

Strategic Goal 5: Meet Our Trust Responsibilities to Indian Tribes and Our Commitments to Island Communities

America's island and native people are committed to revitalized communities that are spiritually strong and economically vibrant—places where people are secure in their culture, heritage, and government, and are hopeful for the future of their children.

The Department of the Interior shares this commitment. Fulfilling our trust responsibilities to Indian Tribes, along with our responsibility to island communities, is the Department's fifth strategic goal. Through the Bureau of Indian Affairs (BIA) and other major offices and agencies, we work with tribal groups and governments to protect their land and natural resources, fulfill our treaty obligations and the mandates of Federal law, and help create the infrastructure and educational opportunities that build strong communities.

Today, there are 562 federally recognized American Indian Tribes and Alaska Native villages in the United States. Each possesses inherent governmental authority deriving from its original sovereignty. Our fiduciary trust responsibilities include managing 56 million acres of Indian trust land; managing \$3.2 billion of trust assets held in over 1,400 trust accounts for roughly 290 Tribes; and managing about 250,000 open accounts for individual Indians. We also have other responsibilities including providing elementary and secondary education to almost 48,000 Indian students, about 9 percent of the total Indian school age children, at 184 elementary and secondary schools and dorms, and protecting millions of cultural and historic resources on Federal and Indian lands.

Interior has administrative responsibility for coordinating Federal policy in the territories of American Samoa, Guam, the U.S. Virgin Islands, and the Commonwealth of the Northern Mariana Islands, and oversees Federal programs and funds in the freely associated States of the Federated States of Micronesia, the Republic of the Marshall Islands, and the Republic of Palau. Our objective is to foster more efficient and effective government in the insular areas by recommending policies, providing financial and technical assistance, and strengthening Federal-insular relationships.

Performance Results

The Department of the Interior measures its performance in meeting its trust responsibilities and commitments against three long-term goals: to protect Indian Trust Assets, improve the Indian quality of life, and improve the management of island communities. In FY 2003, Interior met or exceeded 55% of its 60 annual goals related to this, its fifth strategic goal.

Fiduciary trust assets are the fiscal and natural resources owned by Tribes and individual Indians that are held and managed by Interior for their benefit. Most of these assets include forests, minerals, water, fisheries, and farmland. Other assets include infrastructure that supports communities—roads, bridges, power systems, and housing.

The Secretary's 4 Cs are the keystones in ensuring that Interior meets its obligations to protect Trust Assets. Interior communicates, consults, and cooperates with Indian Tribes by partnering with them to provide technical assistance and training.

In FY 2003, Interior's Bureau of Reclamation (Reclamation) provided \$160 million in assistance to American Indian Tribes to plan, construct, and operate a variety of water resource projects. Under the auspices of Secretary Norton's water rights settlement program, Reclamation provided \$1 million in funding, staff, and technical assistance that helped Tribes develop, manage, and protect their water resources. Reclamation participated in 50 technical assistance activities, exceeding its target of 47, which helped support negotiations aimed at settling conflicts in a collaborative, non-litigious manner regarding Indian water rights and the competition for limited water supplies.

Interior's Fish and Wildlife Service (FWS) provided training and technical assistance that helped American Indian Tribes protect their fish and wildlife resources. In FY 2003, the FWS estimates that it sponsored 82 training sessions, meeting its annual target, aimed at giving tribal participants the skills needed to manage and develop habitats that will support increased populations of fish and wildlife. These training sessions drew an estimated 684 tribal participants. Since 1999, about 453 similar training sessions have been offered to 3,267 participants.

This training is augmented by cooperative agreements and technical assistance projects in which FWS employees and Native Americans partner to preserve these valuable resources.

The Bureau of Land Management (BLM) provided the Tribes with expertise needed to manage energy and mineral resources under 87 formal agreements in FY 2003 that permit it to supervise post-lease mineral operations on tribal lands. These operations generate royalty incomes for Indian mineral owners and economic benefits for communities, including employment opportunities for American Indians. The estimated market value of minerals produced from BLM-managed operations on Indian Trust lands was \$1.92 billion in FY 2003. The mineral royalty generated was \$274 million, a significant source of income for Tribes.

