020, we received 2,177 survey responses. The self-disclosed survey question was: “Are you currently unemployed? Yes/No”. The survey participants were also requested to disclose their home address. Of the 2,177 responses, fifty-eight percent (58%) self-disclosed that they are currently unemployed. Of the 2,177 responses, 1,435 live within the Lummi Indian Reservation boundary. Sixty-one percent (61%) of the Lummi Tribal Members living within the Lummi Indian Reservation self-disclosed that they are currently unemployed.

Another community-wide survey conducted by the same departments went out on June 30, 2021, and the results were very similar with little improvement. We received a total of 2,930 responses and of those, fifty-four (54%) self-disclosed that they were currently unemployed. On this survey, there wasn’t a specification of living on or off reservation this time.

### **Technology & Training Center**

The training center is a tremendous opportunity for Lummi Nation to grow, especially for our tribal members to have secure access to employment trainings, learning web-based applications or even becoming proficient in Microsoft applications. All of these are essentially key in striving for success in any career path. This project has a lot of potential for revitalizing the workforce for Lummi Nation and



will have a long-term impact on reducing the unemployment rate and can stimulate the local economy.

The tribal technology and training center will be located on one parcel north of the Lummi Men’s Transitional Housing on Chief Martin Road. The facility will provide post-12<sup>th</sup> grade training for workforce development. The design plans have been finalized and the funding for the construction and operations is currently being sought by the Workforce

Development Department in LIBC.

*Figure 15: Technology & Training Center Design*

### **Workforce Development Partnerships**

In order for Lummi Nation to be on the path to recovery, the unemployment issue must be addressed and to work with other entities, organizations and governments including at the state and federal level to provide assistance. For example, streamlining employees through workforce development to fill vacant positions throughout the tribal entities, departments and organizations that were lost due to the COVID-19 pandemic or tribal entities developing a partnership with the Technology & Training Center once completed to train employees to be hired to fill vacant jobs on the Reservation.

### **Childcare**

There are only three childcare options on the Reservation: the Lummi Early Learning Center, Teen-Parent Daycare Center at Lummi Nation School, and NWIC Early Learning Center (closed during the pandemic but recently re-opened in 2022 under the Lummi ELC program umbrella). These facilities are

small and often understaffed and the student capacity is full. The COVID-19 pandemic has put a strain on these facilities with social distancing guidelines, contact tracing and quarantines causing limited classroom sizes and total number of classrooms available. The lack of availability of childcare causes a barrier for people to enter the workforce or can cause families to reside in multi-generational households so their children can be cared for by a grandparent or other family member while the parents attend work. This setting increases the risk of spreading the virus in the community, as well. Before the pandemic, there was already a significant need to expand childcare services and the COVID-19 pandemic has greatly exposed that need. The lack of affordable childcare is contributing to the labor shortage. One year of early childcare for an infant, toddler, or preschooler is more expensive than annual tuition at Western Washington University or Whatcom Community College<sup>14</sup>. The report also ranks Washington State as the third most expensive state in the United States for home-based infant childcare. There is a large demand to expand current daycare centers on the Reservation or create additional ones. The Lummi Indian Business Council is currently undergoing expanding the Lummi Early Learning Center and increasing the capacity of students that can attend as well as creating more jobs in Lummi Nation. Construction is expected to start in March 2022 to expand with two preschool aged classrooms which will increase enrollment by 40 students. Creating available childcare for the community is an important aspect for the growth and resilience of the Lummi Nation economy as childcare is essential for ensuring that parents are able to be a part of the workforce.

The COVID-19 pandemic has placed a big strain on the Lummi Early Learning Center programs, in order to be in compliance of the Phase Reopening Plan, they had to abide by strict social distancing guidelines at their daycare as well as limiting students to a single classroom without intermingling students which can increase the probability of a COVID outbreak in the facility. This has caused a strain on working parents to find other means of childcare during the pandemic because the ELC had to decrease the number of students they can attend to comply with the Phased Reopening Plan. Thus, more working parents were forced to be unemployed and stay at home with their children during this time. Because of the restrictions, it is important to have more daycare options around the Reservation and create affordable childcare for working parents.

