



# Strengthening Tribal Nations

*And over the next four years, as long as I have the privilege of serving as your President we're going to keep working together to make sure the promise of America is fully realized for every Native American.*

*President Barack Obama  
December 5, 2012*

The Strengthening Tribal Nations initiative is a comprehensive multi-year effort to advance the President's commitments to American Indians and Alaska Natives to improve conditions throughout Indian Country. Informed by consultation with the Tribes and reflective of tribal priorities, Interior's 2014 budget continues the initiative with a focus on improving self-determination for tribal nations, the safety of Indian communities, trust resource management, and post secondary, elementary, and secondary education.

The 2014 budget request for Indian Affairs is \$2.6 billion, \$31.3 million above the 2012 enacted level. Included within this amount are increases for natural resources, public safety, other key programs, and fixed costs offset by reductions that show a commitment to improved operations and efficiency savings and other programmatic reductions.

Programmatic increases of \$119.7 million in the budget request for the Strengthening Tribal Nations initiative include support for:

- Public safety programs to apply lessons learned from successful law enforcement pilot programs and increases in staff at detention centers.
- Sustainable stewardship and development of natural resources in Indian Country.
- Post secondary education and funding for an elementary and secondary education pilot program based on the Department of Education's turnaround schools model and concepts.
- Real estate and economic development-related increases to foster economic opportunities on reservations.

<b>INDIAN AFFAIRS</b> (dollars in millions)	
<b>TOTAL INDIAN AFFAIRS FUNDING</b>	
2012 Enacted .....	2,531.3
2014 Request .....	2,562.6
Change .....	+31.3
<b>CHANGES</b>	
<b>Strengthening Tribal Nations .....</b>	<b>+119.7</b>
Advancing Nation-to-Nation Relationships ..	+10.3
Protecting Indian Country .....	+24.9
Improving Trust Land Management .....	+61.3
Advancing Indian Education .....	+23.2
<b>Achieving Better Results at Lower Costs ...</b>	<b>-104.5</b>
Consolidations .....	-19.7
Administrative Savings .....	-13.8
Transfer of Indian Arts and Crafts Board .....	+1.3
Program Reductions .....	-72.3
<b>Fixed Costs .....</b>	<b>+16.1</b>

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## ADVANCING NATION-TO-NATION RELATIONSHIPS

*I am also hopeful because of the rising generation who I have seen embrace the responsibility of following in your footsteps.*

**President Barack Obama**  
**December 5, 2012**

In December 2012, President Obama hosted the fourth White House Tribal Nations Conference at the Department of the Interior. The President, key cabinet officials, and senior advisors met with representatives of 566 federally recognized Tribes to discuss a wide range of issues. Topics at the conference included:

- Strengthening Tribal Communities – Economic Development, Housing, Energy, and Infrastructure.
- Protecting Our Communities – Law Enforcement and Disaster Relief.
- Securing Our Future – Cultural Protection, Natural Resources, and Environmental Protection.
- Building Healthy Communities, Excellence in Education, and Native American Youth.
- Strengthening and Advancing the Government-to-Government Relationship.



The White House Tribal Nations Conferences have led to many successful achievements including the launch of a formal consultation process in December 2011 by Secretary Salazar. The process is governed by a new consultation policy created through cooperative work with tribal representatives implementing

the President's direction in a November 2009 Executive Order requiring all Federal agencies to commit to regular and meaningful consultation. Interior has a long history of consultation with Tribes, but this new policy establishes requirements and guidelines that apply to all Interior officials and managers to promulgate best practices and achieve effective consultation with Tribes.

In 2012, Interior created a new framework for better consultation with Alaska Native Corporations. These entities were created by the Alaska Native Claims Settlement Act of 1971, to receive land and monetary compensation in settlements of aboriginal land claims by Alaska Natives. The policy is designed to ensure corporation officials are at the table and engaged when it comes to the matters that affect them and builds on the Department's existing tribal consultation policy.

Indian Affairs is also taking a wholesale look at the current regulations addressing how Indian groups apply for and receive Federal recognition as an Indian Tribe. Indian Affairs expects to distribute a draft for review by Tribes, as well as non-federally recognized Indian groups, with the goal of publishing a proposed rule by the end of 2014. The revisions will address both the application process and the criteria for Federal recognition.

The 2014 budget continues to propose language to clarify the Department's authority to take Indian land into trust and amend the Indian Reorganization Act of 1934, thereby reducing significant delays. In 2009, the Supreme Court held in *Carcieri v. Salazar* that the Secretary of the Interior may acquire land in trust for an Indian Tribe under Section 5 of the IRA only if the Tribe was under Federal jurisdiction in 1934. The proposed language would make clear the IRA applies without regard to whether a federally recognized Tribe was under Federal jurisdiction in 1934. Such an amendment would restore two long standing policies of the United States, to assist all Tribes in securing tribal homelands under the IRA, and to ensure federally recognized Tribes are treated equally under the law.

The 2014 budget proposes an interim solution in the way in which funds are budgeted for contract support costs, which are important to the furtherance of self-governance and Indian self-determination. The 1975 Indian Self-Determination and Education Assistance Act, as amended, allows Tribes to implement programs previously administered by

## 2012 WHITE HOUSE TRIBAL NATIONS CONFERENCE



The White House convened a Tribal Nations Conference hosted by President Obama in Washington, D.C. in December 2012. Leaders from more than 300 federally recognized Tribes attended the conference. This is the fourth year in a row the White House has provided tribal leaders an opportunity to hear from the President himself and speak directly with officials at the highest levels of the Federal government about Indian Country issues. In addition to the President, Secretary Salazar, and the leadership of the Department

of Agriculture, Commerce, Education, Health and Human Services, Labor, Justice, Transportation, and Treasury, as well as the heads of the Environmental Protection Agency and the Small Business Administration reported to the tribal leaders on efforts to help Indian Country move forward.