The Minerals Management Service (MMS) assists Tribes by providing them with access to automated systems and on-the-job training that ensures Indian gas-producing properties comply with dual accounting requirements, making it easier for the Tribes to assume royalty collection and disbursement functions. As of FY 2003, Tribes manage audit activities for 88 percent of tribal mineral royalties, meeting our target for the year. The MMS entered into Intergovernmental Personnel Agreements (IPAs) with the Chippewa-Cree Tribe and Hopi, anticipating these IPAs will eventually lead to additional cooperative agreements with the Tribes to perform their own audits. The MMS also improved its service to Tribes by ensuring that 99.3 percent (against a target of 99 percent) of American Indian revenues was dispersed to Interior's Office of Trust Funds Management within 24 hours of receipt.

The strength and quality of Indian community life is equally important as asset protection. Quality of life efforts embrace a range of human services, such as social service programs for children, families, the elderly, and the disabled; economic development programs and business loans; elementary and secondary education for about 48,000 students, as well as post-secondary education through 25 tribally controlled community colleges; and tribal government support, law enforcement, judicial courts, and adult and juvenile detention facilities.

Turning Parents into Education Partners

The Department's Family and Child Education program (FACE), a comprehensive family literacy initiative, provides a variety of services to the American Indian population.

Recognizing that parents are a child's first and most influential teacher, FACE offers parents an opportunity to become more involved with their children's education while increasing their own knowledge and skills.

Launched in 1991 with six pilot sites, today the program is offered through 39 sites in 11 States, including 17 opened over the last two years. The results have been impressive, with significant increases in performance for both participating children and adults.



Other outcomes include:

- School-parent compacts are in use at three-fourths of FACE schools, compared to one-half of schools nationally.
- Participation at FACE has a significant impact on both parental involvement in the school and parental support of learning in the home after children enter school. For families who have previously participated in FACE, attendance at classroom/school events and parent-teacher conferences is significantly higher than for families who have not participated in FACE.
- 1,550 families were served—1,900 adults and 1,850 children ages from birth to 5.
- 45 adults earned a graduate equivalent degree (GED) or high school diploma and 332 gained employment as a result of the skills they obtained through FACE involvement.
- 92 percent of parents report reading to their child every day, 96 percent report playing with their child each day, and 95 percent report praising their child every day—all likely to advance the constructive growth of children and parents alike.

Significant program advances and growing national recognition marked the FACE program in 2003.

The most notable success was the launch of a new Baby-FACE initiative. A home-based teaching component aimed at children from birth to age 3 and their parents, Baby-FACE was jointly created and delivered by the Office of Indian Education Programs and the Bureau of Indian Affairs.

Over the six-month implementation period, 119 new parent educators were identified, trained, and certified to deliver the Born to Learn Curriculum. Those parent educators, in turn, began implementing the curriculum in the field in October through 60 BIA funded schools, where they served 800 families, 1,100 adults, and 1,000 infants and toddlers.

Additionally during FY 2003, five FACE programs—from schools in Blackwater, Chi Chi'l Tah/Jones Ranch, Crownpoint, Rough Rock, and Little Singer—were chosen as part of the national Equipped for the Future (EFF) Reading Project. A partnership between the National Institute for Literacy and the National Center for Family Literacy, the EFF Reading Project will create a train-the-trainer model and materials to support family literacy programs.

Special kudos go to Wingate Elementary School FACE Coordinator, Charlotte Begay, winner of the prestigious Milken Family Foundation Educator Award during FY 2003. Winners are chosen for their outstanding instructional practices in the classroom, school, and profession; outstanding accomplishments; strong long-range potential for professional and policy leadership; and an engaging and inspiring presence that motivates and impacts students, colleagues and the community. Ms. Begay was among 100 K-12 educators from across the country to be recognized during the 16th annual National Notifications.

Honors, too, go to Ann Viau, Parent Educator at the Hannahville FACE Program, the 2003 recipient of the newly established Parent Educator of the Year award.

Interior's BIA has been providing Indian schools and education for 178 years. While the BIA education facilities have begun to show their age, Interior is taking an aggressive approach to improve those school systems. In FY 2001, BIA first began tracking the Facilities Condition Index (FCI), which provides a ratio of the cost to repair over the cost to replace. The resulting index number ranks a facility as poor, fair, or good condition. Interior has shown marked improvement over FY 2001 conditions in the BIA school systems. In FY 2003, there was a 22% improvement in conditions at schools indicated as "poor." In FY 2003, Interior awarded 8 Facilities Improvement and Repair (FI&R) projects, against a target of 10, aimed at reducing unsafe conditions at BIA facilities. The results fell short due to project rescoping of program requirements during the data reporting period. The BIA will continue its efforts to obligate the projects for construction.