**Goal:** Seek funding opportunities to create an additional childcare facility at an affordable rate for working tribal member parents. This facility can have a for profit model as opposed to the Lummi Early Learning Center programs.

## Housing & Education

### ***Housing***

The Lummi community faces housing instability which the COVID-19 pandemic exposed a disparity among Native Americans. According to the CDC, Native Americans are nearly twice as likely to contract COVID-19, three times as likely to be hospitalized and twice as likely to die from the virus compared to white people. There are many contributing factors to this and one of them is because many native families live in multi-generational households in smaller homes.

According to the census data in the link provided there are a total of 1,881, households on the Lummi Reservation with an average household size of 2.89.

<https://data.census.gov/cedsci/table?q=Housing&g=2500000US2070&tid=ACSST5Y2020.S1101>

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<sup>14</sup> Peck, Josh. Child Care Aware and the Opportunity Council 2019, p.8

Of those households, there are 823 household occupied by American Indian and Alaska Natives on the reservation and 1,058 households occupied by nontribal members.

<https://data.census.gov/cedsci/table?q=Housing&g=2500000US2070&tid=ACSST5Y2020.S2502>

	Total Households on Lummi Reservation	Total Population by Race	Average Household Size
<b>American Indian/Alaska Native</b>	823	2,895	3.52
<b>All other races</b>	1,058	2,746	2.60
<b>Total</b>	1,881	5,641	2.99

Table 12: Total Households on Lummi Reservation by Race

The total population on the reservation comprises of 2,895 Native Americans and 2,746 nontribal members and when calculating the average household size, it is 3.52 and 2.60, respectively.

This was why it was very important for the Lummi Public Health team to have designated quarantine homes and/or apartments. LPH was able to utilize these housing facilities to decrease the overall risk posed to tribal families who resided in large multi-generational households by separating sick household members from patients who are at high risk. The quarantine housing was a short-term solution to providing safe healthcare to the community, whereas, developing additional housing to decrease the overall average household size is a long-term goal.

The housing development is limited to the capacity of the infrastructure of our sewer and water district. Currently, Lummi Tribal Water and Sewer District’s 3 wastewater treatment plants and its biosolids application site are both at capacity.

**Goal:** Seek federal, state and/or identify tribal funds to 100% fund the Larry Olsen Housing Subdivision Phase 1 Development Plans.

### **Northwest Indian College (NWIC)**

The NWIC has made some significant changes to the operations of the campus to keep education ongoing. According to data provided by Northwest Indian College, for the 2019-2020 school year, there were a total of 125 degrees and awards with a total of 13 (10%) being enrolled Lummi. For the 2019-2020 school year, there were a total of 132 degrees and awards with a total of 11 (9%) of graduates being enrolled Lummi. For 2020-2021 school year, there were a total of 123 degrees and awards with a total of 18 (15%) of graduates being enrolled Lummi. In response to the pandemic, NWIC’s graduation numbers have not been impacted much and there has been a slight shift of more Lummi tribal members graduating and an increase in degrees and awards at the Lummi site during the pandemic.

<b>Northwest Indian College Graduation Summary</b>			
<b>Year</b>	<b>2018-2019</b>	<b>2019-2020</b>	<b>2020-2021</b>
<b>Total Number of Degrees</b>	102	104	100
<b>Total Number of Awards</b>	23	28	23
<b>Total</b>	125	132	123
<b>Number of Lummi Tribal member graduates</b>	13 (10%)	11 (9%)	18 (15%)
<b>Lummi Location</b>	52	54	65



Table 13: Northwest Indian College Graduation Summary 2019-2021

This shift is primarily because the college moved to expand distance learning due to the COVID-19 pandemic. NWIC has made education easier to obtain even with many resources and assistance available. Also, NWIC is now accredited as a Distance Learning Modality. The educational institution was able to provide students with emergency aid, technology needs and scholarships under the CARES Act through the implementation of the Lummi Education & Retraining (LERG) Grant. The NWIC Board of Trustees approved to reduce tuition and offered a 50% reduced rate for the 2021-2022 school year to accommodate the challenges that students faced during the pandemic while promoting student success and to recover enrollment numbers through recruitment and retention. The reduced tuition was made available the funding from the CARES Act.

