

***Paiute Indian Tribe of Utah's***

**CEDAR BAND**

**COMPREHENSIVE ECONOMIC  
DEVELOPMENT STRATEGY  
2000**

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## PREFACE

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

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

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

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

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## SUMMARY

The Cedar Band Comprehensive Economic Development Strategy (CBCEDS) has been developed to assist the Band in their economic development endeavors. This document serves as a beginning effort outlining economic development activities planned for the next five years. The CBCEDS does not necessarily include all the goals and objectives of the Band. It does however provide a format for Band leadership to follow as they improve, edit, and establish additional goals and objectives of the plan. Band leaders are encouraged to utilize the CBCEDS on a regular basis as the planning process is on going.

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

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

**SECTION III - MISSION, GOALS, OBJECTIVES, STRATEGIES** - This section includes the mission statement and identifies beginning goals and objectives which will help the Cedar Band meet their economic development endeavors.

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

## Section I. ORGANIZATION and MANAGEMENT

To ensure that the Cedar Band's Comprehensive Economic Development Strategy (CBCEDS) meets the objectives of the Band, a CBCEDS Steering Committee was assembled. The Cedar Band Council, Tribal Council, Paiute Economic Development Council (PEDCO), Economic Development Staff, and Tribal Program Coordinators make up the CBCEDS Steering Committee.

### CEDAR BAND COUNCIL/ECONOMIC DEVELOPMENT ADVISORY TEAM

Lora Tom      Chair  
 Keith Garcia   Vice-Chair  
 Jenny Hussey   Member  
 Ralph Pete     Member  
 Jeremiah Garcia   Member  
 Betty Cuch     Secretary

### ECONOMIC DEVELOPMENT STAFF & PROGRAM COORDINATORS

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## (CBCEDS) STEERING COMMITTEE FUNCTIONS

The CBCEDS Steering Committee and consultants met on March 23, 1999. Each member attending gave input about their economic concerns as it applied to the Cedar Band. This input was then implemented into the draft CBCEDS.

The draft CBCEDS was sent out to the Chair of the Cedar Band Council on September 30, 1999. The Band was given thirty days to return comments to consultants. On October 30, 1999 Cedar Band leadership attended the PITU's Economic Development Retreat held at Southern Utah State University's Mountain Center, Cedar City, Utah and given opportunity to review and make changes to the CBCEDS. Copies of the final draft were provided to the Cedar Band leadership on December 6, 1999 with adoption procedures left to their discretion.

## MANAGEMENT PROCESS

The Cedar Band is organized under the provisions of the 1980 Restoration Act, the Indian Reorganization Act of 1934, and the Paiute Indian Tribe of Utah's Tribal Constitution. The Cedar Band Council consists of five (5) members elected through an election process. The Band Council is the official governing body of the Cedar Band.

