

HYDABURG COMMUNITY ACTION PLAN

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FINAL PLAN**

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THE HYDABURG COMMUNITY

Description of Hydaburg

Hydaburg is a small community situated on the coast of the west side of southern Prince of Wales Island in Southeast Alaska. The community lies 210 miles southeast of Juneau and 46 miles southwest of Ketchikan. It is a first-class city and exercises all municipal powers afforded to it under Alaska Statutes Title 29. Hydaburg is also a Public Law 280 community and is considered Indian Country pursuant to federal law. Hydaburg Cooperative Association is the community's Indian Reorganization Action Tribal Council authorized by the Federal Bureau of Indian Affairs. Haida Corporation is the community's Alaska Native Claims Settlement Act Village Corporation. Sealaska Corporation is the regional Native corporation for Southeast Alaska, in which there are nine Alaska village corporations, including Haida Corporation.

The population of the community is approximately 382 full-time residents. Hydaburg has an Alaska Native population composing approximately 90% of the population with the remainder being non-Native peoples (2000 U. S. Census).

Traditionally, the Haida's economy was customary commercial fishing with salmon as the most important resource. The economy of the community has, therefore, fluctuated according to the productivity of the salmon harvest. In the 1960's the customary commercial fishing of salmon was replaced by state and federal regulated commercial fisheries and employed about 90 percent of Hydaburg's work force. In the mid-1990's, the State of Alaska instigated a limited entry program for the commercial fisheries industry. The program regulated the level of salmon harvest allotted to each commercial fisherman. During that same period of time many of the permit holders of Hydaburg were forced to sell their limited entry permits to outsiders due to reduced productivity of the salmon available for customary harvesting. This circumstance combined with the Alaska State prohibition of selling traditional and customary caught fish, has contributed to a 70% plus unemployment rate of the Hydaburg people. In addition to the traditional and customary livelihood of the Hydaburg people, shareholders of Haida Corporation receive a \$500 per hundred shares per month dividend. That dividend will be discontinued in May, 2002.

History

The Haida moved to Hydaburg in 1911 (as a result of the Indian Service policy to centralize services and remove them from their traditional site). In 1924, with the passage of the Indian Citizenship Act, they were finally allowed the right to vote. The Haida Tribe formally organized as its own governmental unit. In 1938, the Indian Reorganization act was amended to include native Alaskans. The Haida Tribe did incorporate as a municipality in 1938 through the Indian Reorganization Act. The State recognized Hydaburg as a second class city in the late 1960's despite the failure of the citizens to adopt such a classification. The City of Hydaburg was incorporated by the State as a first-class city in 1973. The mayor and a 6-member city council, elected by the

eligible voters of Hydaburg, serve for 3-year terms. The legal status of the City's incorporation remains questionable.

In addition to its elected officials, the city has staff that administers municipal policy and is responsible to the city council.

The community of Hydaburg, composed of the City of Hydaburg, the Hydaburg Cooperative Association, and the Haida Corporation, has assumed diverse powers. In general, Hydaburg is empowered to provide public facilities; regulate the operation and use of its public rights-of-way, public facilities and services; and provide for the operation of the city. Hydaburg has assumed the following municipal powers:

- Streets and sidewalks
- Sewer and sewage treatment facilities
- Harbors, ports and other marine facilities
- Health services and hospital facilities
- Cemeteries
- Police protection and jail facilities
- Water distribution and treatment facilities
- Community centers
- Libraries
- Recreation facilities
- School facilities
- Garbage and solid waste collection and disposal
- Fire protection service and facilities
- Park facilities
- Housing and urban renewal, rehabilitation and development
- Preservation, maintenance, and protection of historic sites, buildings, and monuments
- Land use planning and enforcement
- Coastal management planning and enforcement

Cultural and Ancestral Background

The Haida began a northward migration from the Queen Charlotte Islands sometime in the 17th century. They traveled across Dixon Inlet into Tlingit territory in search of a new home, landing at the southern end of Dall Island. Over the years, the Haida continued to move northward up to the east and west sides of Prince of Wales Island. Eventually, conflicts arose between the Haida and Tlingit nations. During one of these conflicts, the Haidas overwhelmed the Tlingit village of Sukkwan on the north side of Sukkwan Island and Haida clans took possession of the village.

During the early 1800's, the Haida occupied the south end of Prince of Wales Island and nearby small islands and claimed all of Sukkwan, Long, and Dall Islands and their adjacent islets. The villages of Kasaan, Sukkwan, Klinkwan, and Howkan became the largest and most prominent of the Haida settlements. Conflicts between the Haidas and Tlingits were eventually resolved (for the most part) and the two nations enjoyed mostly

peaceful relations. The village of Craig became a seasonal food-gathering site for the Haidas and was one of the northernmost points of Haida penetration. For many years, the Haida and Tlingit chiefs lived part of each season at Craig and enjoyed peace.

The earliest recorded contact with the European culture occurred about 1775-1779 during the Spanish explorations of the Bucarali Bay region on the west side of Prince of Wales Island. From that time, the Haidas had increasing contact and commerce with European and American traders. The contacts were not always free of hostilities. By the end of the 19th century, the Southeast Alaska Natives were well aware of the fate of Native tribes in the United States that resulted from Indian wars and the establishment of reservations. The Haida wanted a better future and to avoid further hostilities between Southeast Alaska Natives and the "white man." It is believed that this may be one of the underlying reasons for the Haidas being receptive to the missionary contacts that began in 1879 with the arrival of Dr. Sheldon Jackson of the Presbyterian Church. Other missionaries and teachers followed, establishing schools and teaching additional skills. The Haida and the missionaries exhibited a mutual respect for each other, and lived together in peace for many years.

By the late 19th century, the Haida believed that their survival depended on adopting the white man's religion and culture and on eventually becoming legal citizens of the United States. Traditional arts and customs that were considered incompatible with Christianity and with the new social order were largely abandoned. The federal government and the Presbyterian Church advised consolidation of the three largest villages so a school could be built and other social and institutional changes could be made. In 1911, the site of the present-day Hydaburg was chosen, and three of the villages combined into one. Howkan and Klinkwan were abandoned, but the Haida remained in nearby Kasaan and Sukkwan for many following years.

In 1912, President Taft reserved 7,800 acres of land surrounding the new Hydaburg village for Haida use. This land became known as the Hydaburg Indian Reservation. The Federal government subsequently revoked the reservation status. This Federal action continues to be disputed.