### **Lummi Nation School (LNS)**

The biggest impact for Lummi Nation School was the lack of broadband for the students when converting in-person classes to remote learning from home when the school shut down in March 2020. The Rapid Deployment Plan significantly helped students have access to online learning in the short-term by providing basic internet services for 312 households across the Lummi Reservation. There was a large increase in student enrollment of about 45 students, totaling approximately 425 students for the 2020-2021 school year. The increase in enrollment was encouraged by the plan to add two new buildings, a Lummi Cultural and Language Arts building and a building for the Lummi Marine Trades Program. This expansion is vital towards Lummi Nation's mission statement "*to Preserve, Promote and Protect our Sche Lang en*" because the COVID-19 pandemic has caused a cultural crisis for Indigenous Peoples across the nation as described in this New York Times news article: "*Tribal Elders are Dying from the Pandemic, Causing a Cultural Crisis for American Indians*"<sup>15</sup>.

As classes resume to in-person, Lummi Nation School will need to establish job positions to assist in the coordination of COVID-19 policies and procedures in accordance with the Phased Reopening Plan and to collaborate with the Lummi Public Health Department in the response to COVID-19 throughout the pandemic to ensure the safety of staff, faculty, and students. Teachers, coaches, bus drivers, etc. may need technical assistance in terms of how to properly carry out and implement social distancing guidelines and masking in their respective classrooms or facilities.

Although, the Lummi Nation School is subject to following the tribe's Shelter in Place Mandate, they will also need to abide by Washington State's Phased Reopening guidelines for extracurricular activities because we participate as a part of the Washington Interscholastic Activities Association (WIAA).

## **Other Potential Recovery Projects to Support Resiliency**

### **Revenue Office**

The COVID-19 pandemic exacerbated economic, health and educational disparities in Lummi Nation. Lummi Nation School suffered drastically when the district was unexpectedly forced to have remote online classes due to the rising of COVID-19 cases in 2020. One area that the tribe can address some economic and educational disparities is with a Revenue Office within LIBC. Establishing a Revenue Office will be a major step towards self-sufficiency and tribal self-determination.

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<sup>15</sup> <https://www.nytimes.com/2021/01/12/us/tribal-elders-native-americans-coronavirus.html>

### ***Property Tax and Real Estate Excise Tax***

Lummi currently has some taxes in place to fund essential departments and services, but there are other taxes that should be going to Lummi when instead being collected by the City of Ferndale, City of Bellingham, Whatcom County or Washington State. For example, there is approximately \$500,000 generated from the real estate excise tax on homes sold within the exterior boundaries of the Lummi Reservation. This amount of funds alone would be an adequate enough budget to create a Department of Revenue for the tribe. Also, according to the 2020 U.S. Census Bureau's 5-Year Estimates, there are approximately 2,480 nontribal members living on the Lummi Reservation and 1,058 nontribal households. There are an estimated 823 tribal households as well, but not every tribal member lives on individual tribal trust land therefore the total amount of homes on fee simple land within the exterior boundaries of the Lummi Reservation is greater than 1,058. Property tax collected on these homes on the Reservation are diverted to the county and state governments whereas this tax money should be going to the Lummi Tribe to provide funding for essential governmental services, maintaining the roadways and infrastructure, promoting tribal sovereignty, etc. The median property tax in Whatcom County is \$2,173. This amounts to a total of at least approximately \$2,299,034 of property tax collected on the Reservation. Whereas, according to Whatcom County Assessor's Office in 2022 there was a total of \$404 million dollars collected in property tax. 31.76% went to school districts and almost 2% went to the Port of Bellingham, which is an economic development organization that manages publicly owned land and facilities to the benefit of Whatcom County residents. Lummi Nation School District has almost 400 students for grades K-12 and is funded by the Federal Bureau of Indian Affairs in accordance with the Treaty of Point Elliot in 1855. However, the lack of funding by the BIA for Lummi Nation School attributes to the low educational attainment levels. The State of Washington recognizes the educational gap among Native American students across the state and implemented a Tribal Education Compact with many tribes including Lummi Nation in 2014. The compact identifies the issue, and the State supports public education programs offered in tribal schools to assist closing the educational opportunity gap among American Indian students. However, the educational programs are required to meet a set of standards as defined in state law and the funding dollars trickle down to state government departments before reaching Lummi Nation.