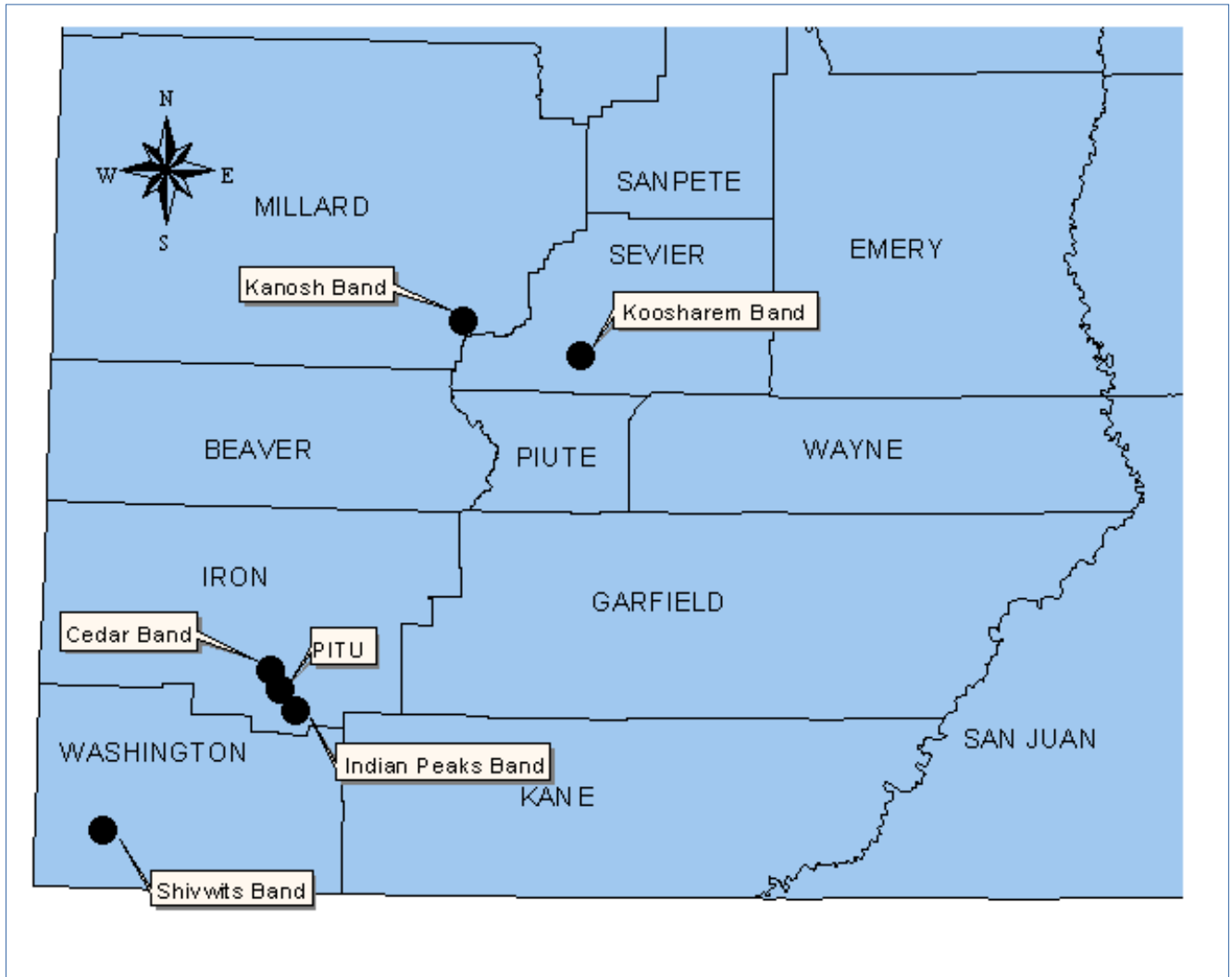
The Band Council is the administrative organization which accepts the oversight and implementation responsibilities of the CBCEDS. They are also responsible for the adoption and passing of resolutions and/or any other edition to the plan. The Band Council is also responsible for the designation of committees,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

## Section II. THE AREA AND ITS ECONOMY

### INTRODUCTION

**Location** - The Cedar Band is located in Southeastern Iron County approximately 280 miles South of Salt Lake City on Interstate Highway 15, and adjacent to Cedar City. Travel time from the Cedar Band to the PITU's tribal headquarters in Cedar City is 10 miles round trip. Access to the reservation includes 1.5 miles of I-15, .32 miles of Old US 91 and three unnamed roads. Figure 1, Paiute Indian Tribe of Utah Tribal Lands, shows the location of tribal lands in relation to Southern and Central Utah.

**Figure 1: Paiute Indian Tribe of Utah Tribal Lands**





**Land Use** - The Cedar Band reservation encompass a total of 2,060 acres. The graph in Figure 2, Cedar Band Reservation Land, shows the Cedar Band Reservation compared to the other four Bands which makes up the PITU reservation. The acreage of land area in the reservation designated by band members is as follows: commercial, 114 acres; residential, 331 acres; and open space/preservation, 1589 acres. The Band has a completed land use plan accessible at the Band or Tribal headquarters (refer to Cedar Band Reservation Land Use Plan 1999).