Maintaining physical structures is only part of Interior's responsibility. Improvements in the education process are critical to ensure that no child is left behind. In FY 2003, Interior continued to address the challenges of improving the succession of Indian students to advanced educational levels and ultimately to job placement. Student proficiency in the areas of Math and Language Arts meets the target of 52 percent (Figure 21). Student attendance at BIA/tribal schools remained constant at 89 percent against a target of 92 percent as compared to FY 2002. This is attributed to a reduction in overall student count and the implementation of an in-depth data verification and validation process aimed at improving the validity and reliability of data submitted from BIA schools. The technology-use proficiency of BIA school-teachers rose to 75 percent from 73 percent in FY 2002. BIA provided accreditation for 98 percent of BIA and tribal schools.

In addition to education, BIA plays an important role in improving tribal economic development. The BIA exceeded its target of 92 percent when 93 percent of participants were successful in reaching their educational, training, and employment objectives through BIA regional employment and training offices (Figure 22). Public Law (P.L.) 102-477, the Indian Employment, Training and Related

FIGURE 21

Student Proficiency

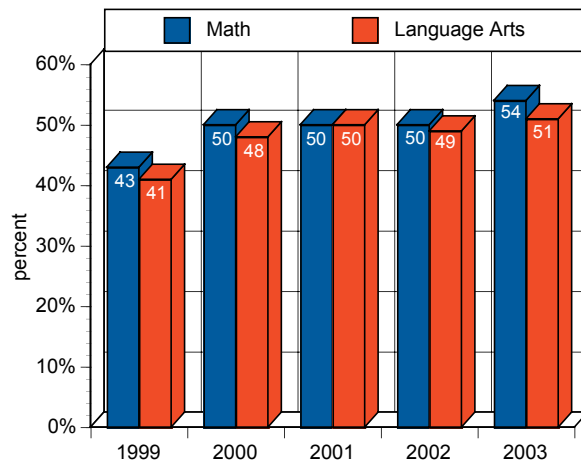
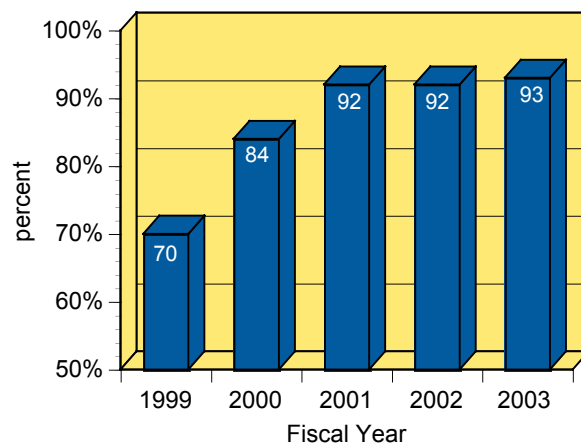


FIGURE 22

Success Rate for Educational Training and Employment



Services Act, allows federally recognized Tribes to integrate funds from the Departments of Labor, Health and Human Services, and the Interior for employment, training, child care, welfare reform, and related services. Amendments to 477 (P.L. 106-568) strengthened this initiative by providing Tribes with the flexibility to use a percentage of their existing funds for job creation. The Citizen Potawatomi Nation redesigned its P.L. 102-477 plan to create jobs and assist clients as well as employers. In one economic development project alone, the Citizen Potawatomi Nation created 280 jobs for the local community; 105 of the jobs were obtained by

American Indians. In another example, the BIA served as the guarantor for private sector funding that helped create 64 new businesses, against a target of 50, that provided or sustained 1,549 jobs, exceeding a target of 1,000.

While reducing crime is the overall goal of the BIA law enforcement program, preventing crime is the most effective way to create safer communities and neighborhoods. In the spirit of realizing the President’s Management Agenda, the BIA Office of Law Enforcement Services (OLES) is fostering a citizen-based organization that meets the goals of reducing and preventing crime in Indian country.

Sweeping changes have been made at the Crow Agency by the BIA Police Department along with a team of tribal officials, community members, business owners, and schools who have dedicated their time and efforts to assure community policing efforts are implemented. Community policing is essential in crime prevention, and experience demonstrates that direct engagement between law enforcement and communities serves to reduce and prevent crime. Community policing efforts have included “Family Nite Out” street dances, and a camping trip into the Black Canyon of the Big Horn Mountains where 132 Indian youth enjoyed community-sponsored activities that included traditional approaches to drug and alcohol abuse prevention, stories told by elders, and canoeing. Police officers have conducted four-week “Citizen Police Academy” training, and one community is forming a Reserve Police Officer Program.