To exercise Lummi Nation's inherent right of tribal sovereignty and tribal self-determination, Lummi Nation has the right to collect the taxes directly from within the exterior boundaries of the reservation (i.e., property taxes, real estate excise taxes) to close the funding gap for the school system, provide critical infrastructure and promote funding for economic opportunities. There wouldn't be a need to enter into an educational compact with the State of Washington to apply for funding that should already be going to Lummi, and it would be the full 100% instead of a trickle down. Furthermore, a study of recent US Census Bureau data pre-pandemic (2019), provides a glimpse into the economic disadvantage our community is currently facing.

Geography	Lummi Reservation	Whatcom County	Washington	United States
Median Household Income <sup>i</sup>	\$ 54,038	\$ 62,984	\$ 73,775	\$ 62,843
Per Capita Income <sup>ii</sup>	\$ 26,665	\$ 32,267	\$ 38,915	\$ 34,103
AIAN Per Capita Income <sup>iii</sup>	\$ 17,340	\$ 18,988	\$ 22,930	\$ 20,844
<b>Educational Attainment<sup>iv</sup></b>				
High School Graduate or Higher	88.0%	92.8%	91.3%	88.0%
Bachelor's Degree or Higher	20.8%	34.3%	36.0%	32.1%
AIAN High School Graduate or Higher	83.1%	80.5%	83.4%	80.3%
AIAN Bachelor's Degree or Higher	12.8%	14.5%	14.7%	15.0%
<b>Poverty Status<sup>v</sup></b>				
Below Poverty	17.0%	14.1%	10.8%	13.4%
AIAN Below Poverty	20.9%	24.9%	22.3%	24.9%

Table 14: Income, Educational Attainment and Poverty Status by Geographical Location Comparable to American Indian/Alaska Natives

### **Retail and Retail Sales Tax**

One of the biggest factors for Lummi Nation becoming self-sustaining and more resilient to future pandemics and for the recovery of the Nation is the retail industry. Lummi Nation acquired a large land purchase in 2012 of 80 acres adjacent to Interstate-5 off exit 260 at Slater Road. The development of the area is called Salish Village. In the last quarter of 2020, Lummi Nation opened the new Lummi Bay Market convenience and travel center at Salish Village for Phase I of development. The 80-acre property is split into seven phases for development. Phase II includes seven commercial buildings including four quick-service restaurants, a distillery, and two other commercial spaces for leases. The construction work has begun and as of October 1, 2022, the site walking, paving and other first step pad work has been completed.

The COVID-19 pandemic showed that the retail and wholesale industry did not decline during the pandemic during shutdowns because as restaurants and bars closed, demand shifted towards grocery stores and home goods stores. These types of stores are a viable option for the Nation to consider in the development of Salish Village.

The final phase of development includes the possibility of an indoor waterpark, where a feasibility study was conducted in 2016, which deemed that it would be beneficial to the Nation and the facility would also complement other future development at Salish Village. Other proposals include an amphitheater, additional retail stores, and cultural center.

Lummi Nation entered into a retail sales tax compact with the State of Washington that would allow taxable income to be generated from current stores and other stores in the future. The effective date of the compact was July 1, 2022. This is an important step in promoting further taxation that supports tribal sovereignty and self-determination, which leads to the economic welfare for the members of the Lummi Nation.

**Goal #1:** Make amendments to Lummi Code of Law Title 30: The Revenue Code to provide the layout and organizational structure of the revenue office and prepare for implementation. Work with the Office of the Reservation Attorney to finalize the laws and regulations of taxation.