President Obama is committed to vigorous implementation of tribal consultation and directed every Department to give real meaning to the phrase “government-to-government relationship” and set an important precedent for the future. Much has been accomplished in Indian Country over the past four years, giving tribal governments the tools, training, and support to improve economic, education, health, and public safety conditions in their communities. Though much has been accomplished, many more challenges remain ahead of us. The Tribal Nations Conference offered opportunities for tribal leaders to speak directly with officials at the highest levels of Federal government, the Federal officials heard, and together they will work to move Indian Country forward to a future filled with hope, progress, and promise.

the Federal government through contractual arrangements. In turn, the Department pays tribal contractors for reasonable costs associated with the administration of those programs, known as contract support costs. Contract support costs funds are used by tribal contractors to pay for a wide range of administrative and management costs, including but not limited to finance, personnel, maintenance, insurance, utilities, audits, communications, and vehicle costs. These funds allow Tribes to manage the Federal programs for which they contract, as well as eliminate the need for Tribes to use program funds to fulfill administrative requirements. The 2014 request for these costs is \$231.0 million, an increase of \$9.8 million above the 2012 enacted level.

In light of the Supreme Court’s *Salazar v. Ramah Navajo Chapter* decision, the Administration is proposing that Congress appropriate contract support costs funding to Tribes on a contract-by-contract basis. To ensure as much clarity as possible regarding the level of contract support costs funding, the Administration will provide Congress a contract-by-contract funding table for incorporation into the appropriations act. The Administration proposes this change as an interim step towards a more comprehensive solution. The broader goal is to develop a longer-term solution through consultation with Tribes, as well as streamline and simplify the contract support costs process, which is considered by many as overly complex and cumbersome to both Tribes and the Federal government.

## SECRETARIAL COMMISSION ON TRUST ADMINISTRATION AND REFORM

*I want to thank you for your hard work and dedication to how we might continue to reform the trust management and administration process and ensure the United States never again encounters the type of failures raised in Cobell and related litigation.*

*David Hayes, Deputy Secretary of the Interior  
September 6, 2012*

The Commission on Indian Trust Administration and Reform was established by Secretary Salazar to empower Indian Nations and strengthen Nation-to-Nation relationships. The Commission was tasked to conduct a comprehensive evaluation of the Department's management and administration of nearly \$4.4 billion in American Indian trust assets and offer recommendations to improve processes to achieve trust administration that is more responsive, accountable, transparent, and customer-friendly.

The Commission developed draft documents that address several complex, long standing issues such as the Federal trust responsibility and conflict of interest protocols, and issued draft memoranda concerning trust models and a compilation of reform recommendations. In particular, the Commission is focusing on management and oversight, improving coordination and services, and fiduciary management of trust assets.

The Commission initiated an extensive outreach campaign through tribal consultation to provide American Indians and Alaska Natives with opportunities to provide input on the activities and recommendations of the Commission. During 2012, the Commission convened three public meetings in different locations across the Nation. It hosted three public webinar meetings. The Commission also held two events for college students and young adults to provide dialogue about the Federal government's handling of trust assets for American Indians and Alaska Natives.

For more information about the Commission and its work, please visit the Interior Department website at <http://www.doi.gov/cobell/commission/index.cfm>.

## INDIAN LAND BUY-BACK PROGRAM

The Cobell Settlement Agreement was approved by Congress as the Individual Indian Money Account Litigation Settlement in the Claims Resolution Act of 2010. The Settlement was finalized on November 24, 2012, following action by the U.S. Supreme Court and expiration of the appeal period. The \$3.4 billion Settlement addresses the Federal government's responsibility for trust accounts and trust assets maintained by the United States on behalf of more than 300,000 individual Indians. Part of the Settlement, \$1.5 billion, is being used to compensate class members for their historical accounting, trust fund, and asset mismanagement claims regarding the Individual Indian Money accounts held in trust by the Federal government.

The remaining part of the Settlement establishes a \$1.9 billion fund to consolidate fractionated ownership of land interests in Indian Country. The Land Buy-Back Program provides to individuals, in possession of fractionated interests in parcels of land, cash payments for their land interests. The Settlement gives the Department of the Interior ten years to expend the funding to acquire, at fair market value, fractional interests in trust or restricted land from willing sellers. Lands acquired through the program will remain in trust or restricted status and be consolidated for beneficial use by tribal communities.

As an additional incentive to participate in the Land Buy-Back Program, the Settlement authorizes up to \$60.0 million to be set aside for an Indian Education Scholarship Fund for American Indian and Alaska Native students when individuals sell fractional interests under the Land Buy-Back Program. On March 12, 2013, Secretary Salazar announced the selection of the American Indian College Fund to administer the student scholarship fund, with a fifth of the annual scholarships to be awarded by the American Indian Graduate Center.

Given its size, limited duration, and importance of the Land Buy-Back Program, an office was established in the Office of the Secretary, subject to the oversight of the Deputy Secretary, to facilitate coordinated engagement and accountability within the Department and to streamline projects and the prioritization of resources.

Goals of the Land Buy-Back Program:

- Reduce the number of fractional interests in trust or restricted lands, giving priority to the most highly fractionated tracts of land in accordance with the Settlement.
- Increase the number of trust or restricted acres in tribal land bases by focusing on cost-effective acquisitions of fractional interests, which will promote tribal sovereignty and self-determination.
- Increase the number of trust or restricted tracts in which the Tribe has majority ownership in order to facilitate economic development or other uses.
- Target fractionated tracts that are amenable to cost-efficient valuation techniques.
- Consult with Tribes to realize opportunities for tribal participation and assistance and to identify and accommodate tribal acquisition priorities to the fullest extent practicable.
- Provide clear information and guidance to individual Indian land owners of fractional interests about the opportunity to voluntarily participate in the Land Buy-Back Program.
- Manage administrative expenses in the most cost-efficient manner possible, in a way that facilitates effective, long-term trust management and systems integration.

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## PROTECTING INDIAN COUNTRY

*...I have prosecuted violent crimes from Indian reservations, so I know the importance of a safe environment for children and other tribal citizens.*

**Kevin Washburn**  
**Assistant Secretary - Indian Affairs**  
**September 14, 2012**

Improving public safety and promoting safer Indian communities is a top priority for the President and tribal leaders. The 2014 budget includes increased resources to build on recent successes achieved through targeted efforts to reduce crime in Indian Country. The Department's success at four reservations is captured in the President's Priority Goal to reduce violent crime in Indian Country.

