

- 1. Identify one or more of the crime and public safety problems described in the Tribal Community and Justice Profile that the Tribe plans to address through the proposed grant funding, and describe the problem(s) with as much additional detail, including data, as necessary to clearly describe the nature and extent of the problem(s).**

Community members that are in early recovery from alcohol and other drug abuse issues, or co-occurring disorders, whom are re-entering the community from a jail, prison, or residential treatment setting, are in dire need of “step-down” living arrangements in order to successfully re-integrate without relapse. Subsequently, there is a high level of need to increase the capacity of the Lac du Flambeau Health and Human Services (HHS) department ability to provide *transitional living options* to tribal members struggling with addiction and mental health issues, as an alternative to incarceration, or as a means of transitioning back to the community after incarceration.

Lac du Flambeau’s population makes up approximately 15% of the Vilas County population. However, Lac du Flambeau represents over 50% of the criminal caseloads in the Vilas County Circuit Court. Vilas County Circuit Court Judge Neil Nielsen, III, and Vilas County District Attorney Al Moustakis, are in agreement that a significant portion of the Lac du Flambeau originated criminal cases (89%, according to 2012 data from the District Attorney’s Office) brought before the court are for “addiction-related” (alcohol, illegal drugs/prescription drug abuse and crimes committed under the influence of one or more of these substances) offenses.

- 2. Describe current or previous efforts, if any, to address problem(s) identified in question # 1, and state whether they were effective.**

In late 2012, the Lac du Flambeau Land Management office purchased 45 acres of private property on the reservation, which included a seven bedroom home. The Tribal Council

appropriated the land and the home to the Family Resource Center, for the purpose of developing, implementing and operating the Mino-Ain-Dah-Ing Treatment Home (MTH) for adults committed to recovery. This decision was based on a growing community need, as addressed by tribal (Family Resource Center outpatient AODA and Mental health counselors, Vocational Rehabilitation for Native Americans (VRNA) specialists, Tribal Employee Assistance Program (EAP) staff, Indian Child Welfare Director, Tribal Police Chief, Economic Support Director), County (Vilas County Circuit Court Judge, District Attorney, Sheriff's Department and Department of Social Services Director), and State of Wisconsin (Department of Corrections and State Public Defender's office) professionals, and local medical providers (Peter Christensen Health Center—Lac du Flambeau, Howard Young Medical Center and Emergency Services, and the Marshfield Clinic-Minocqua Center) responsible for providing services to the Lac du Flambeau reservation population.

The Tribe also committed \$75,000 in financial support, through its General Fund, to help cover the start-up costs associated with the repair and furnishing of the MTH to allow for program operations and client services. The repairs were completed as temporary fixes, as part of the Tribe's crisis response in identifying a correctional alternative housing solution for community members struggling with addiction related problems. The MTH was created, initially, as a pilot project, to develop a Sober Living Home, that would provide a safe and nurturing peer support environment for residents in early recovery from alcohol and drug addiction, and at-risk of re-entry into the correctional system. Two FRC counselors specializing in Co-Occurring Disorders, were tasked with the responsibilities of overseeing the operations, house supervision and all MTH associated duties, in addition to their current professional roles and services.

3. Describe any current gaps in services related to the problem(s) identified in items #1 and #2 that will be addressed through this grant application.

The MTH property has become a valuable resource for the treatment and corrections community in Lac du Flambeau, in helping to reduce the overall number of community members returning to jail or prison for addiction related recidivism. It has also helped to increase the number of community members seeking help for their addictions; since the MTH opened in 2012, it has served 43 adults. Unfortunately, the temporary repairs that were performed to help open those doors have run their course. The Tribe has seen a steady decrease in the Casino revenue that supported its General Fund budget, and does not have the financial resources to contribute to the necessary repairs and renovation of the MTH property. The primary gap affecting the services provided by the MTH are in *funding the repair and renovation work to make the MTH a habitable site for its current clientele population*. Without the accessibility of the MTH property for housing and the associated services necessary for Lac du Flambeau adults whom are struggling with recovery, potential clients have been referred to alternative, but extremely limited peer-supported recovery housing options.

4. Explain how your tribe identified and prioritized the problem(s) described above to be addressed through this grant funding.