In 1915, 28 village leaders signed a written request to the U. S. Congress to grant the Haidas the full rights of citizenship. Citizenship was finally granted with passage of the 1924 Citizenship Act.

In 1926 all reservation land, all land except that held for school purposes, was returned to its former status as part of the creation of the Tongass National Forest Reserve. In 1927, 189 acres of land in and around the Haida village were reserved for disposal as a townsite.

Hydaburg is the only structured community of Haida in the United States. In the 90 years since Hydaburg's founding, the Haida have experienced a renewed sense of the validity and importance of their customs, traditions, arts, and historical role in Southeast Alaska. The Tlingit and Haida Land Claim Settlement of 1967 was a jurisdictional act and the

Alaska Native Claims Settlement Act of 1971 granted a small portion of Haida traditional lands and resources to Hydaburg. During this period of time, the IRA Council was the governing body for the people of Hydaburg. The IRA Council remains a chartered municipality.

Recent History

The Hydaburg people today combine a distinguished past with a promising future.

Historically, Hydaburg's economy fluctuated according to the economic conditions of the area. From 1911 to 1950, stable fishing and cannery operations provided jobs, and the community experienced steady growth and numerous job opportunities. In the years following World War II, fisheries and canning operations declined and could not support a large population. Out-migration that continued until 1968 reduced the population of Hydaburg from a high of 353 to a low of 214 (U. S. Census).

Since the creation of the Mayor/Council form of government and Haida Corporation, the role of the IRA Council has become limited. However, the Federal corporation charter and the IRA Council constitution, bylaws, and charter have never been amended. This has resulted in an overlapping of jurisdictional powers of the IRA Council, the City Council, and the Haida Corporation.

Various assistance plans of the State of Alaska, the general assistance program of the BIA, and the food stamp program provide income or benefits to some Hydaburg families. From 1972 to 1977 these government transfers contributed only about 7 percent to the overall community income (U.S. Department of Interior, 1978). In 1980, Haida Seafoods, a subsidiary of Haida Corporation, leased the cannery and cold storage plant from the Hydaburg Cooperative Association and employed approximately 35 seasonal workers in its fish processing and cold storage operation. Haida Seafoods operations were successful but the facilities burned down in the mid-1980's. The facility was rebuilt with U. S. Economic Development Administration grant money and leased to and operated by Hydaburg Fisheries (a Seattle operation). This operation was unsuccessful and the plant closed in 1995.

The Haidas have always fished for a living. Since the implementation of the quota system, the Hydaburg permitted fishing fleet has been substantially reduced and the people's customary and traditional commercial fishing activities have been all but eliminated. As a result, the Haida ability to sustain a livelihood has all but been wiped out.

The City of Hydaburg currently employs six employees. Nine health workers are funded through SEARHC, and 27 employees worked for the Hydaburg School District during the 2001-02 school year (2000 U. S. Census). Southeast Stevedoring employs 60 people and provides 50% of the community jobs. Other employers in the community consist of one COHO employee; one public health nurse; Haida Oil (1.5 employees); one grocery store employing two people; one family-operated restaurant employing two people;

Alaska Power and Telephone (.5 employees); and the U. S. Post Office (1.5 employees). In addition, there are temporary, miscellaneous construction projects, such as road construction.

As stated above and in 1995 Haida Corporation began distributing a monthly dividend of \$500 dollars per 100 shares held by its members. That dividend program will end in May 2002. This program currently provides approximately 50 percent of the overall community income. In addition, Haida Corporation currently plans to close its bulk fuel operations due to environmental cleanup costs associated with its long-term bulk fuel operations. This circumstance will not only eliminate jobs but will cease local delivery of bulk fuel for community needs.

Pending Projects

Projects pending and funded for the community currently consist of the following:

- An ISWSP grant to the Hydaburg Cooperative Association/Haida in the sum of \$30,000 to help remedy the solid waste issues plaguing the community. The funds will be used for environmental education, purchase of a solid waste burn unit, installation of a landfill gate, and development of a waste oil collection site.
- A Bureau of Indian Affairs road resurfacing project with a 1.5 million-dollar estimate scheduled to begin in fiscal year 2003.
- A \$530,000 grant to building new homes on 4 of the 27 lots the City of Hydaburg has turned over to the tribe.
- A \$100,000 water needs/source study funded through the Alaska Department of Environmental Conservation.
- A \$150,000 grant for water plant upgrade, funded through the Alaska Department of Environmental Conservation.
- A Municipal Capital Matching Grant in the amount of \$25,000 for the totem park renovation project.
- A \$205,000 grant for cleanup of the old cannery site.

Pending Events

Several events are pending to occur that will have significant impacts on the economy of Hydaburg and income of Haida. Some of these events will have a negative impact and some will have a positive impact on Hydaburg's residents.

- Timber harvest levels available to Haida Corporation for commercial harvesting purposes will be gone in four years if a 20 mmbf level of annual harvest were attained. This event has the potential of eliminating 15 to 20 jobs in the community.
- In May 2002, Haida Corporation is scheduled to cease its \$500 per month dividend payments to its shareholders. This will reduce expendable income in the community by approximately 50 percent.
- The Inter-Island Ferry Authority vessel is scheduled to begin two round-trips per day service through Hollis connecting Prince of Wales Island with Ketchikan. The

increased service will have a positive impact on all Island communities by greatly improving the Island's transportation system.

- Sealaska projects in the area include harvest of approximately 30 mmbf of timber predominantly on Dall Island. This planned harvest could provide an unknown number of jobs for Hydaburg workers if qualified applicants were successful in being hired.
- Sealaska timber harvesting activities create approximately \$650,000 per year in wages from longshoremen jobs. Should timber harvesting be reduced or eliminated by Sealaska, these wages would be reduced proportionately with timber harvesting reduction.
- Columbia Helicopter is scheduled to begin helo-logging operations and the potential for local jobs may become available.

EXISTING CONDITIONS

Statistical Information

(Unless other indicated all statistical information contained in this section is from the 2000 U. S. Census.)

The current population of Hydaburg is 382 people. 325 of the people are of American Indian, Alaska Natives, or members of the Haida tribe.