The goal was established in 2009 and set expectations for 2010 and 2011 to achieve a significant reduction in violent criminal offenses of at least five percent within 24 months on four targeted tribal reservations—Rocky Boys in Montana, Standing Rock in North Dakota, Mescalero Apache in New Mexico, and Wind River in Wyoming. The Bureau of Indian Affairs strategy included community policing, tactical deployment, and critical interagency and intergovernmental partnerships. Significant law enforcement staff and resources were deployed in these four communities, including more officers on the street, training of tribal law enforcement officers, modern equipment, after school and community engagement programs, and extensive monitoring to understand both the source of crime and successful program strategies. Through an adaptive management approach, law enforcement and community policing strategies were re-evaluated for effectiveness and modified to reduce crime. Measurements of specific crime trends and the sharing of best practices through community partnerships and with other law enforcement entities were used to gauge progress and strengthen the initiative.

At the end of the 24-month goal period on September 30, 2011, the BIA Office of Justice Services recorded an average 35 percent decrease in violent crime across the four reservations. These efforts were the result of concerted and coordinated efforts by BIA resources in law enforcement, corrections, and courts working closely with tribal leadership and community engagement. Additional results were

## STRENGTHENING TRIBAL NATIONS PRIORITY GOAL

By September 30, 2013, in addition to continued efforts at four targeted tribal reservations that have achieved reductions of at least five percent in violent criminal offenses, achieve significant reduction in violent criminal offenses of at least five percent within 24 months on two additional targeted tribal reservations by implementing a comprehensive strategy involving community policing, tactical deployment, and critical interagency and intergovernmental partnerships.

### Targeted Communities

- Rocky Boys Reservation, MT
- Standing Rock Reservation, ND
- Mescalero Apache Reservation, NM
- Wind River Reservation, WY
- San Carlos Apache Tribe, AZ
- Rosebud Sioux Tribe, SD

### Performance for 2014

By the end of 2014, the reduced level of violent crime achieved in the initial four communities is expected to be maintained and a five percent reduction in violent criminal offenses from 2011 is targeted to be achieved in the two communities added in 2012.

achieved by the 36 month mark of September 30, 2012, as the reservations experienced a remarkable 55 percent decrease in violent crime across all four Priority Goal sites.

Specifically, the initiative resulted in a 75 percent decrease in violent crime at Mescalero, a 67 percent reduction in violent crime at Rocky Boys, and a 28 percent reduction in violent crime at Standing Rock. At Wind River, a seven percent increase in violent crime was recorded over the two year period, but a reduction of 56 percent was achieved by the end of the third year. Even though comparable strategies were deployed at this site, the expected reductions in crime were delayed due to additional need for community outreach and communications to capture the public's trust for BIA and law enforcement and overcome the geographic challenges of Wind River's larger land base.

## CRIME REDUCTION BEST PRACTICES HANDBOOK: MAKING INDIAN COMMUNITIES SAFE

The BIA Office of Justice Services compiled a handbook to share strategies and best practices that were instrumental in the success of a pilot program on four reservations to reduce violent crime. The goal of the pilot program was to reduce crime by five percent. The strategies implemented and practiced by the law enforcement agencies operating on the four reservations resulted in a combined reduction of violent crime by 35 percent.

The OJS created an approach to crime reduction that combines elements of short-term enforcement actions with longer term prevention. Strong working relationships with Tribes, community service providers, other law enforcement entities, and the community at large were essential to the approach. The handbook includes an overview of the crime-reduction strategies of the pilot program and how they interrelate to achieve the overall goal of reduced violent crime. The handbook identifies methods to implement each strategy and specific challenges the strategy addressed.

The best practices identified in the handbook are intended as guidelines for the 187 law enforcement entities operating throughout Indian Country. The handbook covers strategies that achieved positive outcomes but also describes strategies that were less successful on these four reservations. Law enforcement programs are directed to review all strategies to determine which are applicable to their situation.



Based on the demonstrated effectiveness of this initiative, BIA expanded the program to two additional reservations beginning in 2012 and continuing through 2013. The additional Tribes are the San Carlos Apache Tribe in Arizona and the Rosebud Tribe in South Dakota. The law enforcement programs, including police services, corrections, and court services on each of these reservations are tribally run. The BIA allocated increased funds within 2012 to these two locations to address staffing shortfalls, training, equipment, and other needs. At both locations, the Tribes are in the process of hiring police officers, creating and implementing strategies for effective community policing, and garnering collaboration from community members.

The BIA completed a community assessment at both locations, as well as an initial analysis of crime data to identify current and historic crime trends, criminal relationships between suspects and locations, patterns, and points of origin for criminal activity. This analysis provided an accurate portrait of the base crime rate or crime rate profile for each location that enabled completion of an effective crime reduction plan for each reservation. The plans are now being implemented as management personnel are prioritizing their law enforcement response to begin reducing the crime rate at each location most effectively. At the one year mark, the two new sites have experienced a 22 percent increase in reported crime, which was not unexpected given the trends of the initial pilot sites. The BIA will continue to support the efforts of all six programs in 2014 with funding, technical assistance, monitoring, and feedback.

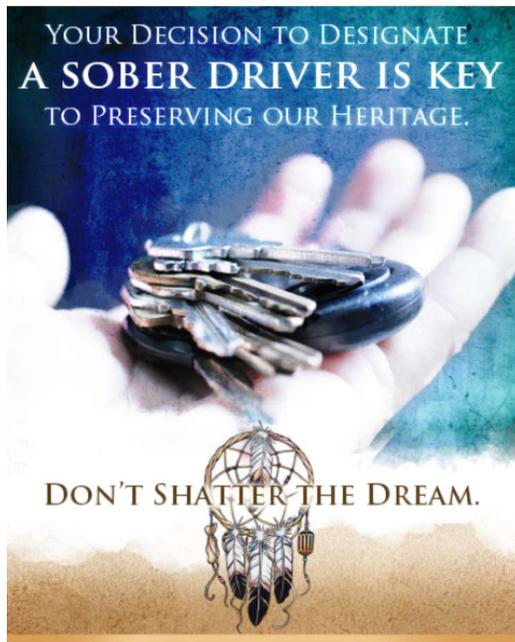
**Law Enforcement Operations** – The 2014 budget request continues support for Criminal Investigations and Police Services at \$199.7 million reflecting a \$5.5 million program increase above the 2012 enacted level. The increase will be used to hire additional tribal and bureau law enforcement personnel. The 2014 budget includes a program decrease of \$2.6 million for Law Enforcement Special Initiatives. The BIA will realign funding to priority needs within law enforcement operations and maintain high priority operations.