The current Transitional Living Homes Manager reported a number of health and safety issues that were observed in the course of her day-to-day involvement at the MTH; On September 12th, 2014, the Lac du Flambeau Tribal Sanitarian, (b)(6), REHS, conducted an Environmental Health, Safety and Food Service Survey inspection of the property. The purpose of the survey was to evaluate food service, health and safety conditions and operations of the facility and provide recommendations for improvement.

The survey, conducted in accordance with the 2009 National Fire Protection Association 101 Life Safety Code, NFPA 70 National Electric Code and 2013 FDA Food Code, identified four Critical and five Non-critical items. The Sanitarian requested that each item should be reviewed and improved upon prior to a follow-up inspection scheduled before November 24, 2014.

The document was reviewed by a team consisting of the Tribal Chairman, Tribal Administrator, Human Services Director, FRC Director, State of Emergency Coordinator, Tribal Building Inspector, Facility Manager and Health Director. Based on the nature of the repairs, the costs associated, and the potential health risks and liability associated with continued placement of individuals seeking recovery and re-entry services, the team decided to vacate the premises until resources could be identified to complete the required repairs/renovation.

5. Describe how the proposed grant-funded program will address the identified problems.

The MTH property is currently licensed as a two story, 2250 square foot per floor, with bedrooms to accommodate 13 residents. There is one bathroom and a common area adequate for 16 occupants. The Tribal Building inspection and subsequent Architectural assessment of this property indicates that the property is in need of repair and renovation in the following areas:

New roofing, roof insulation, replacement windows, new siding, along with numerous minor repairs to the interior and new flooring. Resident capacity expansion will also require that the interior stairway will be enclosed with a “one hour” fire separation wall, the addition of an exterior stair, and the addition of subdividing partitions.

The completion of the necessary renovation and repair work will allow the HHS department to increase the occupancy of the MTH property to 16 residents (bringing it to its maximum capacity).

6. For each identified problem in item #1, identify the specific goals and objectives of the proposal that will be accomplished in 36 months. Provide details about the specific tasks and activities necessary to accomplish each goal and objective.

The goal of this proposal is to complete the required renovation and repairs to the MTH property within six months of the receipt of grant funds. Once the grant award has been accepted and received by the Tribe, the Lac du Flambeau Planning department will develop an RFP that will be published in the Lakeland Times (local newspaper), and added to the Lac du Flambeau Tribal web-site, www.ldftribe.com, for the purpose of requesting sealed bids for construction. The RFP will contain all requirements for submitting an acceptable proposal, along with full instructions, deadlines for submission and contact information. We will also provide copies at the Planning offices of the blue-prints and all other technical documents for the MTH property, for all interested parties.

We will work with our Tribal Secretary, to coordinate a scheduled date for opening all sealed bids with tribally designated representatives and the Planning Director. Bids will be reviewed, and scored on a points system, for the purpose of selecting the highest scoring bid, and ranking all other bids in numerical order based on the highest points available for each remaining bid. The recommendation will be brought to the Tribal Council for formal approval. After receiving the approval from Tribal Council, the Planning Director will contact the selected Contractor, and will work to coordinate the signing of all contractual documents, verifying insurance and bonding requirements, and meet with the Contractor to review any tribal hiring policies for hiring tribal members on construction projects. The Planning Director will concurrently work with the Tribal Natural Resources Department to ensure that all environmental impact studies have been completed and approved. He will also work closely with the Tribal Historic Preservation office to ensure that all construction activities have been reviewed and that their

office has had an opportunity to conduct a site visit of the property before signing off on the start of the project.

He will meet with the Renovation Project Manager and conduct weekly site visits to monitor progress and compliance in tribal hiring practices. He will also meet weekly to review the progress and serve as the point of contact for any issues or change orders that come up through the course of the work that may impact the deadline for completion. The Planning Director will be responsible for grant management activities, that include program reporting, and will be responsible for receiving, approving, and coordinating the processing of invoices for all work completed on this renovation project, as well as any change orders. He will ensure that a final walk through inspection is conducted prior to the completion of the project, and will submit the final grant close out report at the end of the project period.

7. Describe the management structure, staffing, and in-house or contracted capacity to complete each of the proposed projects, and any organizational changes that may result if funding is awarded. Include detailed information about existing resources within the tribe and the community that will help make this project a success.