Implementing community-oriented policing has cost the BIA Police Department at the Crow Agency

Learning from Best Practices

Interior’s Office of Insular Affairs (OIA), has, over the past year, emphasized efforts to identify and achieve performance objectives in grant awards to better measure results, identify success, and allow for learning from best practices. In establishing a framework for measurement, the OIA began by identifying critical programs, such as capital infrastructure. In FY 2003, the OIA received results of an assessment of the outcomes of capital infrastructure investment in the insular areas. This assessment was based on a review and assignment of benchmarks for U.S. Insular Areas infrastructure. While only a portion of the insular areas was rated, the objective of this initiative was achieved since a program was developed to identify, catalogue and report on the progress and effectiveness of capital improvement programs and operations and maintenance improvement programs in the U.S. Insular Areas.

The baseline infrastructure study (1) established standardized, quantitative benchmark indicators to measure the condition and maintenance of selected government infrastructure; (2) compiled benchmarking data and identified best practices; and (3) prepared Geographic Information Systems (GIS) for each island to incorporate all site-specific benchmarking project data. Benchmarking rated roads, schools, hospitals, airports, seaports, solid waste disposal, and major government buildings. Best practices—the term in this context refers to the methods of management of a particular asset that have been proven to result in maximizing the benefits to that asset and to the community as a whole—have been identified as follows:

Facility	Best Practices	
Roads	Kosrae, FSM	Ebeye, RMI
Schools	Majuro, RMJ	Saipan, CNMI
Hospitals	Ebeye, RMI	Saipan, CNMI
Airports	Yap, FSM	Moen, FSM
Harbors	Saipan, CNMI	Kosrae, FSM
Solid Waste Disposal	Tutuila, AS	Yap, FSM
Government Buildings	Majuro, RMI	Koror/Babelthoap, RP

no money, yet the program has allowed the police force to go from a 10 percent satisfaction rating in the community to a 75 percent satisfaction rating in the last year. OLES considers this a best practice model and is continuing to implement Community Policing Initiatives in tribal communities nationwide in an effort to support community needs.

Our final responsibility under Strategic Goal 5 is to improve the management of island communities. Interior’s Office of Insular Affairs (OIA) strives to increase economic self-sufficiency by improving the financial management practices of insular governments, increasing economic development, and increasing Federal responsiveness to the unique needs of island communities. Through its emphasis on financial management, economic development, and

responsiveness to the unique needs of the insular areas, the OIA continues to increase or improve the resources available to the insular area governments, focusing primarily on economic self-sufficiency.

The OIA provides financial assistance to help develop more efficient and effective government in the insular areas. This assistance meets a variety of needs, including resources for critical infrastructure like wastewater systems, hospitals, and schools. In FY 2003, the OIA received over \$75 million in Assistance to Territories Funding, providing over 92 percent of these funds to insular areas in the form of grants to support and provide financial assistance to them. It also benchmarked 110 infrastructure facilities in selected U.S. insular areas to assess the effectiveness of capital improvement programs as well as operations and maintenance improvement programs. By FY 2005, the OIA plans to expand this effort to more than 200 benchmarked areas.

Looking Forward

The issue of trust management remains a central focus of the Department. We will continue working with tribal governments to ensure that technical and economic assistance is provided to the Tribes, and that organizational and process changes are introduced to address longstanding issues. Solutions to these problems will require working in strong collaborative partnerships.

Interior has developed a new Trust reorganization plan and is articulating a revised strategy for managing and reforming trust responsibilities. The re-engineering of the trust business processes is expected to improve the oversight, management, and administration of fiduciary trust assets. In its 2004 budget, the Department presented the first-ever unified trust budget, a budget that encompasses all of the fiduciary Indian trust programs.

The Department is undertaking a reorganization of systems of delivery and administration of trust programs to improve its ability to fulfill its trust responsibilities. Re-engineering of trust business processes and support functions will continue through FY 2004. The Department's FY 2004 budget proposed substantial resources for historical accounting in Individual Indian Money accounts,

based on the Department's plan of January 6, 2003, submitted to the U.S. District Court; tribal accounts would also benefit.

Interior is also expanding its Indian land consolidation effort aimed at reducing the number of individual owner's interests in parcels of Indian lands allotted to individuals. A new Office of Indian Land Consolidation has been established in the BIA and staff was recruited, which allowed 15,500 interests to be acquired in FY 2003. Guidance has also been developed and implemented, which included written policies and procedures for land consolidation to streamline the process. Without this effort, it is projected that the 4 million interests present today could expand to 11 million by 2030, thus creating a substantial workload.