**Figure 2: Cedar Band Reservation Land**

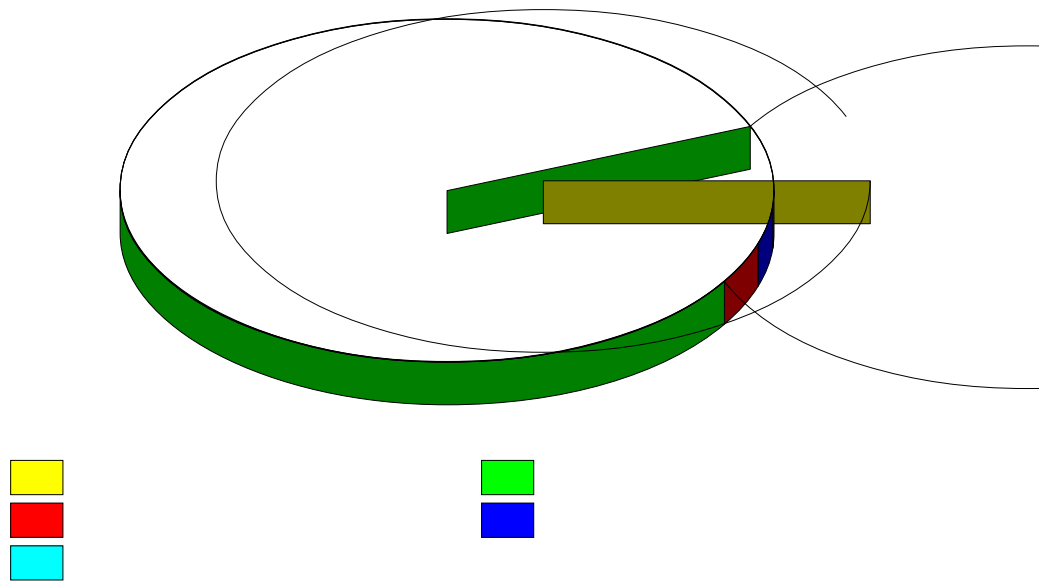


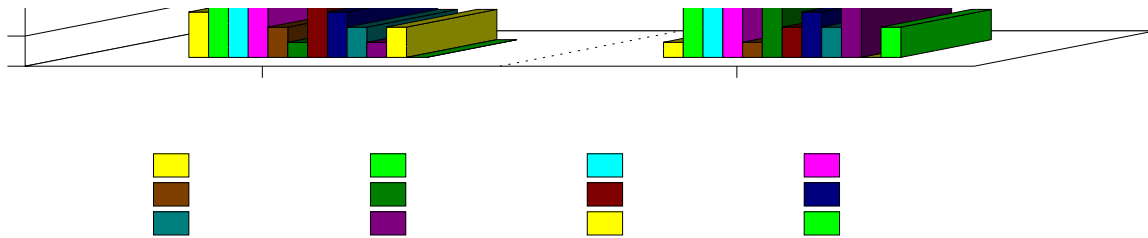
Table 1 - PITU Reservation Land Comparison, further identifies land of the Cedar Band and compares it with the total PITU land holdings and Iron County. Economic development interests should review the Cedar Band Reservation Land Use Plan to identify infrastructure and other developments currently in place.

**Table 1 - PITU Reservation Land Comparison**

<u>Place</u>	<u>Acres</u>
Shivwits Reservation	27,525
<b><u>Cedar Reservation</u></b>	<b><u>2,060</u></b>
Koosharem Reservation	1,240
Kanosh Reservation	1,195
Indian Peaks Reservation	425
Paiute Indian Tribe Of Utah	32,446
Iron County	2,084,636

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

**Figure 3 - Band Membership Graph**



Thirty-one percent (31%) or 231 of the total tribal membership are members of the Cedar Band. Table 2, Cedar Band Membership Breakdown shows the Band membership according to age and gender. Sixty-percent (66%) or 152 members are ages -- 16 to 65 – a workforce sufficient to support a small business owned and employed by Band members. Table 3, PITU Membership Comparison evaluates membership of the Cedar Band with that of other bands of the PITU.

**Table 2 - Cedar Band Membership Breakdown**

Age	Female	Male
1-5	10	11
6-10	16	14
11-15	11	16
16-20	7	13
21-25	10	16
26-30	14	8
31-35	11	6
36-40	10	6
41-45	7	16
46-50	5	3
51-55	4	5
56-60	4	4
61-65	2	1
66-70	0	0
81-85	1	0

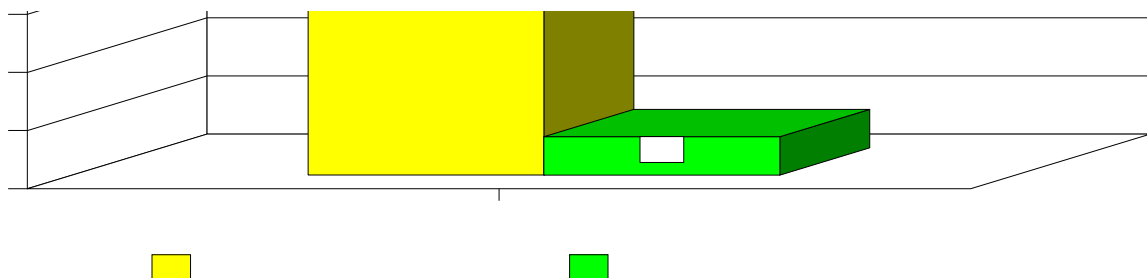
Source: 1980 "Proposed PITU Reservation Plan," by US. Dept. Of the Interior, Bureau of Indian Affairs; data was compiled by Geneal Anderson and Gerald Kanosh, July 1999

