

# Empowering Native American Communities



*As Secretary of the Interior, I will work hard to empower America's Native American communities by helping address economic development, education, and law enforcement and other major challenges faced in Indian country.*

*Ken Salazar, Secretary of the Interior  
February 12, 2009*

Tribal communities face unique challenges in the areas of education, public safety, and economic development. Indian Affairs provides services to a population that is predominately under the age of 25, experiences high unemployment and crime rates, and lacks municipal infrastructure. The violent crime rate in some communities is twice the national average, and the Federal Bureau of Investigation estimates that methamphetamine is the underlying cause of up to 50 percent of the violent crime in Indian Country.

The 2010 budget takes a multi-faceted approach to addressing these challenges, and makes targeted investments to empower Indian communities. The budget includes funding increases for law enforcement and education, areas that have the potential to significantly advance the quality of life in Indian communities. In addition, the budget proposes increases for natural resource management and renewable energy development.

## PROTECTING INDIAN COUNTRY

The 2010 budget proposes new investments in law enforcement to fight crime in Indian Country by increasing the number of officers on the street, providing specialized training, and increasing funding for detention center operations and tribal courts. The 2010 proposal provides an additional \$30.0 million in program funding above the 2009 enacted level. The funding will expand law enforcement programs to protect communities and will advance efforts to fight violent crime, drug abuse, child neglect and abuse, and violence against women.

### EMPOWERING NATIVE AMERICAN COMMUNITIES INITIATIVES

(dollars in millions)

#### Protecting Indian Country

Criminal Investigations and Police Services	10.5
Drug/Meth Initiative	2.0
Detention/Corrections	5.0
Indian Police Academy	0.5
Tribal Courts	8.0
Program Management	4.0
<b>Total</b>	<b>30.0</b>

#### Advancing Indian Education

ISEP Formula Funds	10.0
Elementary/Secondary Facility Operations	2.0
Tribal Colleges and Universities (forward funding)	50.0
Tribal Colleges and Universities Scholarships and Adult Education	5.0
<b>Total</b>	<b>72.0</b>

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*Safer communities mean stronger communities. We must continue to work together, the Federal government, States, and Tribes, to ensure the safety and security of our First Americans. It is a responsibility that I take very seriously.*

**Ken Salazar, Secretary of the Interior**  
**February 12, 2009**

**Overview** — Indian Country continues to struggle with a methamphetamine crisis that tribal leaders and local law enforcement officers have identified as one of the most intractable and destructive issues facing their communities. Recent surveys of tribal leaders have shown that methamphetamine continues to be the biggest drug threat to Indian Country. Despite Federal, State, and local efforts in recent years to combat its use, it continues to have devastating impacts. Some Indian communities are experiencing violent crime rates that are twice the national average.

Indian Country is especially vulnerable to the crime-related impacts of methamphetamine, as drug cartels have targeted reservations due to their remote locations and poor economic conditions, and they have taken advantage of the widely dispersed law enforcement presence on tribal lands. In 2006, the Bureau of Indian Affairs quantified law enforcement staffing shortages in Indian Country through a detailed analysis, which concluded that BIA and tribal programs were at a serious disadvantage in comparison to communities of comparable size and similar geographic context across the Nation. At the time of the report only 36 percent of tribal law enforcement agencies were staffed on par with the recommended national staffing ratio. While several law enforcement programs have managed to reduce violent crime rates slightly over the past three years through an increase in officers, the majority of Indian communities still sustain an overall violent crime rate that is twice the national average and expanded efforts are needed to maintain gains made thus far.

In order to combat this problem, the Department is proposing \$30.0 million in program investments that will provide support for community safety, including additional officers, specialized drug enforcement training, increased resources for tribal courts, and added staff for detention centers. Resources are requested for all of the essential components of an integrated program of community policing, expanded capacity for arrests, detention,

and adjudication. The elevated police and drug enforcement presence will increase protection in Indian communities most in need.

The 2010 budget request for the Public Safety and Justice program is \$303.9 million, a \$33.1 million increase over the 2009 enacted budget. This builds on increases of \$27.1 million enacted in 2009 for these programs, which allowed BIA to address law enforcement staffing shortages, combat illegal drug activities, and improve the BIA corrections program and tribal courts system.