**Detention Center Operations** – The 2014 budget includes \$96.9 million for detention center operations at tribal and BIA operated facilities, a program increase of \$13.4 million. The funding will be used for staffing, training, and equipment to increase capacity. Sufficient capacity to hold and process detainees is necessary for effective law enforcement

## DON'T SHATTER THE DREAM CAMPAIGN

The BIA Office of Justice Services is committed to assuring holidays are a time of celebration for tribal nations, not a time of pain and sadness caused by impaired driving related motor vehicle accidents. As with the rest of the Nation, alcohol impaired driving is a problem across Indian Country. During the winter holiday season, the BIA OJS mobilizes Indian Country law enforcement during its annual *Don't Shatter the Dream* impaired driving campaign.

In its campaign, OJS law enforcement reminds communities that holiday celebrations can lead to increased drinking and driving, which when combined with inclement winter weather can be a recipe for disaster. Like all campaigns against drinking and driving, the campaign reminds people if plans involve consuming alcohol to always designate a sober driver and make sure to buckle up.



and to support efforts to combat crime in Indian Country. This increase will also be used to fund operations at seven newly constructed detention facilities, either recently completed in 2012 or scheduled for completion in 2013 or 2014.

**Tribal Courts** – The Tribal Law and Order Act of 2010 addresses inequities in the ability of Tribes and tribal courts to support adequate crime control in Indian Country. The Act allows tribal courts to impose greater sentences and fines to individuals who commit crimes within tribal jurisdictions. The Act also gives tribal courts greater discretion when administering tribal justice and encourages the courts to hear more cases because sentencing will have a greater impact on violators. In support of the enhanced capabilities given to tribal courts in the Tribal Law and Order Act, the 2014 budget includes \$24.4 million, a program increase of \$1.0 million above the 2012 enacted level, for the Tribal Courts program. The 2014 funding will be used for judges, prosecutors, public defenders, court clerks, probation officers, juvenile officers, other court support staff, training and related operations, and administrative costs for tribal justice systems and Courts of Indian Offenses.

**Social Services** – The 2014 budget includes a \$3.0 million programmatic increase in Human Services to address domestic violence in Indian communities. Domestic violence has become an increased public safety crisis in parts of Indian Country and, consistent with the recent reauthorization of the Violence Against Women Act of 1994, the proposed increase will begin to address the problem with a new initiative in 2014. The funds will allow Indian Affairs to develop a comprehensive plan to address the needs of Indian communities with victims of domestic violence. A partnership between the BIA Human Services program and the Law Enforcement program will help create a centered focus on tribal locations with high levels of domestic violence cases. The goals of the initiative include: expanding family services related to domestic violence; improving teamwork between law enforcement and social services to more rapidly address instances of domestic violence; and improving coordination of services with other related partners addressing domestic violence in Indian Country.

## COMBATING VIOLENCE AGAINST WOMEN IN INDIAN COUNTRY

*I applaud Congress's reauthorization of the Violence Against Women Act. Tribal leaders, tribal law enforcement, and tribal courts are all too familiar with this type of violence. It is shameful for far too long, many American Indian women victims came to accept that there was nothing they could do when their abuser was non-Indian.*

*Kevin Washburn, Assistant Secretary – Indian Affairs  
March 7, 2013*

On March 7, 2013, in the Sidney R. Yates Auditorium in the Department of the Interior, President Obama signed a bill that strengthened and reauthorized the Violence Against Women Act. The landmark law, first enacted in 1994, provides a comprehensive approach to violence against women by combining tough new provisions to hold offenders accountable with programs to provide services for the victims of such violence. The legislation advances the progress the Nation has made in combating violence against women by providing greater protections against homicide, rape, assault and battery in the home, workplace, and on school campuses across the Country.

The reauthorized Act includes important new provisions for the communities of federally recognized Tribes on Indian lands. The legislation provides stronger protections and greater resources to States and Indian Tribes to make women and vulnerable populations safer. American Indian women experience among the highest domestic violence victimization rates in the Country and more than half of all married Indian women have non-Indian husbands. The legislation eliminates legal loopholes that prevented the arrest and prosecution of non-Indian men who commit domestic violence against Indian women on Federal Indian lands.

The legislation recognizes and affirms inherent tribal jurisdiction over non-Indians in domestic violence cases. The legislation provides tools to tribal governments to more effectively address the problem of domestic violence on Indian reservations and to tribal justice systems to more effectively protect Indian women from abuse. Under the newly enacted law, tribal courts have the ability to enforce protection orders against non-Indians, regardless of where the order originated, and to prosecute any individual who stands accused of domestic violence on a Federal Indian reservation. The 2014 budget includes an increase of \$3.0 million to target issues of domestic violence in Indian Country.



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## IMPROVING TRUST LAND MANAGEMENT

*This reform will expand opportunities for individual landowners and tribal governments to generate investment and create jobs in their communities by bringing greater transparency and workability to the Bureau of Indian Affairs leasing process.*

**Ken Salazar, Secretary of the Interior**  
**November 27, 2012**

The BIA's trust programs assist Tribes in the management, development, and protection of Indian trust land and natural resources on 55 million surface acres and 57 million acres of subsurface mineral estates. These programs assist tribal landowners to optimize the sustainable stewardship and use of resources, providing many benefits such as revenue, jobs, and the protection of cultural, spiritual, and traditional resources.