Interior will continue to provide assistance to increase economic development and accountability in the insular areas. Generally, the economies of the insular areas resemble those of developing countries rather than those of States. All of the territories face fiscal crisis, geographic isolation, inadequate infrastructure, minimal resources and dependence on a few industries. Interior's OIA plans to continue devoting resources to these challenges, providing sound building blocks to increase economic self-sufficiency and promote greater accountability in the insular areas. The Interagency Group on Insular Areas (IGIA) is one such resource the OIA will use to assist in resolving issues related to the insular areas. The IGIA was reestablished on May 8, 2003, by Executive Order to coordinate Federal policy related to Guam, American Samoa, the U.S. Virgin Islands, and the Commonwealth of the Northern Mariana Islands. The IGIA has been tasked to formulate recommendations to the President and other appropriate officials regarding issues affecting the insular areas. The IGIA will consult with governors, delegates to the U.S. House of Representatives, and other elected representatives from the insular areas, as well as Members of Congress, in the process of fulfilling this mandate.

Performance and Costs At a Glance

Tables 10 and 11 summarize FY 2003 performance and cost data for Strategic Goal 5.

Interior incurred costs of about \$2.6 billion for Strategic Goal 5, a decrease of about 11% compared to FY 2002. The Department established 60 performance measures for Strategic Goal 5. Of the 60 performance measures, the Department achieved or exceeded the goals for 33 measures (55%) and did not meet the goals for 23 performance measures (38%) .

The two largest GPRA program activities were “Community Development” and “Education,” accounting for \$928 million (35.3%) and \$879 million (33.4%), respectively, of Strategic Goal 5 costs.

The amount of resources devoted to these GPRA Program Activities was less than the FY 2002 amounts. The “Community Development” activity met or exceeded goals in 11 of 20 performance measures, did not meet the goals in 7 cases, and no performance data are available at this time for 2 measures. Of the 7 goals that were not met, the failure was primarily due to the inability to achieve the intended targeted goals based on programmatic considerations, such as isolation, remoteness, recruitment issues, and overall changes in student count.

The “Education” GPRA program activity achieved only one of its performance goals in FY 2003, did not meet targets for 5 goals, and one performance measure did not have information available. Of the 5 goals not achieved, the specific measures relate to increasing student attendance rate at Bureau/tribal schools, achieving 100% accreditation at Bureau and tribal schools, improving the percentage of teachers’ proficiency in technology, reducing violence among students, and bringing student transportation funding to national averages.

More detailed information concerning performance results is available in Part 3, Performance Section.

TABLE 10

Strategic Goal 5 FY 2003 Performance Measure Scorecard						
GPR Program Activity	Number of Measures	Exceeded Goal	Met Goal	Did Not Meet Goal	No Report	Percent Exceeding or Meeting Goal
Trust Government	4	1	0	3	0	25%
Public Safety and Justice	1	0	0	0	1	0%
Community Development	20	6	5	7	2	55%
Administrative and Support Services	2	0	0	2	0	0%
Education	7	0	1	5	1	14%
Provide Economic and Technical Assistance	8	5	1	2	0	75%
Water and Energy Management and Development	1	1	0	0	0	100%
Partnerships in Natural Resources	5	0	5	0	0	100%
Fulfill Our Mineral Revenue Indian Trust Responsibilities	4	2	2	0	0	100%
Improve Infrastructure	3	0	0	3	0	0%
Improve Governmental Systems and Services	3	1	1	1	0	66%
Improve Governmental Relations	1	0	1	0	0	100%
Overview	1	0	1	0	0	100%
TOTAL	60	16	17	23	4	55%

TABLE 11

Strategic Goal 5 Costs (in millions)		
GPR Program Activity	FY 2003	FY 2002
Trust Government	\$108	\$115
Public Safety and Justice	194	149
Community Development	928	1,179
Administrative and Support Services	*	*
Education	879	974
Water and Energy Management and Development	*	*
Provide Economic and Technical Assistance	*	*
Partnerships in Natural Resources	*	*
Fulfill Our Mineral Revenue Indian Trust Responsibilities	*	*
Improve Infrastructure	371	411
Improve Governmental Systems and Services	11	9
Improve Governmental Relations	*	*
Overview	140	101
Total Gross Cost Prior to Eliminations	2,631	2,943
Less: Elimination of Intra-Department Activity	(7)	(9)
Total Gross Cost After Eliminations	\$2,624	\$2,934

* Costs not separately identified for this GPR Program Activity.