**Addressing Law Enforcement Staffing Shortages** — The largest component of the increase is \$10.5 million to aggressively confront law enforcement staffing shortages throughout Indian Country. The additional funding will strengthen the law enforcement presence on Indian reservations by 55 Bureau officers and an estimated 80 tribal officers. Additional officers are the most direct means of taking back control of Indian communities from the criminals and providing a safe and protected environment for individuals to live. Currently, only 60 percent of the law enforcement agencies under the Bureau of Indian Affairs' jurisdiction are on par with the national ratio of 26 officers to 100,000 inhabitants, a standard set forth by the Department of Justice. This increase would allow an approximate ten percent increase by allowing 73 percent of programs to be at the recommended DOJ ratio.

In order to meet the demand for these new officers, Indian Affairs must also expand its training capabilities. A total of \$500,000 is proposed for an Indian Police Academy outreach program. With the influx of new officers nationwide, both BIA and tribal, the



Indian Police Academy is establishing satellite training programs at two separate universities located in Bismarck, North Dakota, and Ada, Oklahoma. These extension programs will allow for increased training and provide more officers the opportunity to do their in-service training at areas that are closer to their base locations.

One of the challenges Indian Affairs has faced is recruiting new officers to work in these remote locations. To address this issue Indian Affairs has worked to get a substantial recruitment contract in place that will emulate the U.S. Customs Border Protection Recruitment initiative. While the Indian Affairs effort will be carried out on a smaller scale, it is still expected to greatly increase the number of police and detention officers recruited in Indian Country. There is also funding for new employee housing, as a lack of available housing has been an impediment to the recruitment of new officers.



**Combating Illegal Drug Activity** — The budget proposes an increase of \$2.0 million to specifically target the drug trade and reduce violent crime. One component is for the intelligence gathering, reporting, and investigation support that is needed for assistance in drug investigations. With this component, national, regional, and local threat assessments will be established and presented to law enforcement agencies working on or near Indian Country. This program will provide current data on trends and threats, and provide analysis of drug trafficking and distribution throughout most of Indian Country, thus allowing investigators to have current information on crime impacting Indian communities. A second component is for Victim/Witness Services to provide needed support for drug investigations. Services would be available for cooperating witnesses, victims of drug crimes, and individuals in tribal court systems when drug investigations are conducted, thereby facilitating arrests and convictions.

**Improving the BIA Corrections Program** — The budget also proposes an additional \$5.0 million for the corrections program. One of the biggest challenges for Indian Affairs has been managing the influx of criminals processing through the system as a result of increased officers and increased arrests. Without the ability to place these criminals in detention centers or contract with neighboring facilities to house them, Tribes are sometimes left with no alternative but to release some of the less serious offenders back into the community. This clearly undermines the fundamental crime deterrence in criminal justice systems and poses a significant safety risk to communities. Additional resources to supplement the corrections program are essential to ensure that arrested offenders can be detained and Indian Affairs can continue to reduce crime and illegal drugs to protect Indian Country.

The requested increase for corrections includes \$2.0 million to fund 10 additional correctional officers for existing BIA detention facilities that are staffed below minimal safety levels and to provide staffing for new facilities that have been built with Department of Justice grants. This funding will also support an additional 22 correctional officers for tribal programs. Another \$2.0 million is requested to fund the costs associated with contracting bed space for prisoners and \$1.0 million is proposed to develop and implement an armed transport officer program that is a critical missing component within the program. The Bureau often has to transport prisoners, at great distances, to alternative contract correctional facilities. This funding will allow BIA

to support protocol development and establish 11 transport teams consisting of four officers each. The program will utilize existing correctional officers and, therefore, will not require additional FTE.



**Improving Tribal Courts** — Another critical component of the justice system is the tribal courts. The budget proposes an \$8.0 million increase to improve the efficiency and operations of tribal courts. Within this increase, Indian Affairs will contract for services to develop detailed corrective action plans to bring tribal courts up to appropriate levels of effectiveness to process the increased caseloads in Indian Country. The increase will also support the implementation of the eight corrective action plans that have already been completed.