Taking land into trust is one of the most important functions Interior undertakes on behalf of Indian Tribes. Homelands are essential to the health, safety, social, and economic welfare of the tribal governments. In 2012, Interior acquired 37,971 acres of land in trust on behalf of Indian Tribes and individuals and approved 299 fee-to-trust applications. Over the last four years, Indian Affairs has processed more than 1,000 separate applications and acquired over 196,600 acres of land in trust on behalf of Indian Tribes and individuals.

Indian Affairs is striving to increase the economic utilization of Indian lands. On January 4, 2013, Federal leasing regulations for the 55 million surface acres the Federal government holds in trust for Tribes and individual Indians were finalized. The new regulations will further encourage and speed up economic development in Indian Country. The Department took a meaningful step forward by finalizing the sweeping reform of antiquated, one-size-fits-all Federal leasing regulations for the 55 million surface acres the Federal government holds in trust for Tribes and individual Indians. The rule identifies specific processes, with enforceable timelines, through which BIA must review leases. The regulation establishes separate, simplified processes for residential, business, and renewable energy development, so that, for example, a lease

for a single family home is distinguished from a large solar energy project.

As a follow up to its work overhauling regulations addressing residential, business, and wind and solar resource leasing on Indian land, Indian Affairs is revising its regulations to address rights-of-way on Indian land. Indian Affairs expects to distribute a draft revised rule to tribal leaders for discussion and publish a proposed rule by the end of 2014. The goal of the revisions is to streamline the process for obtaining BIA approval of rights-of-way and to modernize the regulations to address both the types of rights-of-way needed and the technology available in the 21<sup>st</sup> century.

**Trust - Natural Resources Management** – The primary function of the Trust - Natural Resources Management program is to assist Tribes in the management, development, and protection of Indian trust land and natural resource assets. The 2014 budget includes \$189.2 million, a program increase of \$34.4 million for these programs primarily managed by Tribes.

- *Supporting Natural Resource Stewardship with Science and Technical Support* – The 2014 budget includes a \$24.5 million increase for research, analysis, and technical support activities to support the sustainable management and development of alternative and conventional energy sources and natural resources such as land, water, oceans, endangered and invasive species, and to support adaptation to a changing climate. An increase of \$9.8 million for Cooperative Landscape Conservation will fund a wide array of conservation activities related to the management of Indian trust land and natural resource assets. Of the increase, \$6.5 million will provide funding for coordination, technical support, and tools to enable tribal and Trust land managers to analyze, evaluate, and participate in landscape-level conservation and management activities, utilize science to more effectively manage resources, and develop reservation climate adaptation plans. Another \$2.0 million of the increase will support the development of a tribal oceans program, including a competitive grant program to enable Tribes with ocean and coastal trust resources or harvest rights to more effectively manage those resources and perform ocean inventory and species vulnerability assessments, identify critical indicator species, establish

## APPLICATION OF SCIENCE AND LANDSCAPE-SCALE TOOLS STIMULATE NATURAL RESOURCES PROTECTION AND ECONOMIC DEVELOPMENT IN INDIAN COUNTRY

The Bureau of Indian Affairs natural resources programs assist American Indians and Alaska Natives in developing conservation and management plans to protect and preserve their natural resources on trust land and shared off-reservation resources. The program provides support for tribal natural resources programs under tribal contracts and direct implementation, covering millions of acres of Indian land viable for farming and grazing by livestock and game animals, forestry, fisheries and hatcheries, water resources, and mining for subsurface minerals. Bureau staff provide oversight and technical assistance to tribal programs at the agency level.

Science is an important component of developing conservation and management plans, which require analysis of base data at the local level. Plans require inventories of resources as well as other salient data such as land evaluations and available infrastructure for program development, conservation planning, and water rights claims settlements. Interior and Tribes apply science and landscape-scale tools to generate, promote, and implement sustainable conservation techniques for long-term growth and resiliency.

The agriculture program, for example, funds range inventories and range utilization surveys to identify vegetative cover, range condition, precipitation zones, current forage utilization, and establish the season of use as necessary for farming and grazing plans that maintain or improve the ecological health of the land. Plans apply scientific methods in preparing and designing land leveling, farm drainage, cropping patterns, crop varieties, application of irrigation water, farm pond specifications, wind and water erosion control, fencing, stock water engineering, and soil and water management necessary to prevent flooding, siltation and agricultural related pollutants, and agricultural pest, noxious weed, and invasive species control.



monitoring protocols, and implement pilot mitigation and recovery projects. These tools are critically important for Tribes that rely on fisheries and other aquatic resources for their food and livelihoods, and ways of life. Of the total \$24.5 million increase, \$2.5 million will focus on projects that engage youth in the natural sciences and will establish an office to coordinate youth programs across Indian Affairs.

- *Rights Protection Implementation* – This program supports the implementation of Federal court orders resulting from decisions in off-reservation treaty rights litigation. The program assists Tribes in developing conservation management plans and codes governing off-reservation conservation enforcement that protect fisheries and wildlife, which are key to preserving food sources and a way of

life for Indian Tribes. It also assists Tribes in areas where technical assistance is needed to implement treaty rights including harvest management, population assessment, habitat protection, stock enhancement, and public information. The budget request includes a program increase of \$7.5 million. Of this amount, \$3.5 million will be for implementation of off-reservation rights protection, and the remaining \$4.0 million will fund research to more fully understand and enhance resource management associated with the program.

- *Tribal Management Development Program* – The primary purpose of this program is the management of tribal fish and game programs on Indian reservations. The budget includes a program increase of \$2.0 million to support this economically and culturally significant

## WILD RICE RESTORATION AND MANAGEMENT – USING SCIENTIFIC TOOLS TO MITIGATE NATURAL DISASTERS

Since 1990, the Great Lakes Indian Fish and Wildlife Commission and its cooperators established more than 1,200 acres of wild rice beds in Wisconsin alone, increasing the off-reservation abundance of this critical resource by about 25 percent. The Commission worked with the Wisconsin Department of Natural Resources to create an inventory of more than 300 waters supporting rice, and is working to develop the first cooperative wild rice management plan for the Wisconsin ceded territory. Cooperative management activities also extend into the Minnesota and Michigan ceded territories.