**Table 3 - PITU Membership Comparison**

Band	1980	1997	1999
Kanosh	74	97	110
Koosharem	85	92	94
Indian Peaks	30	33	35
<b>Cedar</b>	<b>138</b>	<b>220</b>	<b>231</b>
Shivwits	189	260	271

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

**Figure 4 - Cedar Band Habitat Chart**



Source: PITU Health Department records, 1999

Table 4, PITU Habitat Comparison, provides a comparison of membership of the Cedar Band living off of the reservation with other bands of PITU. The tribal average is 14%. Lack of affordable housing and employment seem to be the major reasons for those leaving the reservation. Another major concern of Band leadership is the loss of heritage and cultural values that are disappearing as a result of members living and working outside of the reservation.

**Table 4 - PITU Habitat Comparison**

Band	In Area	Out of Area	Total Members
Kanosh	99	11	110
Koosharem	79	15	94
Indian Peaks	33	2	35
<b>Cedar</b>	<b>198</b>	<b>33</b>	<b>231</b>
Shivwits	229	42	271

## EMPLOYMENT

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

**Table 5 - PITU Unemployment**

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

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

**Employment Opportunities** - The tribal members were surveyed to determine the economic opportunities they perceived. The most popular choice, by Band members although not a majority, was that reservation lands should be developed to “...make money for the Band”. Most Band members desired to engage in a profit generating business. The survey showed no clear indication of what type of development should take priority. Survey results indicated a preference for a “convenience store” on reservation land. Also “Truck Stops” was a popular choice (see Appendix B - Economic Development Survey Report).