**Goal #2:** Collaborate with multiple internal departments: Planning Department, Realty Office, Office of Reservation Attorney, Office of Economic Policy to integrate the functionality of taxation within the

exterior boundaries of the Reservation and off-reservation trust lands by creating a Department of Revenue.

### ***Foreign Trade Zone (FTZ) The Trade Industry***

With the COVID-19 pandemic exposing many industries' struggles to maintain resiliency during their economic impacts, FTZ-128 can be a potential opportunity for Lummi Nation to grow and expand on. Not only does FTZ-128 diversify Lummi Nation's overall revenue streams; it can also open the doors to many more markets for Lummi. Although, the global trade industry collapsed overall during the pandemic, there were other industries that flourished, such as grocery stores and liquor stores since many bars and restaurants closed and demand for non-congregate settings increased for social distancing purposes. Local, domestic, and foreign trade of the seafood market may be a long-term solution in ensuring that there can be a steady revenue stream even during public health emergencies, especially since China is the biggest seafood consumer in the world and the current market for seafood prices have increased dramatically in China.

**Goal #1:** Finish the activation process of Foreign Trade Zone #128 and establish locations to implement solicited and unsolicited business proposals.

**Goal #2:** Conduct feasibility studies to explore the possibilities of Lummi Nation investing in other economic industries. The Office of Economic Policy is able to identify funding to support the studies. On October 20, 2022, the Lummi Nation General Council approved an attorney contract to support the activation of the Foreign Trade Zone. The LIBC approved the attorney contract on November 15, 2022, per LIBC Resolution 2022-102. The Office of Economic Policy formally submitted the application to the Foreign Trade Zone Board for the reorganization of Lummi Nation's FTZ No. 128 from the Traditional Site Framework to the Alternative Site Framework on April 28, 2023. This will expand Lummi Nation's Service Area and will lead to more business opportunities for Lummi Nation to utilize our FTZ for manufacturing and warehousing purposes. Thus, creating another revenue stream and diversifying our economic portfolio, and creating more job opportunities for tribal members leading to self-sufficiency and greater resiliency to economic shocks.

# Economic Resiliency

This report’s focus and goal is to create more economic resiliency and diversity in order to better return and recover from the COVID-19 pandemic and other disasters that are likely to happen in the coming years. The long-term projects identified will lead to further resiliency through building better infrastructure and job training, creation, and retention. The chart below depicts Tribal Revenue, Tribal Employment, Border Crossings and Business Licenses from when they were the highest in 2019, which was Q3, to what they are now in Q4 of 2022 as a percentage of their original. As you can see, the pandemic caused more people to create a business license and it wasn’t until 2022 Q2 that tribal revenue has finally showed signs that it has recovered from the pandemic, however, tribal employment has not recovered and has continued to decline throughout the pandemic to almost 57% below pre-pandemic employment levels.