Figure 1: Pre-flood developing wild rice beds.



Figure 2: Post flood, all harvestable rice lost.

In the spring of 2012, the Fond Du Lac people lost the entire annual harvest of wild rice due to record flooding. Subsistence and cultural resources are particularly vulnerable to natural disasters, which have the potential to undermine successes and good efforts across the full spectrum of natural resource programs. The application of science to landscape conservation issues will generate critical knowledge and understanding of how to adapt to the changing landscape, prepare for and mitigate future natural incidents, and sustain and grow the healthy, resilient ecosystems which are integral to the fabric of Indian culture and life ways.

program. Many reservations and Indian communities are being impacted by cutbacks in State and other sources of funding that assist with game and hatchery programs. These economic realities combined with increased effects on fish and wildlife populations caused by overuse, climate change, and increased development are impacting tribal resources. This program is primarily contracted to Tribes and all management objectives are set by the respective tribal governments.

- *Invasive Species* – Tribal and BIA land managers, like all land managers, face a rising spread of invasive species and the detrimental impact of these species on natural landscapes. The budget includes a program increase of \$3.0 million from the 2012 level. The funding will allow tribal and BIA land managers to more fully understand the invasive species challenges they face, and support tribal programs that control, manage, and eradicate harmful plant and animal species from reservations. Increased emphasis will be placed on coopera-

tion with adjacent land owners and operators and on long-term pest management strategies.

**Trust - Real Estate Services** – The Real Estate Services activity supports BIA responsibilities in the areas of trust services, probate, and land titles and records. Trust management also incorporates programs that coordinate and support the Department’s trust reform improvement efforts. The budget request is \$128.9 million, which includes a program increase of \$7.7 million to support these programs.

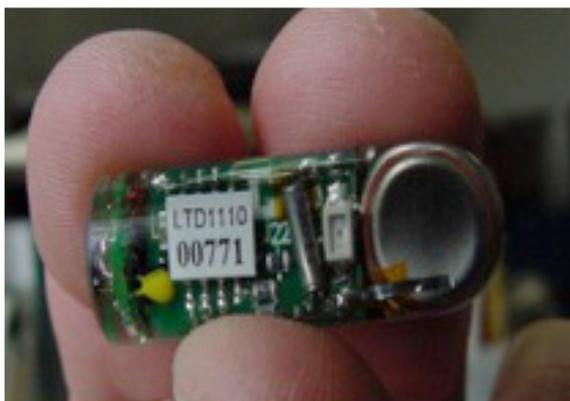
- *Trust Services* – The Klamath Basin Hydroelectric Settlement Agreement was signed in February 2010 and is intended to enable the recovery of salmon and other species threatened by low river flows, poor water quality, and pollution. The Agreement calls for a study of the potential removal of four privately owned dams on the Klamath River; however, under the Agreement, congressional action is needed before the Secretary may make a determination whether, based on the

## JOINT FISHERIES MANAGEMENT IN THE GREAT LAKES

The Bureau of Indian Affairs fulfills Indian trust responsibilities by enabling Tribes to meaningfully exercise their treaty fishing, hunting, and gathering rights.

The Great Lakes Indian Fish and Wildlife Commission is an active partner in fisheries management on Lake Superior. In 2011, its member Tribes harvested over 700,000 pounds of fish from the 1842 treaty ceded territory in Michigan alone. To sustain this important resource, the commission participates in joint fisheries management through the Great Lakes Fishery Commission.

In 2011, the Commission monitored populations of non-native, parasitic sea lamprey in seven Lake Superior tributaries; monitored 80,000 feet of gill net fishing; conducted fish assessments for important species like whitefish, lake trout, and lake sturgeon; monitored the rate at which sea lamprey wound native fish; developed models to determine harvest quotas; and shared fishery data through inter-governmental committees to enhance joint management of fisheries resources on a lake-wide basis. In addition, Commission officers patrolled 890,000 acres of ceded waters and enforced tribal fishing codes established to protect the fishery. In a Lake Superior study, surgically implanted micro-processors obtained temperature and depth data for lake trout, providing new insight into interactions with parasitic sea lamprey, an invasive species that preys on fish. Analysis showed that without sea lamprey, forty-two percent more fish would have been available for commercial and recreational fisheries in 2011.



The Tribes have a long history of contributions to fishery conservation on the Great Lakes, of particular note is the successful restoration of lake trout in Lake Superior to self-sustainability.

studies, removal is in the public interest. The Klamath Basin Restoration Agreement, which the Department has not signed, restores the natural resources of the Basin while seeking to provide as much certainty as possible for water supplies needed by the irrigation community. Although the Department is not yet a party to the Agreement pending congressional authorization, a number of restoration/water supply enhancement actions important to the Interior mission are also related to the Klamath Basin Restoration Agreement and are authorized under existing law. The budget request for Trust Services includes a program increase of \$5.5 million to support the objec-

tives of the Agreement including grants for economic development.

- *Litigation Support/Attorney Fees* – The 2014 request includes a program increase of \$1.5 million for Litigation Support/Attorney Fees. The funding will enhance tribal participation in litigation, negotiation, or administrative proceedings to protect, defend or establish tribal rights and protect tribal trust resources guaranteed through treaty, court order, statute, executive order or other legal authorities. The increased funding would be allocated among a broad range of issues, including environmental matters pertaining to the protection and restoration of tribal trust resources,

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boundary disputes, and treaty rights such as hunting, fishing, or gathering rights.