## INCOME LEVELS

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

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

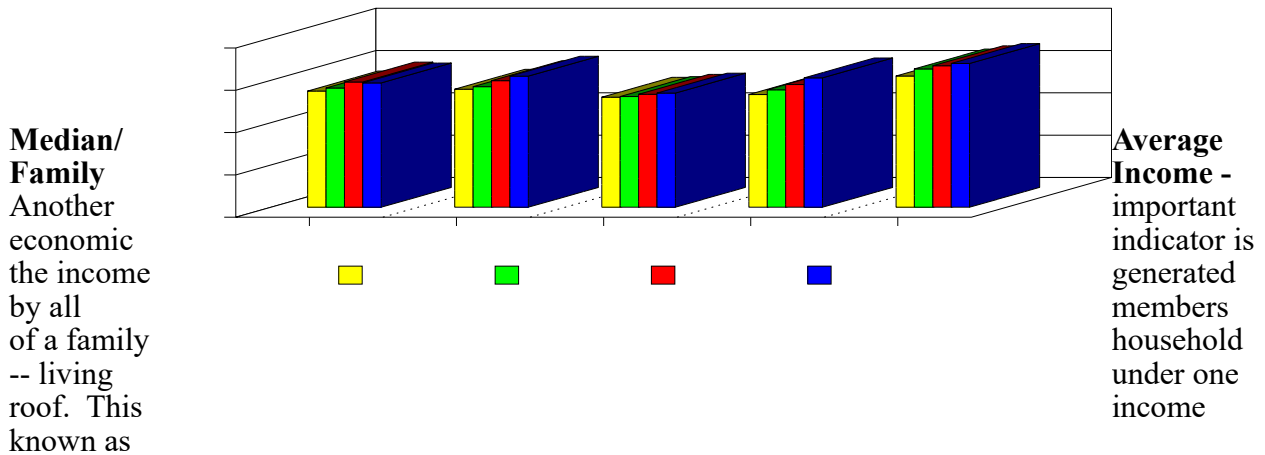
**Table 6 - Per-capita Income**

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

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

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

**Figure 5 - Per-capita Trends**



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

**Table 7 - Average Family Income**

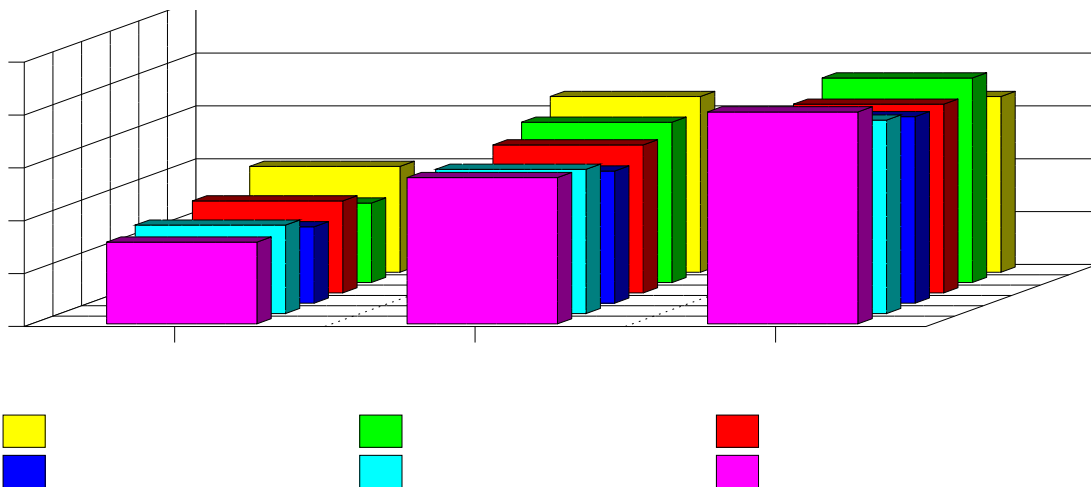
Band	Average Family Income
Kanosh	\$2,914.00
Indian Peaks	\$2,774.00

<b>Cedar</b>	<b>\$2,215.00</b>
Koosharem	\$1,940.00
Shivwits	\$3,015.00
Tribal Average	\$2,746.00

Source: 1980 PITU Reservation Plan

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

**Figure 6 - Median Family Income**



**Table 8 - County Median Family Income**

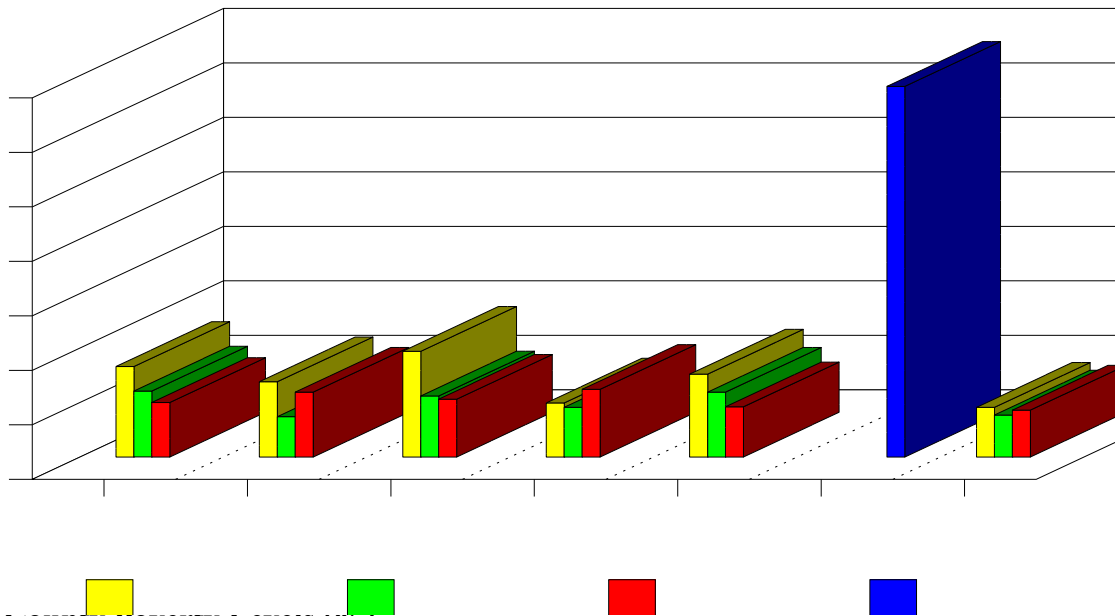
County	1980	1989	1999
Millard	\$15,038.00	\$30,342.00	\$38,700.00
Sevier	\$17,404.00	\$27,986.00	\$35,700.00
Beaver	\$14,453.00	\$25,000.00	\$35,300.00
Iron	\$16,726.00	\$27,283.00	\$36,600.00
Washington	\$14,466.00	\$27,690.00	\$40,100.00

\*The Paiute Indian Tribe of Utah has no records on the Median Family income on Tribal members

**Poverty level** - Those living in poverty is of great concern to tribal and band leadership. No specific data for the PITU and its bands is available on poverty level. Again it is safe to assume that given the economic distress of unemployment the Tribe is much more vulnerable than neighboring county residents. Figure 7, Families Below Poverty, shows graphically the poverty level trends for Central and Southern Utah between 1969 and 1995. Again, it is believed that the

PITU is experiencing a much higher poverty rate than those shown. Table 9, County Poverty Levels (%) shows the actual poverty levels in percent for those counties in which the majority of PITU members reside.