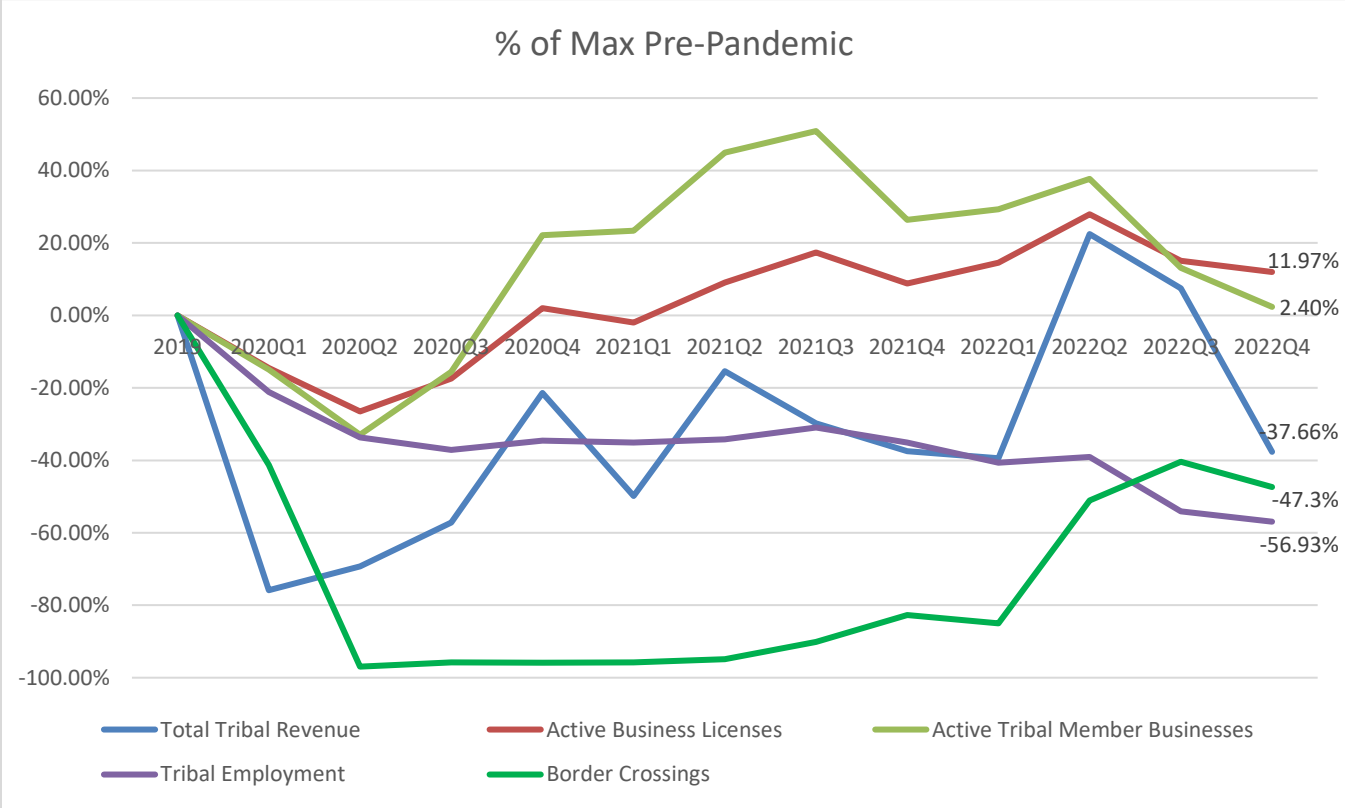


Figure 16: Percent Change of Max Pre-Pandemic (2019) Totals thru 2022 Q4

Currently, most of Lummi Nation’s revenue is in the entertainment and hospitality industry. For instance, we generate revenue mostly from the Silver Reef Casino Resort, and Loomis Trail Golf Course. These amenities suffer the most when the international border is closed due to COVID restrictions and the current state of the pandemic. As depicted by the graph above, tribal revenue and border crossings have a 70% correlation and when the border opened up on November 8, 2021, for fully vaccinated travelers, their consumerism is for essential goods and services. Therefore, tribal revenue didn’t increase during that time period. However, in late 2020, the truck stop, Lummi Bay Market at 260, opened and has performed well with the border being closed because it is in the retail industry and demand can be met with just local residents or fully vaccinated Canadian travelers. Tribal revenue increased after the opening of their retail store, further supporting that a broader range of diverse

economic portfolios is needed to support Lummi Nation’s economy during a global public health emergency. However, since the Silver Reef Casino Resort is reliant upon travelers particularly Canadians from Vancouver, we should adapt to a shift in marketing strategies aimed towards local U.S. residents in Whatcom, Skagit, and Snohomish counties to compensate for the loss of revenue from the closure of the US-Canadian border.

Lummi Nation should consider investing in a diverse range of economic industries to strengthen the overall resiliency to economic shocks such as the COVID-19 pandemic. There are current plans to open more retail stores at the I-5 properties that will be conducted throughout seven phases and Lummi Commercial Company is in the process of developing Phase II, which will have seven out-pads that can support a variety of economic industries, including accommodation and food services, wholesale, or real estate rental and leasing. This economic development would not be as dependent upon the border closures as the Silver Reef Casino Resort is.