The median income for Hydaburg is \$21,947 per annum. This is approximately \$27,000 less than the median income for the remainder of Prince of Wales Island. 84% of Hydaburg residents are at or below the State's poverty level. 65% of the community's labor force is unemployed. The majority of residents are employed by a public entity ("TDR" Demographic Survey" conducted by CCTHITA dated 1/12/00).

Hydaburg residents employed in the public sector account for approximately 57 jobs and 35 jobs are provided through the private sector ("TDR" Demographic Survey" conducted by CCTHITA dated 1/12/00).

There are 84 private residences in Hydaburg that are owner-occupied on a year around basis. 49 are occupied by renters or provide seasonal housing for visitors. Homes vacant in Hydaburg equal approximately 14.8 percent of all available housing.

Community Resources

Hydaburg is rich in community resources that contribute to the well being, culture, tradition, and stability of its people.

Recreation resources include a community building and the Hydaburg Totem Park that are owned by the community of Hydaburg. The elementary school has a multipurpose room that is made available for community activities. Outdoor recreation sites within the city limits include: a marina, used for swimming and boating; the Hydaburg River, used

for fishing, swimming, and ice skating; the tennis and basketball courts and softball field next to the schools; the waterfront area between the river and the dock; and the forest trails east of the dock that lead through the woods to a rock exposure on a point. Outside the city limits are numerous informal recreation sites. Its coastal location and surrounding forests and streams provide sites used for picnicking and/or camping, beach combing, hiking, hunting, fishing, and food gathering. Many of these activities are of traditional significance to Hydaburg's residents. Two cabins and the Harris River Trail and Campsite are located on national forest land and are managed by the U. S. Forest Service.

Community facilities owned or operated by the City of Hydaburg include City Hall, Volunteer Fire Department Hall, Hydaburg Boat Harbor, sewer treatment and collection facilities, water treatment and distribution facilities, a landfill, a library, a health clinic, a cemetery, a cultural facility, and a seafood processing/cold storage building. The City owns a youth center and Boys and Girls of American operate the youth center. The City provides the building, electricity, water, and sewer services. Facilities owned or operated by Hydaburg School District include the schools and 5 teacher housing units. Haida Corporation owns and operates the bulk fuel facility. Hydaburg Cooperative Association is in the process of owning and operation a community center. The United States Postal Service owns and operates the community's post office including the land under and around the post office building.

Infrastructure owned or operated by the City of Hydaburg includes streets and roads, parks, water/sewer/refuge utilities, fire and police protection. Haida Corporation may be divesting itself of any and all interest in the community's bulk fuel storage facility and, if negotiations with the regulatory agencies are successful, the City of Hydaburg plans to assume ownership and operation.

Many natural resources exist in and around Hydaburg. These resources include metallic and nonmetallic mineral deposits including rock and gravel quarries; marine invertebrates including crab, clams, sea cucumbers, shrimp, and sea urchins; marine fish including walleye pollock, halibut, blackcod, flounder, herring, smelt, and a variety of rockfish and sculpins; anadromous fish including pink, chum, coho, sockeye, and king salmon and Dolly Varden, steelhead, rainbow, and cutthroat trout; marine mammals including seals, otters, porpoise, dolphins, and whales; terrestrial mammals including black-tailed deer, wolf, and black bear; birds including bald eagles, waterfowl, and shorebirds; and vegetation including conifers, berry-bearing scrubs, mosses, ferns, kelp, and numerous other grasses and plants.

Hydaburg has numerous cultural, historic, prehistoric, and archaeological resources in and around the community. These resources include the remains of the former permanent Haida villages, former Haida seasonal villages and camps, burial sites, sites containing pictographs or petroglyphs, and former mining settlements. The specific location of many of these important cultural sites is not provided to the general public to protect them from possible exploitation. Hydaburg also owns and manages a totem park where some totems have been moved and restored to preserve their cultural significance.

Land status, use, and ownership in Hydaburg are uncertain. The City of Hydaburg has not exercised its zoning authority under AS Title 29 and development within the community is unrestricted. Land ownership is muddled. Land ownership records have not been adequately maintained within the community or recorded in the appropriate recording district. This circumstance creates substantial confusion regarding the status of many of the lands within Hydaburg and uncertainty over who owns what. The land issues within the community need to be addressed as soon as possible.

Subsistence activities are a significant part of the life for the people of Hydaburg. The traditional and customary harvesting of foods and other items are central to the Haida livelihood and have been for hundreds of years. The tribe's cultural heritage is closely tied to certain resources and harvest methods used by the Haida. The traditional food-gathering practices are given a very high priority especially when compared to contemporary means of providing food.

Customary and traditional activities play a significant role in the livelihood of Hydaburg. The average Haida family relies on the traditional and customary practices for its survival. As stated above, only 7% of the community's per capita income is derived from government assistance programs. Customary and traditional activities, not government assistance, support the Haida and supplement their income. Because both the cultural and physical livelihood of the Haida depends on these activities, the people of Hydaburg give great significance to these activities. By their nature, customary and traditional livelihood activities are hard to measure by standard economic means. These activities include much more than just food gathering. They provide Haidas with the ability to engage in the much broader cultural and traditional livelihood activities of barter and trade of resources. The only way to really measure this would be to interview each household for an estimate of the percentage of food and other goods obtained by customary and traditional activities compared to the amount obtained through the cash economy. The scope of this planning effort does not allow for such an in-depth survey. However, informal conversations suggest that for food alone some families depend on customary and traditional food gathering activities for over half of their food requirements. If even only one quarter of the annual food requirements for households is provided through food gathering activities, it becomes obvious that these activities are a major factor in the local economy.

So, for planning efforts like this Action Plan, it must be recognized that customary and traditional livelihood activities do have an important role in the local economy. At a minimum, the community should be mindful of subsistence in all that it does, especially in policy-making.

Entities within the community that contribute or share government or quasi-government duties include the City of Hydaburg, the Hydaburg School District, Haida Corporation, Hydaburg Cooperative Association, Alaska Native Brotherhood/Sisterhood, and Sealaska Corporation. Each of these entities have a role in shaping policy, guiding citizens,

supporting the traditions and culture of the community, and contributing or taking from the economy of Hydaburg.