**Figure 7 - Families Below Poverty (%)**



**Table 9 - County Poverty Levels (%)**

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

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

### LAND UTILIZATION

The tribal government of PITU does not control reservation lands. Each of the five constituent bands has control of their own reservation lands. Needed infrastructure to support community and economic development are the responsibility of each band and supported by the PITU Tribal council. Concerns among tribal members include affordable housing, water development, industrial zoning, natural resource use and preservation.

A general land use plan for the Cedar Band has been developed. This document should be reviewed to understand current infrastructure and land utilization. Copies of the plan may be reviewed at the Band or Tribal headquarters.

### POLITICAL ENVIRONMENT

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

### **CONCLUSION**

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



### **Section III. MISSION, GOALS, OBJECTIVES & STRATEGIES**

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

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

1. Land available for development
2. Youth activities
3. Good leadership
4. Youth
5. Band members/culture

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

2. No law enforcement
3. Lack of jobs
4. There is no way to know what is going on if you don't attend meetings/un-unified
5. Lack of participation
6. Lack of Capital

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

1. New business development/commercial
2. Opportunities for youth.
3. Investments
4. Social and economic progress
5. Education available (technical & academic)

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

1. Drug & alcohol abuse
2. Lack of education & training,
3. Lack of water
4. Health problems
5. Lack of available funds

## MISSION STATEMENT

“To promote a healthy, alcohol/drug free community built on self sufficiency with respect for our culture, education and natural resources, to promote economic development that will enhance the quality of life for our youth and families.”

### **GOAL A: Utilize Band Lands for development.**

Objective 1: Identify and develop land area that will be suitable for a business.

Strategy A: Research land to determine necessary infrastructure requirements using existing resources, such as Utah Power’s economic study program.

Strategy B: Work in conjunction with Goal C.

Objective 2: Affordable housing.

Objective 3: Infrastructure development.

Objective 4: Target businesses for location on band lands.

Strategy A: Identify and prioritize the type of businesses the band desires.

Responsible Party: Band Council, and Economic Development Committee.

### **GOAL B: Determine and establish water rights for economic development.**

Objective 1: Ascertain legal means necessary for water rights.

Strategy A: Hire a water rights lawyer.

Strategy B: Legal research through federal, state, and Indian agencies.

Responsible Party: Band Council and Tribal Council.

### **GOAL C: Develop the businesses on Band land identified in goal A.**

Objective 1: Identify location.

Strategy A: Utilize land use plan.

Strategy B: Create site plan.

Objective 2: Develop business plan.

Strategy A: Create committee to write plan.

Strategy B: Utilize SBDC technical assistance.

Objective 3: Obtain financing.

- Strategy A: Determine band investment(possible partnership).
- Strategy B: Identify grants available .
- Strategy C: Identify loan possibilities.

Objective 4: Build infrastructure.

- Strategy A:
- Strategy B:

Responsible Party: Band Council and Economic Development Committee.

**GOAL D: Curtail alcohol and drugs use among Band members.**

Objective 1: Develop prevention programs at the band level.

- Strategy A: Use Tribal substance abuse staff to provide needed education and treatment programs.
- Strategy B: Urge individual members who might have problems to use available programs.

Objective 2: Hold a annual community awareness Health fair.

Objective 3: Develop youth activity program, i.e., football, basketball, & golf camps.

**GOAL E: Strengthen education.**

- Objective 1: Recognize Band members for their educational requirements.
- Objective 2: Develop a support system for K though 12.

**GOAL F: Restore cultural and traditional values within the band.**

- Objective 1: Oral and written language.
- Objective 2: Oral and written Cedar Band history.
- Objective 3: Development of a museum.
- Objective 4: Arts and crafts development.

Responsible Party: All Band members, Band Council, and Tribal Substance Abuse Staff.

\*\*\*Left for Notes\*\*\*