- *Real Estate Services* – The 2014 request includes a \$688,000 increase to assist BIA staff to address new workload demands associated with the Administration’s New Energy Frontier priorities, including the negotiation and documentation of solar energy leases and transmission projects sited on Indian lands nation-wide. The funds will allow BIA to better manage the workload associated with the review of related long-term surface leases and assignments, subleases, and encumbrances.
- *Indian Land and Water Claim Settlements* – The Indian Affairs budget proposes \$35.7 million for ongoing Indian land and water settlements, including \$8.8 million for the first current payment for the Taos Pueblo Indian Water Settlement. Prior payments for this settlement were paid using permanent funds in 2011. In addition to the Indian Affairs Settlement funding, the Bureau of Reclamation’s 2014 request includes \$99.7 million for authorized settlements. The total increase for water settlements between the two bureaus is \$20.4 million.
- *American Indian Water Evaluation* – The 2014 budget includes \$1.0 million in funding to undertake a comprehensive evaluation to improve Federal engagement in Indian water issues. The evaluation will analyze options for developing Interior’s engagement and management, enhancing water management and conflict resolution outcomes, and overcoming budgetary, legal, and policy challenges.

## ADVANCING INDIAN EDUCATION

*Education is key to the fabric of healthy communities....But we need to do better when it comes to meeting the academic and cultural needs of our American Indian and Alaska Native students across the Nation. These tribal consultations will be critical in developing the most effective framework to raise the bar for Indian Country education.*

**Ken Salazar, Secretary of the Interior**  
**April 16, 2012**

The 2014 budget request advances the Department’s continuing commitment to American Indian educa-

tion. The Secretary’s initiative to advance American Indian education recognizes its strategic role in the long-term health and vitality of Native American communities and is a vital component of the broader initiative to strengthen tribal communities. Advancing Indian education addresses the full spectrum of educational needs in Indian Country from elementary through post-secondary and adult education. One critical component is an education reform effort aimed at increasing the academic achievement of students in bureau-funded schools, who currently achieve at significantly lower levels in reading and math than the national norms.

The BIE elementary and secondary school system has 183 academic or resident only facilities located on 64 reservations in 23 States. During the 2011-2012 school year, BIE-funded schools served nearly 48,000 individual K-12 Indian students and residential boarders, which equated to an average daily membership of approximately 41,000 students due to transfers, absences, and dropout rates. Total funding for school operations from Federal sources for BIE-funded schools was nearly \$1 billion in 2012, including \$795.5 million from BIE and \$203.6 million from the Department of Education. Many of the communities served by BIE schools are characterized by below average literacy rates, low incomes, and high unemployment. Elementary and secondary schools range in size from 11 to more than 1,000 students, representing over 250 Tribes with different cultural backgrounds. The 2014 budget includes \$802.8 million for BIE programs, a program increase of \$6.7 million from the 2012 enacted level, which does not include funding from the Department of Education.

Following tribal consultations across the Country to seek input on best practices to improve Indian education, Interior and the Department of Education formed a partnership to implement the White House Initiative on American Indian and Alaska Native Education. This Initiative seeks to close the achievement gap between Indian students and non-Indian students; decrease the alarmingly high dropout rates of American Indian and Alaska Native students; and help preserve and revitalize Native languages, histories, and cultures. The Initiative commits Federal agencies to work closely with tribal governments and use the full range of education expertise, resources, and facilities to achieve the Initiative’s goals.

Additionally, Interior and the Departments of Education and Health and Human Services signed a Memorandum of Agreement to work together and encourage programs and projects to include

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instruction in and preservation of Native languages. In summary, the Agreement's seven goals are to conduct analysis of barriers; identify research on Native language retention and revitalization; identify best practices and disseminate this information; review Federal funding mechanisms that best allow integration of languages; assess current training offered by agencies; ensure grantees provide strong programs; and look for additional agencies who have an interest in the Agreement and its activities.

The BIE budget for 2014 proposes a new \$15.0 million pilot program based on the Department of Education's turnaround school program. Grants will be awarded to schools that demonstrate the strongest

commitment for using the funds to substantially raise the achievement of students.

Learning beyond high school is also critical to a successful life and career; 80 percent of new jobs in the competitive global economy require post-secondary education such as a college degree or vocational training. To address this need, BIE operates two post-secondary schools, administers operating grants to 27 tribal colleges and universities and two tribal technical colleges, and promotes post-secondary opportunities with scholarships to approximately 32,000 students.

**Tribal Grant Support Costs** – The BIE 2014 budget request includes \$48.3 million, a \$2.0 million pro-

### THE VISION FOR BUREAU OF INDIAN EDUCATION SUCCESS

The BIE's mission is to provide quality educational opportunities from early childhood through life in accordance with a Tribe's needs for cultural and economic well being and in keeping with the wide diversity of Indian Tribes as distinct cultural and governmental entities.

**Maximize Student Achievement** – Teaching students effectively is the number one priority for BIE. Effective instruction is a critical element in turning BIE schools around. The BIE has increased the number of School Improvement Grants to encourage school turnaround models across BIE schools.

**Advance Indian Education through Self-Determination** – Self-determination and self-governance are an integral part of advancing Indian education. Over the past year, BIE consulted with tribal governments and their leaders on topics such as the Johnson-O'Malley student count, the Indian Affairs Administrative Assessment, and the P. L. 100-297 grant assurance form. Consultations have resulted in agency-wide collaborative efforts in the areas of education, language, culture, and economic development.

**Optimize School Operations** – To support the President's commitment to provide every student even footing when it comes to education, BIE has expressed a desire to adopt the Common Core State Standards, as have 46 States and the District of Columbia, to allow BIE to pursue a unified system of standards, assessments, and accountability rather than using the standards, assessments, and average yearly progress definitions of 23 different States.

**Improve School Facilities** – Indian Affairs provides funds for facility programs for 183 academic and resident only campuses. From 2002 through 2012, \$2.0 billion has been invested in construction, improvement, and repair projects that have reduced the number of schools in poor condition from more than 120 to 63. This includes 42 complete school replacements and 62 major renovations, which are either completed, funded or under construction.

**Seek Partners** – The BIE signed eleven Memoranda of Understanding, Memoranda of Agreement, and cooperative agreements with other Federal agencies, tribal colleges, and tribal governments to increase access to new programs and initiatives as well as build capacity at tribal colleges and within tribal governments. The BIE recently partnered with Teach for America to increase BIE-funded schools' access to highly qualified teachers in hard-to-fill locations in the BIE system.