ISSUES, GOALS AND OBJECTIVES

A. Preservation of Native Heritage and Cultural Resources

Issue:

The Haida feel strongly that their Native heritage and cultural resources are endangered. Commercial harvesting of traditional resources has diminished the availability of those resources to support the community livelihood and cultural heritage. The ability for the Haida to sustain a viable economic base for the community has weakened. The feeling of local ownership and control of personal destinies is waning. It is probably also fair to say that the non-Native residents of Hydaburg have an interest in the Native heritage and in subsistence activities.

Goals:

Maintain the cultural identity of the community of Haida while creating economic opportunity and stability. This requires recognition that the community is primarily populated with people of Haida heritage who wish to retain and strengthen that heritage in the conduct of their daily lives.

While recognizing that there are past and present tensions among local organizations, the people of Hydaburg want to look to the future and seek to create a mutually supportive and respectful coalition of entities whose combined actions can produce economic opportunity and stability. Specifically, the three major local entities with economic development capability are the City of Hydaburg, the Hydaburg Cooperative Association, and Haida Corporation.

Define and agree upon appropriate roles and responsibilities for the primary local organizations that have economic development functions and/or potential. The three primary local organizations are the City of Hydaburg, Hydaburg Cooperative Association, and Haida Corporation.

Generate economic opportunity and stability through efforts, projects, and programs that are conceived, controlled, carried out, and managed by local people and local institutions.

Objectives:

Recognize and document that the local economy consists of far more than money and jobs.

Recognize and document that the local economy and traditional and customary livelihood of the Haida includes practices of natural resource harvesting, processing, barter, and

trade of those resources to meet needs for food, ornamentation, clothing, religious and cultural functions, spendable cash, and other necessities.

Recognize and document that the subsistence practices and traditional and customary livelihood of the Haida are hundreds, if not thousands of years old, that that livelihood sustained the Haida for centuries, and that the practices are actively pursued by the Hydaburg residents today.

Recognize that the residents hope and intend to pursue their traditional and customary livelihoods for generations yet to come.

B. Depletion of Subsistence Resources

Issue:

Competition among subsistence, personal and commercial use resource extraction is threatening the Haida and the ability of those people to sustain their traditional and customary livelihoods and yet succeed in a contemporary environment. This threat applies to the non-Native residents as well, many of who took residence in Hydaburg for similar reasons as the Native segment of the population.

Goals:

Regain the ability to more effectively and efficiently control resource extraction so that the traditional and customary livelihood of the Haida may be regained, retained, and sustained over time.

Control commercial harvesting that is threatening the traditional and customary traditions of the Haida.

Objectives:

Update the Hydaburg Coastal Management Plan and Program to reflect current conditions and regain community control over its coasts and coastal management areas.

Actively participate with the subsistence decision-makers, whether they are State or Federal. Reactivate and revitalize the Hydaburg Fish and Game Advisory Committee.

Identify areas threatened by commercial, recreation, and/or personal use harvesting of resources and place them under protections that reserve them for the benefit of the Haida.

C. Diminished Economic Sovereignty

Issue:

Over time, local, state, and federal actions have diminished the economic sovereignty of the Haida. The once self-sustaining Haida was forced to try and adopt and live within the standards of the "white man's" customs and livelihood. Subsistence activities and the ability of the people to engage in barter or trade of customary resources have become restricted and, in some cases, totally disallowed. The changing circumstances have forced the Haida to become more dependent upon outside assistance and have reduced the ability of the Haida to be self-sustaining and independent from the necessity of outside assistance. This affects the well being of all Hydaburg residents, both Native and non-Native.

Goals:

Recognize that the adjustment to the more contemporary livelihood of the indigenous people of Hydaburg has caused an erosion of the traditional and customary cultural and family of the people.

Recognize that the sustainability of the community depends on numerous factors not necessarily controlled or governed by the local population.

Recognize what objectives are plausible and feasible in the short-term and distinguish them from those that will require more time and substantial change.

Objectives:

Identify and define previous adjustments and actions that have changed the customary and traditional livelihood of the Haida and accept or reject those changes that are fundamentally responsible for what is considered a negative outcome.

Identify what the community requires to regain sustainability and the overall value of worth. Develop the means to succeed in the future and the ability to control the community's efforts to sustain itself over time.

Develop a community plan that addresses both short and long term actions necessary to achieve the overall goal of long term independence and sustainability of the whole community.

D. Unclear Existing Land Use and Ownership

Issue:

Over time, who owns what, appropriate uses of land, and who has the ability to control and/or access certain lands in and around Hydaburg has become muddled. Transfers of title to land have not necessarily been recorded or completed in a "legal" manner. Records of exchanges, sales, abandonment and other types of activities that have changed the ownership and/or use of lands within the city limits of Hydaburg are nonexistent or not readily available. The City of Hydaburg has not adopted and, therefore, has no enforcement capabilities over zoning and use of lands. The lack of zoning ordinances and maintenance of land ownership records have resulted in a situation where what is happening, who has the authority to change it, and who actually owns or has management control over certain land are not ascertainable at this time.

Goals:

Determine, through a process of both research and negotiation, who owns what to clearly identify the community's land status and determine who has operational and management control over the property.

Recognize that some current land uses may conflict with neighboring uses. To the extent possible, prevent future land uses adjacent to others that may not be compatible over time. This can be done initially by community discussion and consensus and eventually through standard zoning procedures.

Recognize the importance of maintaining local records of land ownership so that future planning efforts and proposed future uses may be adequately analyzed and acted upon.

Recognize and work towards implementing zoning ordinances to guide future development while giving consideration to existing uses.

Objectives:

Complete and publish an inventory of land use and ownership status.

Prepare a comprehensive map that is clear and concise and able to be understood by the general public to raise awareness and clarify existing uses and ownership and/or management status.

Develop a means to keep this information current for future use and applicability. For instance, requiring that all land ownership and use changes be copied to the City of Hydaburg and that copies of all plat changes must be filed with the City.

Develop and adopt zoning and other land use ordinances that will assist with guiding development in the future.