The Planning Director, (b)(6) has worked to oversee many construction, renovation, road and water and sewer projects over the last 25 years on behalf of the Lac du Flambeau Tribe. He has worked with a multitude of State and Federal funding agencies, from the Department of Transportation (Wisconsin DOT and Federal office), Department of Justice, the United States Department of Agriculture (USDA), and the Department of Housing and Urban Development (HUD), Bureau of Indian Affairs, just to name a few. (b)(6) has received numerous state and national awards recognizing his record of success in completing projects on time and within budget. Examples of his work can be seen all across the Lac du Flambeau Reservation, from the high quality roads, sidewalks, walking trails, improved water and sewer systems, and numerous tribal buildings that have been constructed on his “watch”. (b)(6) has a very strong working

relationship with the Tribal Administrator, Tribal Council, and departments (Land Management, Natural Resources, Historic Preservation, Roads, Water and Sewer) whom play key roles in coordinating the complex construction and renovation projects on the Reservation. (b)(6) works closely with the University of Wisconsin-Extension, Community Natural Resources and Economic Development agent, (b)(6) as part of the Planning department, in making sure that all projects fit within the priorities of the Lac du Flambeau Tribal government and its citizens.

There are no anticipated organizational changes that would take place in the event this project was awarded. This project, if awarded, would be well received, as the MTH has been an operational facility before it was closed down due to the requirements for renovation. This facility has been recognized as meeting a severe community need, and is also recognized as a priority for grant funding.

8. Identify current government and community initiatives that complement or coordinate with the proposal and any partnerships that will be created or enhanced as a result of funding. Describe the roles of each identified partner. *Examples may be advisory boards, tribal leaders, nonprofits, private organizations, and regional relationships, financial, in-kind, or other tangible commitments.*

The Tribal Council adopted the Organizational Assessment Report and its recommendations as a “roadmap” for the State of Emergency response in April 2014. While the Tribe’s SOE declaration put an emphasis on enforcement and prosecution activities designed to reduce the prevalence of illicit drug activity and related crime on the Reservation, the Tribal Council also placed an emphasis on treatment options and services for those individuals struggling with addiction.

As a part of Health and Human Services division restructuring process, designed to improve the quality and access to addiction-related service, the MTH was identified as a priority in the HHS Strategic Planning process. The HHS Director has worked with the Transitional Home Director

to establish a formal MTH admission and tenant rules document. The document outlines the program guidelines for those individuals whom are committed to abstinence from alcohol and non-prescribed drugs, and are willing to participate in ongoing recovery services.

The efforts to provide transitional living and recovery support services, as an alternative to incarceration or for re-entry services after incarceration, also provides a significant resource to the Zaagiibagaa Healing to Wellness Court project. The MTH serves as a primary resource to enhance the unique collaborative efforts between the Lac du Flambeau Band of Lake Superior Chippewa Indians and Vilas County, utilizing the evidence-based practices model for Tribal Healing to Wellness Courts. This collaboration between the Lac Du Flambeau Tribal Court, Vilas County Circuit Court, the State of Wisconsin's Department of Corrections, State Public Defender's Office, local law enforcement, local behavioral, substance abuse, and health care professionals, and community members, has and will allow the ZHWC another option for its clients who are struggling to remain in this life-changing, potentially life-saving, program, which began operations in June 2013. The ZHWC team, through its collaboration with the HHS Director, who is an active participant of the Healing to Wellness Court team, has the ability to court order participants into the MTH residential program. ZHWC clients are required to follow the directives of the team, as a condition of participation. Failure to comply with ZHWC directives can lead to dismissal from the ZHWC program, and result in incarceration, or potentially revocation, as all participants in the ZHWC are under DOC supervision.

The Tribe is also engaged in the development and construction of a Community Based Residential Facility (CBRF), "Gookomis Endaad—Your Grandmother's House". The facility will be a licensed facility by the Tribe and the State of Wisconsin; operating within the boundaries of the Lac du Flambeau Reservation. The facility will be licensed as a 20 bed

operation, providing licensed outpatient behavioral health services, mental health clinical services, Alcohol and/or Drugs (AODA) counseling services, job readiness and independent life skills services and support, and be rooted in the culture and traditions of Lac du Flambeau Band. This CBRF will work closely with the residents and staff of the MTH property; DOC clients who are residents at the MTH will have an opportunity to transition into the Gookomis Endaad to engage in a more comprehensive, long term program that can provide an intensive treatment regimen addressing both mental health and chemical dependency related diagnosis, while working on independence. Both facilities will share a cultural liaison, whom will expose residents to cultural activities such as: sugar bush, spearing, traditional gardening and foods, fishing/netting, hunting and gathering, cultural crafts, traditional native games, positive community activities, and pow wows. Residents at MTH will also have shared access to treatment service options that emphasize: traditional healing, ceremonies, and cultural teachings. One additional advantage to the location provided by the MTH property is the availability of clinical and traditional tribal practices to support the residents in their healing process. The property is close to the Peter Christensen Health Clinic (PCHC), educational services, and co-occurring outpatient clinical services.