The budget includes funding for the management functions that are necessary to support law enforcement programs. An increase of \$4.0 million is included to fund rising lease costs for detention centers and police stations; additional human resources personnel that are critical in order to streamline the hiring process and get new officers on the streets; additional contracting personnel to address the backlog in obtaining items necessary for officer safety; and a recruitment contract to assure Indian Affairs' ability to fill the additional positions.

## ADVANCING INDIAN EDUCATION

The 2010 request enhances the Department's ongoing commitment to advancing Indian education at schools funded by the Bureau of Indian Education. The budget provides an increase of \$72.0 million for several key program activities. With this increase, the 2010 budget will augment support for tribal colleges and universities and will help schools managed by BIE to achieve goals for student performance.

The Indian initiative is more than an investment in BIE-funded schools, it is an investment in one of the core building blocks of strong and stable communities. Education is critical to health, safety, and economic development. Through this initiative the Bureau will provide students the skills and knowledge not only to succeed, but also to become engaged and active members in their communities. The Indian initiative directly supports the spirit and intent of Indian self-determination by providing the tools necessary to shape one's future.

*...[T]his budget invests in a complete and competitive education for every American – in early childhood education programs that work; in high standards and accountability for our schools; in rewards for teachers who succeed; and an affordable college education for anyone who wants to go.*

**President Barack Obama**  
**March 17, 2009**

**Overview** — Education is critical to ensuring a viable and prosperous future for tribal communities and American Indians. According to the 2007 National Assessment of Educational Progress, the Nation's Report Card, student performance in reading and mathematics in the Bureau of Indian Education schools is lower than that of students in public schools. The BIE is committed to addressing these challenges by providing safe, secure, and healthy learning environments that promote academic achievement. The BIE supports a continuum of education opportunities for Indians, from kindergarten through post-secondary education.



The BIE operates one of two Federal school systems; the other is operated by the Department of Defense. The BIE elementary and secondary school system, located on 63 reservations in 23 States, educates or provides residential facilities to approximately 42,000 students in 183 academic facilities and resident-only dormitories. Total funding from Federal sources for BIE-funded schools was about \$1 billion in 2008. Most students come from remotely located, rural communities with underdeveloped economies. These communities are characterized by below average literacy rates, low incomes, and high unemployment. Elementary and secondary schools range in size from eight to more than 1,000 students, representing over 250 Tribes with different cultural backgrounds.

To monitor performance in BIE's elementary and secondary schools, BIE schools are required to measure and determine achievement using adequate yearly progress, measures that were established by the No Child Left Behind Act of 2001. Schools measure performance based on goals for student achievement in math, reading, and language arts; student attendance; high school graduation rates; and teacher qualifications. Student performance, while improving, remains lower than the national average. Over the past year schools reaching adequate yearly progress increased modestly, however, only 32 percent of BIE schools have met this goal. The No Child Left Behind Act provides an expectation that 100 percent of all students across the Nation will achieve adequate yearly progress by 2014.

Education beyond high school is 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. The BIE owns and operates two post-secondary schools, administers operating grants to 26 tribal colleges and universities, and two tribal technical colleges, and promotes post-secondary opportunities to approximately 32,000 individuals.

The 2010 request includes an increase of \$72.0 million to promote gains in student achievement and assist Indian students in attaining post-secondary credentials. The 2010 request continues the commitment to all BIE elementary, secondary, and post-secondary education programs and provides targeted increases for school operations and adult scholarships. It also implements a funding strategy to enhance the operation of tribal colleges and universities.



**Indian School Equalization Program Formula Funds** — The 2010 request includes a program increase of \$10.0 million for ISEP formula funds. These funds are one of the primary sources of funding for the BIE's 169 elementary and secondary schools and 14 dorms that serve approximately 42,000 students and residents. Funds directly support the schools' core operating costs, such as salaries for teachers, aides, administrators, and support staff, as well as provide funding for supplies and classroom materials. The 2010 request of \$391.7 million for ISEP formula funds also includes increases of \$6.7 million in fixed costs for teacher and other school employees' pay.