E. Legitimacy of the Hydaburg Community

Issues:

The legitimacy of the Hydaburg Community is being questioned not only by the local people but also by outside entities. The community's three major decision-makers (City of Hydaburg, Hydaburg Cooperative Association, and Haida Corporation) were formed under different laws. The City of Hydaburg operates under Alaska Statutes and derives certain abilities or authorities to perform and engage in a variety of activities including taxation, education, planning, utility operations, etc. Hydaburg Cooperative Association was formed under Federal law and is currently the "economic arm" of the community. Local sentiment is that Hydaburg Cooperative Association should expand its focus to address other tribal issues. Haida Corporation was formed under ANCSA. Haida Corporation owns, manages, and controls many resources of the community including land, timber, mineral rights, etc. Haida Corporation currently owns lands that may be eligible for transfer to the community under 14(c)(3) that allows the community to select and have lands transferred to it for existing and future public purposes. Haida Corporation must approve transfers and Haida Corporation is under no obligation to accept or deny a specific transfer request. Many community members believe Haida Corporation could provide extended services that include mediation and management of conflicts within the community and taking an active role to assist community members with team building. The Hydaburg School District likewise contributes to the existing and future conditions of the community. The School District teaches the children of Hydaburg so that they may become successful, contributing, gainful adults, not only in Hydaburg, but other locations as well. Outside entities are often unsure who is responsible for what and whether or not the "community as a whole" is committed to successful outcomes or if it is just one of the entities in the community.

Goals:

Unite the community entities that contribute most to the existing and future conditions of Hydaburg. One means to do so is to seek full review, understanding, and endorsement of this plan by those entities.

Develop a means whereby cooperation between the entities builds the community rather than creates conflicts.

Demonstrate unity within the community when dealing with each other and outside entities and/or agencies.

Maintain long term commitment to "working together" making that attitude and commitment the norm rather than continuing with what some have called "in-fighting."

Recognize that if the community and all of its entities are united, Hydaburg as a whole becomes a community with many strengths and abilities to guide its own future and be recognized as such at the state and federal level.

Objectives:

Secure the assistance of an experienced facilitator to bring all pertinent parties to the table to assist with conflict resolution and begin a cooperative effort to establish a basis for teamwork.

Develop a formal cooperative agreement among the policy-making and decision-making entities within the community that identifies with specificity the duties, roles, and responsibilities of each.

Support the cooperative agreement to the fullest extent to eliminate existing and future conflicts and/or confusion. Address any implementation or logistic problems and make adjustments as quickly as possible to prevent creating conflicts and to assure that each entity continues to meet the needs of the community.

At least annually, review and update the agreement to assure that it addresses and contributing in a positive fashion to the current and foreseeable needs of the community. Adjust as deemed necessary.

F. Lack of Local Employment and Job Opportunities

Issues:

The community has few existing employment opportunities and jobs to sustain a stable subsistence and cash economy necessary for survival in contemporary society structures. When employment opportunities become available in or near the community the citizens of Hydaburg may find it difficult to secure a job and the job may be given to an "outsider." The reasons are numerous; however, the availability of trained and skilled workers within the community may be a contributor to reduced local employment. Retraining and skill development opportunities are virtually nonexistent in Hydaburg and that exacerbates the problem.

Goals:

Recognize that in order to participate in existing and future job opportunities, the citizens of Hydaburg may require retraining to hone their skills and ability to effectively compete for those jobs.

Recognize that the local economy relies on more than just jobs and/or employment. A balance must be struck that allows citizens to be qualified for jobs, yet allows the cultural and traditional customs to exist side-by-side.

Obtain and clear understanding and identification of existing and upcoming employment and/or job opportunities in advance of their offerings. This will allow local employment to become more successful through awareness and preparedness of citizens to secure the job.

Recognize that increased local employment may require different approaches so that local employment tactics comply with existing laws and regulations.

Seek to define and create business opportunities for goods and services not present in the community now. There are few goods and services, and businesses to sell such goods and services, in the city. As a result, residents must go to Craig or other POW locations to obtain what they need. Hydaburg's population is small compared to several other POW cities, but it is probably large enough to support more businesses than it does now.

Objectives:

Examine what types of employment and job opportunities might have been available to a skilled, local, employment force. Identify what may have caused a local person not be hired for the job.

If the examination reveals that local job skills and experiences have contributed to the lack of employment of the locals, develop a plan to address deficiencies and develop a program to increase local citizen employability.

Involve the school district and local educational programs to assist with preparedness-type educational opportunities for early development of job skills.

Develop local hire regulations that are allowed by law to make local hire more attractive and/or necessary for State or Federally assisted jobs and to provide the structure for private enterprise that encourages local hire.

Maintain a listing of citizens who are available for local hire together with their individual skills so that they may be notified of opportunities.

Survey residents to identify which goods and services they must obtain elsewhere and develop a prioritized list of business opportunities to pursue.

G. Infrastructure Development

Issues:

A thorough analysis of the community's infrastructure capabilities and limitations has not been conducted for quite some time. The community needs to know infrastructure status to be able to analyze whether a particular project may exceed the ability of the infrastructure to meet capacity requirements. For instance, the community desires to reopen and operate its ice cold storage facility. The ability of the local water source to

handle that type of activity must be ascertained to determine whether the existing system needs to be upgraded or is adequate to support water volumes and quality required for that type of use. The community utilizes diesel-generated power for its electrical needs. There may be more efficient means to provide the community with its power needs, such as development of hydroelectric infrastructure.

Goals:

Recognize that while there are many opportunities available to Hydaburg for economic diversification and employment, the infrastructure to support that development must exist in order for it to be successful.

Secure a clear understanding of the capacities of each infrastructure facility in the community so that efforts are exerted first on those projects that may be immediately accommodated and those that require infrastructure upgrades to support the project.

Develop a plan to address any deficiencies that are impeding planned, future developments, whether they are commercial or residential-type activities.

Objectives:

Conduct an inventory of existing infrastructure condition and capacities.

Match projects that are wanted in the immediate future to existing infrastructure conditions.

Secure funding for and complete upgrades to infrastructure that are impeding the ability of the community to support development projects.

Examine the feasibility of development of hydroelectric power to replace and/or supplement the community's power needs.

H. Tourism Development

Issues:

A recent survey completed within the community indicates that tourism development activities are generally supported by Hydaburg's citizens, however, grave concerns exist on what is an acceptable level of tourism development and how to control unwanted tourism activities. At the current time there exists no local, "tourism-type council" that could examine existing tourism activities within the community, examine and development what is acceptable to the community and what types of tourism activities may create competition with other local needs including overuse of a certain type of resource. At the present time there exists no procedural rules, regulations, or guidelines to follow addressing tourism development and setting forth procedures to examine and make decisions on what is or is not an acceptable activity.