9. Describe how the applicant will know if the program works and how success will be determined and measured. Describe how data will be collected and assessed to measure the impact of proposed efforts:

i. What will be measured?

Data will be gathered and tracked to ensure that required performance measures are met, including: the number of collaborative partners involved in the project; the percent of Master Planning Checklist milestones completed during the reporting period; number of Master Planning milestones completed during the reporting period.

ii. How will data be collected; and, iii. Who is responsible for collecting the data?

The Construction Management Team will be responsible to conduct periodic bi-weekly meetings with the Architect and Engineer (A & E) firm and other contractors; perform exit interviews with contractors and subcontractors; and monitor the establishment and management of effective controls, cost and schedule overruns, and in avoiding ambiguities, errors and omissions. The Construction Management Team will also work closely on project planning and oversight, and administrative management, including all documents, i.e.: drawings, inspection reports, meeting minutes, requests for payment, transmittals, and internal and programmatic evaluation. The Team monitors potential contingency matters to avoid and minimize such things as change orders and cost overruns. The Contract Review Team will be responsible to submit the RFQ for Architectural Services, and any RFPs; oversee bidding process and bid opening; submit to the Tribal Administrator for procurement process to ensure compliance to all of the Tribe's laws, policies, and procedures; and ensure compliance to Tribal Employment Rights Office (TERO) laws. The Project Manager, Construction Management Team, and Contract Review Team, and Architect (A & E Firm) will oversee the process of advertising, securing bids, and contract preparation/negotiation for proposed contracted services. In conjunction with the A & E firm the Project Manager and Team will monitor activities of the contractors and any sub-contractors. The A & E firm and all contractors will be required to submit periodic reports to the Project Manager. The Project Manager and Accountant will supply required programmatic budgetary management of the project, including required fiscal reports. As the Project Manager, (b)(6) will be responsible for the day-to-day project activities. He will coordinate all phases of the project, ensuring timeliness, quality control, safety and fiscal accountability.

iv. How is success defined?

Success will be defined by meeting project milestones in a timely manner, resulting ultimately in the renovation of the MTH property. This facility will in turn expand the capacity of the Lac du Flambeau Tribe's HHS division to address public safety, reduce crime, and improve outcomes for residents of the Lac du Flambeau Reservation and surrounding communities. The measurable outputs of this project will be: the renovation of one MTH transitional living sober home; and, the creation of approximately 10 construction jobs.

10. Describe how evaluation, collaborative partnerships, or other methods will be used to leverage ongoing resources and facilitate a long-term strategy to sustain the project when the federal grant ends.

Feedback will be solicited at regular meetings of the groups/individuals listed in Section #7, above, to track progress on goals and objectives and adjust as necessary throughout the project period. The HHS department has engaged in forward-thinking strategic planning processes to ensure sustainability when this grant project period ends. An important part of the sustainability plan has been undertaken to incorporate facility licensing and billable options for reimbursement of services. The HHS has already initiated activities that would be considered billable services, and been involved in discussions with State of Wisconsin agencies to identify capacity for sustainable funding opportunities. We will look to expand and enhance communication with our local, tribal, state and federal justice system partners to leverage resources and share knowledge.

i. Describe any challenges you anticipate in sustaining the program beyond the grant funding.

As indicated below in Response #11, the Tribe has already identified avenues to supplement grant funding for renovation costs, and the Tribe has a solid sustainability plan.