Some other industries, such as agriculture and manufacturing can be beneficial to Lummi because of Lummi Nation’s geographical location, which is great for domestic and international trade. Lummi Nation has 7 million residents within 90 miles, 5 ports of entries, positioned between two metropolitan areas and is a neighbor to an international airport. Lummi Nation has an inactive Foreign Trade Zone (FTZ128) and very close proximity to four modes of transport: railway, interstate, airway, and waterways. The FTZ also provides Lummi Nation with a comparative advantage through imports and exports as a sovereign nation. Lummi’s large fishing industry can also benefit the FTZ by supporting the sale of commercial fish.

The financial industry is another consideration for Lummi Nation to invest in. A tribal credit union could provide more available resources for access to capital for Lummi tribal members who would like to start a business or grow and expand their business. A credit union can also provide school loans to further support tribal academic endeavors. Having a local credit union in Lummi Nation’s economy would also support the economic recovery of Lummi Nation to the COVID-19 pandemic and future pandemics that would cause economic shocks. This would be another financial fund for Lummi Nation’s construction activities, which will provide more sustainable growth by keeping cash flow circular within the community.

### ***Implementation***

The action plan that supports this work will include:

- Adhere to the guidelines provided by Lummi Executive Medical Director and Public Health (Objective 1.1 and 1.2)
- LIBC administering the Education and Retraining Grant (Objective 1.3)
- Supporting Workforce Development Department on analyzing the job market potential for the community (Objective 1.3)
- Supporting entrepreneurs on adjustments needed for COVID-19 (Objective 2.1)
- Working with LIBC Owned enterprises to revise revenue projections (Objective 2.2)
- Providing small business interruption grants to enrolled Lummi Tribal Member owned businesses (Objective 2.3)
- Ensure LIBC owned businesses have operating capital or improvements needed to respond to COVID-19 (Objective 2.4)
- Provide strategic recommendations in writing (Objective 3.1)
- Analyze the feasibility of business proposals (solicited and unsolicited) (Objective 3.2)

- Review of codes for consistency, and address areas that need improvement or implementation to ensure a consistent business environment (Objective 3.3)
- Implementation of a revenue office and staff for enforcement of current and prospective taxes on business activities (Objective 3.4)
- Deploying a rapid response for broadband (Objective 4.1)
- Strategizing a long-term solution to the lack of broadband access on the reservation (Objective 4.1)
- Support land use and building permits for enrolled Lummi Tribal members (Objective 4.2)
- Provide updated forecasts of enrolled Lummi Population estimates (Objective 4.3)

### ***Prioritization of Project List***

Lummi Nation has many projects that need to be completed and trying to achieve them all at once can slow down the process of economic recovery. This prioritization list will focus on revenue generating and workforce development projects that can be completed in a timely manner and will have a quicker impact to recover from the COVID-19 pandemic than community-based projects would.

1. Development of Salish Village Phase II – the construction of seven outpads for development will dramatically increase the Lummi Nation’s overall economic revenue in multiple industries: real estate leasing, retail, and manufacturing. The Lummi Nation Retail Sales Compact is approved to take effect July 1, 2022, which will increase the tribal tax collections to governmental services. Along with the real estate leasing of the commercial buildings to be developed. This project would also support workforce development in the creation of many jobs.
2. Foreign Trade Zone 128 – The FTZ128 was first established in 1985 by LIBC but has remained inactive. The adjustments needed to operate the FTZ128 would be to get approval from the U.S. Customs and Border Protection for the physical site location, a schedule for conducting monthly inspections/audits, and a zone schedule that will be submitted to the FTZ Board for approval.
3. Broadband – Establishing a Tribal Utility District will allow the integration of a tribal broadband internet service provider (ISP) and can bring in an additional revenue stream while creating more jobs on the Lummi Reservation. Additional revenue can be generated by leasing the dark fiber to other telecommunication companies. Creating a broadband roadmap throughout the Reservation will also connect the community to the necessary broadband speeds to work from home, receive telehealth and remote learning for school making the economy more resilient to future economic shocks.
4. Technology & Training Center – This project will support workforce development for Lummi tribal members for job training, retention, and creation. The partnerships that the Technology & Training Center can create with existing tribal entities will also address current unemployment issues that Lummi Nation is facing.
5. Department of Revenue – Taxation is another way for the tribe to increase its revenue base to support its essential governmental services and provide funding for critical infrastructure when it’s needed like supporting roads, wastewater treatment plants, bio-solid facilities, refuse collection, education, healthcare, and emergency services.