Goals:

The people of Hydaburg, while generally supporting tourism development, want to make sure that tourism development does not adversely affect the local culture, historical, or traditional values of the community and do to compete with those values.

The people of Hydaburg desire to maintain control over existing and future tourism development projects and to have final say on whether or not a particular activity is acceptable by the community.

Hydaburg citizens desire that tourism activities truly support the local economic goals and objectives including local hire and job development. The citizens desire to design a tourism development program that allows for local control so that unacceptable development may be deterred before it becomes a problem.

Objectives:

Establish a tourism council charged with the responsibility of developing guidelines, rules, and regulations for reviewing and approving tourism activity developments.

Develop a procedure for review of activities and a means to relay the tourism council recommendations to the appropriate party to assist with sound decision-making on whether or not to accept and allow the activity to go forward.

Where appropriate, enact ordinances that may be enforced within the community to achieve the established goals.

H. Quality Housing

Issues:

Many citizens of Hydaburg reside in substandard housing. The homes are poorly insulated, have structural problems, do not meet electrical and plumbing codes, and are in need of new roofs and/or siding. While new housing has been constructed in Hydaburg, many of the existing structures have not qualified for upgrades and unless a program exists that allow for these upgrades, the deficiencies will not be corrected. Hydaburg has the ability to have an active housing authority entity. Who should fill this role, however, is the subject of much discussion. A means to analyze existing housing conditions and to analyze housing upgrade priorities should be addressed in a formal setting with set guidelines that insure, to the extent possible, that credence is given to set priorities for upgrades.

Goals:

Secure energy efficient, safe housing for all Hydaburg residents.

Address the most serious deficiencies first and seek a way to correct the inadequacies.

Assure that project priorities are fair, supportable, and accountable to the existing conditions and that "favoritism" is avoided to the best that it may be.

Objectives:

Empower an entity within Hydaburg to analyze existing housing conditions.

Conduct an inventory of existing housing conditions.

Prioritize highest needs.

Seek means to eliminate all deficiencies so that all citizens of Hydaburg have energy efficient, safe housing.

LOCAL OPPORTUNITIES

Hydaburg possesses numerous opportunities available to it for achieving its goals and objectives and resolving local issues. Those opportunities include tourism development, reopening of the municipal-owned cold storage facility, hydroelectric power development, cultural preservation and display through the totem park, poles, and local cultural sites, and land availability that may be used to address local goals and objectives.

Due to the nature of the community, strong cooperation will be required for the community to achieve its goals and objectives. For Hydaburg to achieve desired goals, it will be necessary for local decision-makers to come together and resolve any differences. Those entities must clearly identify who will be responsible for what, be able to agree that unnecessary disputes will not develop, and develop commitments to a process that will benefit the community. This requires that these entities be willing to put aside differences and concentrate on the long-term success of Hydaburg. In other words, the infighting must stop. The local decision-makers must come together and act as a unit to achieve their common goals. Individual desires to "control" must be put aside and efforts focused on the betterment of the community and who best may accomplish the effort.

To accomplish the community's goals and objectives there must be in place a way for coordinated planning efforts to be developed between the controlling entities. This will be a substantial deviation from the way past community efforts have been achieved. This will mean that the people of Hydaburg will be willing to put aside their differences and commit to working together to achieve "the community" vision.

It is recommended that the entities develop and support an advisory-type group to assist decision-makers with achieving the goal of a unified voice for the people of Hydaburg. It must be recognized that if Hydaburg becomes unified that it will be a powerful force that will be acknowledged and recognized at the State and Federal level.

The advisory group must be willing to put forth the effort necessary to achieve a coordinated planning effort. The group must be able to freely identify what entity may most successfully accept the responsibilities and be accountable for positive results. This is, of course, going to be a difficult task and will require much cooperation between all parties. It will also require that each party carefully assess their abilities to do what and in what timeframe the effort may be addressed and achieved. This will take a tremendous amount of cooperation and willingness to compromise.

The advisory group should have representation from each group having an impact on decision-making within and around Hydaburg. It should be empowered to do its job and it should be supported by all entities. At a minimum, the group should include representation from the City of Hydaburg, Haida Corporation, Hydaburg Cooperative Association, Tlingit Haida Central Council, Sealaska Corporation, a State Municipal and Local Government Assistance person, and a representative from Federal government that may coordinate USFS and BIA activities.

PROJECT IDENTIFICATION AND PRIORITIES

Hydaburg projects have been placed in categories to assist with identifying what type of project is envisioned and how that project fits into the make-up of Hydaburg. Projects have also been split between short-term projects (those that may be achieved in two years or less) and long-term projects (those that will require more than two years to accomplish). Projects are listed in order of priorities.

Economic Development Projects

A. Short-Term Projects:

1. Project Name: Hydaburg Ice Cold Storage/Smokery Facility
Project Phase: Final Phase
Project Costs: \$75,000

Project Description: The City of Hydaburg owns an ice/cold storage facility. The facility is not in operation at the present time. The City of Hydaburg is currently examining the condition of the facility so that it may make necessary repairs and upgrades in anticipation of operating the facility. A marketing analysis is also being completed to assure that the project is feasible. The original design of the building allowed for fish smoking operations to be conducted in the same premises. In accordance with the results of the condition report, the facility will be renovated, opened, and operated by the community of Hydaburg.

Project Justification: The operation of an ice/cold storage and fish smoking facility has the potential of creating and sustaining 10 to 25 seasonal and 10

year around jobs. This would make its operation the community's largest single, in-town, employer. The project would provide a service needed for continued commercial fisheries operations in and around Hydaburg and would provide an additional commercial activity - the processing and selling of smoked fish and other meats.

2. Project Name: Harbor Breakwater
Project Phase: Phase II - Final Engineering and Permitting
Project Costs: \$25,000

Project Description: A breakwater is necessary for the viability of the community's harbor facilities. This project was the subject of a previous engineering and design project that is now outdated. The previous work must be reviewed and final engineering and design completed to take the project to the permitting stage. Once permitted, the project may proceed to construction.

Project Justification: The Hydaburg Harbor is subjected to wind and storm conditions that threaten the viability of the facility. A breakwater will reduce the chances for damage and destruction of the facility and provide a safe harbor for private and commercial uses.