## PARTNERS IN INDIAN EDUCATION

The Obama Administration is committed to ensuring Native American students receive an academically rigorous, culturally appropriate education that will prepare them to be productive citizens and leaders in their communities and help build safer, stronger, healthier, and more prosperous Indian communities.

Native American children experience some of the highest levels of poverty in the United States, which greatly impact their academic and life options. Recently, the Bureau of Indian Education developed an agreement with Teach for America. The mission of Teach for America is to provide qualified teachers, expand educational opportunities, and eliminate educational inequity in low income communities by promoting student achievement at the highest levels. The goal of the partnership is to help Indian students in BIE-funded schools reach their full potential and to foster culturally responsive teaching that serves as a national model. The Agreement with BIE is part of Teach for America's Native Achievement Initiative launched in 2010.



gram increase, for the Tribal Grant Support Costs program. The BIE currently funds 125 tribally controlled schools and residential facilities. Grant support funding helps to cover administrative and indirect costs incurred by Tribes operating contract and grant schools. Expenses typically include fiscal audits, personnel, property and procurement management, office services and record keeping, insurance, security, and legal services.

**Tribal Colleges and Universities** – The 2014 budget provides \$69.8 million, a program increase of \$2.5 million for Tribal Colleges and Universities to assist in the economic development of tribal communities as a result of increasing enrollment. Economic development is important to improve the quality of life in Native communities. Significant economic improvement can occur when community members have the requisite skills and knowledge required to support economic expansion. Tribal Colleges and Universities address the needs of some of the most economically depressed regions in Indian Country and are successfully overcoming long standing barriers to Indian higher education. They provide local communities with the resources and facilities to teach community members the skills they need to be successful and to support tribal plans for development. Tribal college faculty and administrators often serve as mentors and community role models

that contribute to development in a myriad of areas unique to each community.

**Scholarships** – The 2014 budget includes program increases of \$3.0 million for Post Graduate Science Scholarships, \$610,000 for Scholarships and Adult Education, and \$100,000 for Special Higher Education Scholarships. The Post Graduate Science Scholarships are provided to enhance science educational opportunities for eligible American Indians and Alaska Natives at the highest levels of education. The Scholarships and Adult Education program enables Tribes to design educational programs that fit the needs of their specific communities. The Adult Education program supports adults in their efforts to obtain a General Education Development certificate and provides basic skills training needed to acquire job placement. Scholarship grants are awarded by Tribes to provide financial aid to eligible American Indians and Alaska Native students attending accredited post-secondary institutions. The Special Higher Education Scholarships program provides supplemental financial assistance to Indian students for graduate level study. Emphasis is placed on students pursuing education in professional areas of need to tribal communities such as law, education, medicine, natural resources, engineering, business administration, and social work.

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**BIE Evaluation** – The 2014 budget includes \$2.0 million to contract for a formal, independent evaluation of the BIE school system. This evaluation will focus on both structural issues of the system and the outcomes achieved by BIE schools. The evaluation will also assess the funding flexibility given to Tribes related to BIE funding.

## ACHIEVING BETTER RESULTS AT A LOWER COST

**Improved Management** – Over the last few years, Indian Affairs has taken significant steps to reduce the administrative costs associated with the wide range of services delivered through its programs. In addition to cost-saving measures such as information technology standardization and infrastructure consolidation, Indian Affairs has identified opportunities to reduce costs and improve efficiency through streamlining and consolidations. The 2014 budget request includes a reduction of \$19.7 million to reflect anticipated cost cutting proposed in 2013. Inherent in any consolidation is the need to identify and eliminate duplicative or overlapping functions and processes, identify more efficient ways to conduct business, and reduce associated positions. In 2013, Indian Affairs will use early retirement and voluntary separation incentives to manage full time employment reductions along with other position management techniques. Such an ambitious undertaking can only be successful with the full support and participation of the Tribes. To this end, Indian Affairs has engaged in extensive consultation with the Tribes to identify strategies to ensure tribal needs and priorities are addressed.

In addition to savings from consolidations, the 2014 budget includes reductions of \$13.8 million including savings of \$1.0 million in anticipated management efficiencies for non-self-determination contracts, \$1.2 million from improved fleet management, \$2.1 million from employee performance awards, and \$9.5 million from travel reductions.

**Indian Arts and Crafts Board** – The budget also proposes a realignment for Indian programs within the Department. The 2014 Indian Affairs budget

includes an increase of \$1.3 million to reflect the transfer of the Indian Arts and Crafts Board from the Office of the Secretary to Indian Affairs. This will allow Indian Affairs to oversee the implementation of the Indian Arts and Crafts Act of 1990, as amended. The Act contains both criminal and civil provisions to combat counterfeit activity in the Indian arts and crafts market. The Board also manages three museums in the Plains Region dedicated to the promotion, integrity, and preservation of authentic Indian art and culture. Consolidation of the Indian Arts and Crafts Board within Indian Affairs provides opportunities to improve the oversight and execution of Indian cultural activities.

**Program Reductions** – The 2014 budget request includes \$72.3 million in program decreases. Included is a reduction of \$2.6 million for Law Enforcement Special Initiatives reflecting decreased participation in activities such as intelligence sharing. In administrative related activities, the budget reduces \$7.1 million for Information Resources Technology as standardization occurs. The request includes a decrease of \$16.5 million for the Indian Student Equalization Program in education, offset by a \$15.0 million increase for a turnaround school pilot. The Agriculture and Economic Development programs are reduced by \$566,000 and \$543,000 respectively. In the Construction account, the request includes a decrease of \$17.8 million for Replacement School Construction as the program will focus on addressing the building conditions of existing school facilities. The budget also includes a \$2.1 million reduction for the Indian Guaranteed Loan Program while Indian Affairs seeks to improve performance and conducts a results-oriented independent evaluation to determine how to achieve its intended objectives through Indian Affairs or other Federal loan programs.

**Program Elimination** – The budget proposes to eliminate funding for the Housing Improvement Program. This \$12.6 million program serves the same population as the \$650.0 million Housing and Urban Development's Native American Housing Block Grant program. Tribes who receive HUD funding are not precluded from using that funding to provide assistance to HIP applicants.