# Evaluation Framework

The evaluation framework will provide an overview of the progress Lummi Nation has made on economic recovery and resiliency. The framework is to include the following areas:

- Unemployment Rate
- Number of Tribal Members employed by Tribal Government or entities
- Number of businesses currently licensed
- Number of businesses currently licensed that are owned by Tribal Members
- Tribal enterprise transfers to the Government
- Tribal Tax collections to the Government

A baseline will be established for this framework to be evaluated against. The appropriate baseline would be the most recent calendar year and quarter immediately prior to the onset of the COVID-19 Pandemic, FY2019Q4.

This information will be updated and stored in our newly created Economic Recovery Dashboard. Graph 2 in the previous section originates from the dashboard and current data through Q2 of 2022 shows that the number of active business licenses have increased from the previous baseline year. The number of employees within tribal government and entities has fallen by about 30% from the previous baseline year and has remained consistent throughout the pandemic. The US-Canadian border has fully opened up to all travelers regardless of COVID vaccination status on April 1, 2022, and it is projected that tribal revenue, tribal enterprise transfers and tribal tax collections will rise. This increase will also provide funding to re-open job positions that were lost at the onset of the pandemic. The Economic Recovery Dashboard shall be updated each quarter by the Business Analyst and reviewed thoroughly by the Office of Economic Policy to put forth recommendations or considerations to Tribal Council.

## ***Summary of Next Steps***

Lummi Nation should focus on preparing for an uncertain future as new COVID-19 variants emerge and the threats that the virus poses to our economy. The Nation should continue developing the long-term projects that are planned and adapt to build a more resilient economy; an economy that can withstand the economic shocks associated with a resurgence of the virus.

**Leadership:** Lummi Nation has developed more regional partnerships than before in such a small amount of time. COVID-19 affects large regional areas on a multi-jurisdictional basis, which is why we must keep a good standing relationship with our partners as new leadership arises from annual elections.

**Communication:** Lummi Nation must communicate quickly internally to get notice to the community in a timely manner of COVID-19 policy changes and address the current state of the pandemic as the COVID-19 virus mutates and affects the economy in waves.

**Infrastructure:** Broadband infrastructure is vital for the long-term recovery, growth and resiliency of Lummi Nation and the most important project to implement. Also, expanding existing infrastructure will pave the way for new economic development projects and housing developments.

**Workforce Development:** Ongoing technical assistance and monetary relief for Lummi small business may be needed and providing employee training for current mitigation practices put in place per the Phased Approach to Reopening Guidelines. Also, ensure that departments and businesses are providing the necessary personal protective equipment to comply with the guidelines for workplace safety.

**Economic Industries:** Invest in a multitude of economic industries and broaden Lummi Nation's economic portfolio to strengthen the economy from future shocks from viral pandemics. Not all



industries have seen a downfall throughout the pandemic and creating a good balance between multiple industries is crucial to the resiliency of the tribal government.

All in all, Lummi Nation has been the forerunner in the initial response to COVID-19 and has implemented necessary policies and structure to mitigate the spread of the virus as much as possible to protect our people. From quickly adapting to remote learning and working from home with a rapid broadband deployment plan to creating a vast public health team to effectively respond to the virus and from participating in a COVID-19 vaccine clinical trial to establishing a hospital overflow low-acuity center. Now as the community maneuvers from the Phased Approach to Reopening Plan to the Living with COVID Policy, economic recovery and resiliency is the final step to ensure that the Nation regains the thriving economy that it once had pre-pandemic levels.