3. Project Name: Hydaburg Reynolds Creek Hydroelectric Facility
Project Phase: Phase II - Design, Engineering, Construction
Project Costs: \$3,000,000

Project Description: The community of Hydaburg desires to reduce its dependency upon diesel electrical power. The Reynolds Creek Hydroelectric Project may be the means to achieve that goal. Three feasibility studies have been completed and findings of these studies indicate that the project is doable. This phase of the project will prepare the project for construction and consists of engineering and design of the facilities and commencement of construction.

Project Justification: The electric power for Hydaburg is now supplied by Alaska Power and Telephone Company's diesel-fueled power plant located in Hydaburg. Because this is a stand-alone facility, power costs are high for the community. A community-owned Reynolds Creek Hydroelectric Project could provide lower power costs for consumers, an estimated three year around jobs, and additional revenues to the community through sale of excess power to the Island's grid.

B. Long-Term Projects:

1. Project Name: Hydaburg Resource Priority Rights
Project Phase: Phase II - Analysis of Existing Situation and Legal Rights
Project Costs: \$50,000

Project Description: The Haida believe their rights to the resources in and around Hydaburg have been reduced and may be threatened further. The Hydaburg Resource Priority Rights Project will examine the existing resources of the community and who is using those resources. It will also project the sustainability of those resources and impacts of the resources on the community. The analysis will then provide recommended procedures and/or processes to follow to address any identified problems or threats to the resources used by the people of Hydaburg.

Project Justification: For hundreds of years the people of Hydaburg have relied on resource extraction for customary livelihood use purposes. Subsistence has also heavily contributes to the sustainable economy of the community. Over time, the right to control particular resources and to utilize those resources in their customary and traditional manner has been eroded. An examination of this condition needs to be conducted and a determination made as to what, if anything, Hydaburg may do to regain control and priority use rights over the resources in and around Hydaburg.

2. Project Name: Hydaburg Heritage Center
Project Phase: Phase I - Engineering and Design
Project Costs: \$25,000

Project Description: Construct a Hydaburg Heritage Center that may be used by the community to preserve the culture and heritage of the people of Hydaburg and to provide a place where craftspeople may display and sell locally made or processed goods.

Project Justification: Hydaburg has many very talented artisans that create a variety of goods. These include baskets, jewelry, carvings, preserved herbs and other food products, etc. These products are currently being sold for far less than their market value. This is due to the circumstance that there exists no organized means for the artisans to value, display, and sell their wares. A Heritage Center would provide year around jobs for the community's artisans and provide a place where their creations may be displayed and sold.

Community Development Projects

A. Short-Term Projects:

1. Project Name: Hydaburg Solid Waste Facility
Project Phase: Phase II - Construction
Project Costs: \$550,000

Project Description: Hydaburg has been cooperating with other entities on Prince of Wales Island to address solid waste treatment and disposal problems. Upgrades are necessary to the existing community to accommodate recommended improvements to its operation and maintenance.

Project Justification: Hydaburg's existing solid waste disposal facilities do not adequately or legally address and process the community's solid waste disposal and treatment problems. The existing facility pollutes surrounding lands and water creating unacceptable health hazards. An improved method and means of treating and disposing of the community's solid waste needs to be implemented to resolve long and short-term trash problems. Hydaburg has been working with other Island entities and has determined that it would be best for the community to deal with their solid waste issues and problems at "home" to the extent that this resolve is achievable. In the interim, construction of the most critical improvements is now underway. A recent development has occurred that may jeopardize a resolution of the problem that is acceptable to the community. The State's regulatory authority appears to be a stumbling block in allowing the community to address its solid waste disposal problems in a manner acceptable to the community.

2. Project Name: Land Use and Ownership Analysis
Project Phase: Final
Project Costs: \$45,000

Project Description: Conduct an investigation and study to identify, map and determine land use and ownership as well as dates of transfers and types of transfer instruments of properties located in the Hydaburg City Limits. This will also require a process of discussion and acceptance to assure that individuals and organizations in the community agree with the determinations. In some instances, there simply may not be any official data to use in making the determinations and if so, the determinations will have to be made by a process of negotiation. Develop a system to track future use and ownership of the lands in Hydaburg.

Project Justification: A system to track local land uses and ownership has never been developed for Hydaburg. Over the years, who owns what and the type of activities being conducted in the community have become unclear. Controversy has developed over who has what rights to what. This circumstance makes it difficult for some worthwhile projects to proceed, as site control is questionable. This project will address that problem and develop a means to keep land use and ownership information up-to-date at the local level.

3. Project Name: Hydaburg Coastal Management Program and Plan
Project Phase: Phase I - Resource Inventory and Analysis
Project Costs: \$22,500

Project Description: Update the city's Coastal Management Program and Plan. Phase the project to facilitate an orderly completion.

Project Justification: The Hydaburg Coastal Management Program is outdated. The Alaska Coastal Management Programs and Plans have established a nationally accepted method and empowered communities to participate in coastal resource management policy-making and so that local government may better control valuable community resources. Hydaburg's existing plan is over 15 years old and needs to be updated to address existing conditions, rules, and regulations and to make Hydaburg policies enforceable.

4. Project Name: Hydaburg Cooperative
Project Phase: Phase I - Feasibility Study
Project Costs: \$20,000

Project Description: Complete a feasibility study that examines the viability of developing a "cooperative purchasing" type system for the community of Hydaburg. Economies of scale may be attainable if purchases were made through a cooperative. The commodities could include fuel, food, house building materials, and other essentials purchased in large quantities by several entities rather than one - a cooperative.

Project Justification: The rural nature of Hydaburg makes it necessary to import many goods into the community. Due to the small population of the community, economies that might be gained for one large purchase, as opposed to several small purchases, are lost. Formation of a community-owned cooperative could provide a less expensive way for people to obtain necessary goods and supplies without sacrificing quality. Haida Corporation owns and operates the community's tank farm. Bulk fuel purchases may be achieved through this cooperative operation. Other types of "cooperatives"

may be feasible to assist with lowering costs of purchasing and providing necessary services and supplies to the community.

B. Long-Term Projects:

1. Project Name: 14(c)(3) Land Transfers
Project Phase: Phase I - Needs and Availability Assessment
Project Costs: \$25,000

Project Description: This project will begin the process to address 14(c)(3) issues and land transfers for the community. The project consists of bringing all parties to the table to identify what is available for transfer, specific needs requiring a transfer, and a method to accomplish 14(c)(3) transfers that are agreed to by all applicable parties.