**Program Enhancements** — The 2010 request of \$12.1 million maintains recent increases for education enhancement programs. Funding will be used to focus on the primary goals of improving reading outcomes, improving math outcomes, and improving educator quality in reading and math for both principals and teachers. The BIE will continue to implement innovative reading and math programs in the lowest performing schools in need of more direct assistance to achieve adequate yearly progress. This funding focuses on improving performance at the poorest performing schools.

In 2009, BIE supported the "BIE Reads!" program at 42 elementary schools. In 2010 the program will be expanded to a total of 54 elementary schools. The BIE will also pilot this program in five secondary schools that have large percentages of students not reading at grade level. In 2009 BIE supported its "Math Counts" at 39 schools. In 2010 the program will be expanded to a total of 51 schools.

**Early Childhood Development** — The 2010 budget request maintains funding for the Family and Child

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Education program at the 2009 enacted level. The FACE program is designed to address the achievement gap for Indian children primarily located on rural reservations and to better prepare them for school. The program is intended for pre-school Indian students and their families. The FACE program consists of early childhood education, development of parenting skills, adult education, and family literacy courses. The program is currently serving 1,695 families consisting of 2,046 children and 2,040 adults.



**Scholarships and Adult Education** — Included in the request is \$34.6 million for scholarships and adult education, a \$5.0 million increase over the 2009 enacted level. Funding for scholarships and adult education not only improves opportunities for students throughout Indian Country to attain an advanced education, it directly supports the spirit and intent of Indian self-determination by providing the tools necessary to help tribal members to shape their future.

**Tribal Colleges and Universities** — The BIE administers operating grants for 26 tribally-operated colleges and universities that serve students throughout Indian Country. The 2010 request includes \$114.3 million for Tribal Colleges and Universities, an additional \$55.0 million over the 2009 enacted level. The request consists of two distinct components: a base increase of \$5.0 million in operating grants; and a one-time request for \$50.0 million to forward fund 26 tribal colleges for the 2010-2011 school year.

The \$5.0 million increase will be distributed across all Tribal Colleges and Universities to more adequately fund core operations, such as teacher salaries, classroom materials, and special programs. Tribal colleges and universities are critical in meeting the

post-secondary needs of Indian communities. These colleges are primarily located on remote reservations and serve American Indian communities with limited access to other post-secondary institutions.

Tribal college leaders have repeatedly stated that forward funding provides greater financial security to plan for an entire academic year. Funding for an academic school year, which generally runs from July of one year to June of the next year, is split across two fiscal years. Special authority is needed to forward fund schools. The 2010 budget proposes to forward fund the 2010-2011 Tribal Colleges and Universities program. Funds will be available in July 2010 rather than waiting for the 2011 budget beginning in October 2010. A one-time increase of \$50.0 million is requested to institute this practice. Most education institutions, including the BIE elementary and secondary school system, employ this budgeting strategy to ensure a stable funding environment for an academic year.



The 2010 budget request includes \$17.3 million for Haskell Indian Nations University and Southwestern Indian Polytechnic Institute, BIE's two post-secondary schools. Both schools serve Indian students from all Tribes. Additionally, \$6.1 million is included in the request for the United Tribes Technical College and the Navajo Technical College. Both colleges are staffed and operated by Indian Tribes or Indian organizations and provide technical and vocational education programs for Indian students.

**Facility Operations** — The 2010 request provides an additional \$2.0 million under Elementary and Secondary programs to fund Facility Operations. School operations and maintenance programs ensure continued safety and usefulness of educational facilities. Adequately maintained facilities

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provide a more positive learning environment for students. Operations and maintenance for educational purposes includes custodial services, heating and cooling, electricity, heating fuels, communications, ground maintenance, refuse collection, pest control, water and sewer service, and fire and intru-

sion monitoring. These services have experienced increased costs in recent years. The program funds operational expenses for educational facilities at all 183 BIE schools and dormitories. The BIE-funded schools currently occupy approximately 21.4 million square feet of educational facilities.