Project Justification: Transfers of land to the community is provided under what is commonly known as 14(c)(3) law. The law requires that native corporations transfer a certain amount of acreage to incorporated communities that are established on or near certain native-owned properties. The appropriate corporation and community must agree to any transfers and the transfers may not be unilateral. Haida Corporation owns and has management control over many acres of land that the City of Hydaburg may deem necessary for future public uses. The necessity and availability of land necessary for the future growth and sustainability of Hydaburg needs to be examined so that a plan may be developed and agreed upon to transfer those lands to the community for general public use.

2. Project Name: Hydaburg Housing Improvements Project
Project Phase: Phase I - Inventory, Condition Reports, and Improvement Schedule
Project Costs: \$25,000

Project Description: This project will complete an inventory of existing housing conditions in Hydaburg and recommend a schedule and course of action necessary to correct identified defects.

Project Justification: Many residents in Hydaburg live in substandard housing. This condition contributes to an unacceptable quality of life for the citizens of Hydaburg. Housing improvements have been ongoing within the community; however, there is no comprehensive picture or plan to address remaining deficiencies. Completion of this project will provide a "guide" and set priorities to continue the efforts to improve housing for all Hydaburg residents.

Cultural Retention and Preservation Projects

A. Short-Term Projects:

1. Project Name: Tribal Administration Building Project
Project Phase: Final Phase: Construction
Project Costs: \$620,000

Project Description: Construct a 3200 square foot Tribal Administration building. This project will be located on the Southeast end of the Native Village of Hydaburg.

Project Justification: This Administrative Building project will serve as headquarters for all Tribal operations such as Human Service Programs, Education Programs, Environmental Programs, Road Maintenance Programs, Housing Improvement Programs (HIP) and NAHASDA (HUD) Programs. The Administrative Building will be used for many community functions. The Tribe currently operates out of the basement of the Hydaburg city office building.

2. Project Name: Totem Park and Pole Renovation
Project Phase: Final Phase
Project Costs: \$30,000

Project Description: Hydaburg has a beautiful totem park that is the home to many totem poles. The elements have deteriorated many of the artifacts in the totem park and they are in need of repair. This project will complete restoration of those totems and complete necessary upgrades to the park.

Project Justification: The totem poles of Hydaburg are an inseparable part of the Haida culture and livelihood. Preservation of these totem poles is intrinsic to the preservation and recordation of the Haida culture and history.

3. Project Name: Hydaburg Recovery and Storage of Artifacts
Project Phase: Phase I - Locate and Return of Artifacts and Construction of Long House
Project Costs: \$90,000

Project Description: Over the years, many of the artifacts of the Haida have been removed from their home. These items are located in several places that have been identified by former or ongoing studies. This project will return those artifacts that belong to the Haida to Hydaburg. The project also calls for construction of a long house

to store the artifacts and keep them safe for future display. This project goes hand-in-hand with the longer term project of developing a heritage center in Hydaburg.

4. Project Name: Hydaburg Cultural Site Preservation
Project Phase: Phase I - Identification, Mapping, and Recommended Protection
Project Costs: \$15,000

Project Description: Many cultural, historical, and archaeological sites associated with and part of the Haida exist in and around Hydaburg. Few of these sites are adequately protected to preserve them over time. This project will identify, map, and recommend ways to preserve these valuable resources for the future.

Project Justification: For thousands of years people have left a story of their lives, culture, and history in the form of artifacts. It is necessary to protect this "history" in order to preserve the meaning and value of any culture. The Haida culture and the artifacts of those that came before must be protected and preserved to assure a continuation of the meaning of the Haida and the culture and traditions of the people.

B. Long-Term Projects:

1. Project Name: Totem Pole Housing Project
Project Phase: Phase I, Feasibility Study
Project Costs: \$15,000

Project Description: The Haida totem poles are now subjected to the elements that make preservation of the totems difficult at best. This project will provide the community with a permanent structure to house the totems and protect them from the elements.

Project Justification: The Haida totem poles are an important part of the history and culture of the Haida. The poles actually record historical and cultural events that have occurred and that tell a story in their design. The elements take a tremendous toll on the preservation of the poles and a structure that protects them from the elements will ensure their existence well into the future.

FISCAL YEAR 2001/2002 PLAN OF ACTION

1. Identify partners and begin completion of number one priorities within the plan.
2. Track the progress of all projects and keep a record of next steps, stumbling blocks, proposed solutions, and identify partners that can assist with completing undone work.

3. Report project status to appropriate parties.
4. Recommend changes in the plan of action as may become necessary.

SCHEDULE OF PLAN REVIEW

This action plan shall be reviewed on an annual basis and updated as necessary. The Action Team may schedule more frequent reviews. The first review will occur in June 2003. The Action Team will meet and review status of projects and make adjustments as necessary. All changes will be reported to the appropriate parties.

ACTION TEAM SIGNATURE PAGE

_____ Wes Morrison	_____ Vicki LeCornu
_____ Sam Mooney	_____ Adrian LeCornu
_____ Frank Bitonti	_____ Victor Burgess
_____ Margaret O'Neil	_____ Dot Edenshaw
_____ Mary Anna Grant	_____ Bert Nathan
_____ Woodrow Morrison	_____ Toni Bitonti
_____ Dale Kanen	

RESOLUTIONS SUPPORTING ACTION PLAN

RESOLUTION NO. _____

Name of Entity

A RESOLUTION ADOPTING THE 2002 HYDABURG COMMUNITY ACTION PLAN AND SUPPORTING IMPLEMENTATION OF THE PLAN.

WHEREAS, the (Board of Directors, City Council, Officers, etc.) is the governing body for this entity; and

WHEREAS, this body has participated in development of the plan; and

WHEREAS, the Hydaburg Community Action Plan has been reviewed by this body; and

WHEREAS, this body believes it to be in the best interest of this entity to approve and adopt this plan so that its implementation may be achieved by the most appropriate entity in the community qualified to implement the plan and its goals and objectives;

NOW, THEREFORE, BE IT RESOLVED that the _____ of _____ hereby adopts and supports implementation of the Hydaburg Community Action Plan.

ADOPTED AND APPROVED by a duly constituted quorum on this _____ day of _____, 2002.

(Chair, President, Mayor)

ATTEST:

(Secretary, Clerk)