As part of the HHS restructuring, sustainable funding for Tribal Human Services provision was defined as a priority for the Tribe. The Tribe has made great strides in 2014 in this area. The LDF Tribe is the first tribe in the State of Wisconsin to receive certification from the Wisconsin

Department of Health Services to begin providing and billing for Comprehensive Community Services (CCS) through Wisconsin Medicaid. What this means for the Family Services (FS) Department is that it can be reimbursed for expenses related to provision of case management services (in addition to billing for Targeted Case Management Services through Wisconsin Medicaid, which pays a much lower rate). This is a long term, sustainable funding source. The Department is in the process of making systemic changes to build capacity for this billing, such as transitioning to an Electronic Health Record system that will allow for 100% documentation of time. These are just a few of the examples where the Tribe has moved away from reactionary to visionary, creative, planned responses. “Sustainable programs” are two words that have not been synonymous for many clients, young and old, in Lac du Flambeau. In many ways, this has helped to create the feelings of mistrust for our client services population, as they could rely on a program that was often “here today, gone tomorrow”. These efforts support activities that help to create an infrastructure for long term program sustainability.

The Tribe has worked hard over the past year to build partnerships with the state across various systems, including the State Departments of Corrections, Children and Families, and Health Services. The Tribe engages in quarterly meetings and consultations with each of these Departments, in addition to participating in the Tribal and State Collaboration for Positive Change monthly meetings. The Tribe, through its partnership with the Vilas County Circuit Court, Wisconsin Department of Corrections and the State of Wisconsin Public Defender’s office, to collaborate on the Zaagiibagaa Healing to Wellness Court, has opened “doors” with the Wisconsin Department of Justice and the Substance Abuse and Mental Health Services Administration (SAMHSA), for technical assistance and program direction. While this technical support has helped the Tribe to address the organizational restructuring of its Human Services

programs, we are still in dire need of assistance in helping to assess and develop a functional tribal justice system that can keep up with these changes, and be able to meet the needs of a community that has previously express dissatisfaction. The work that the Tribe has done already to establish a process for planning and action, in coordination with local, state and federal partners, puts it in a better position to advocate for the necessary resources to make Lac du Flambeau a safer and healthier community.

- ii. If your tribe will be requesting Bureau of Indian Affairs (BIA) assistance to meet facility operations and maintenance needs, you should describe the request to BIA for staffing, operations, and maintenance of the proposed facility renovation. Applicants should describe the development of a renovation plan that explores correctional building options to ensure a cost-effective design.**

The development of the MTH transitional living sober home renovation plan was developed to provide additional space that would meet the maximum capacity requirements for state licensing. The intention was to provide a renovation design that the Tribe did not have the luxury to plan when it was first remodeled as part of a time-sensitive project. While we recognize that there is still a need to get this work done as expediently as possible, we also want to ensure that we make the necessary changes that won't have to be replicated in a couple of years due to poor planning.

- iii. If your tribe chooses to be responsible for the ongoing costs of facility operation and maintenance, you should state that commitment here.**

The Lac du Flambeau Tribe expects to be responsible for the ongoing costs of facility operations and maintenance.

11. Address the Tribe's need for financial assistance and the inability of the agency to implement the proposed plan without federal funding. This should be linked to the needs identified in the Tribal Narrative Profile.

The Lac du Flambeau Tribe's primary revenue source is generated through gaming dollars received through its Lake of the Torches Casino and Convention Center and Bingo operations. Revenues generated by the casino and bingo operation go directly to the Tribe's General Fund to benefit the economic and social development of the community. These funds support a

significant portion of the Tribe's 37 separate programs of the Tribe, in addition to grant funds and 638 Contract funds through the Bureau of Indian Affairs (BIA) and the Indian Health Service (IHS). The 638 Contracts allow these federal agencies to contract directly to the Tribe in lieu of providing these services directly to the Reservation.

The economy of northern Wisconsin, and specifically the Lac du Flambeau Tribe, is predicated on tourism. Due to a several factors outside the scope of control of the Tribe, such as higher gas prices across the State, below average weather conditions and shortened summer seasons, anticipated Casino revenues have declined over the last several years. As the revenue for the Tribe's General Fund has decreased, so has the ability to fund tribal programs at previous levels, or even at all in some instances. During this period of economic decline, the community level of need for additional services, especially in the areas of crime prevention, public safety, transitional housing and services for individuals and families impacted by alcohol, drug abuse, and domestic violence increases exponentially as community stressors rise. The Tribal Council, Administrator and Tribal programs have a long history of functioning in "crisis" mode; in order to effectively serve our community, and meet the multitude of demands that leadership is faced with the decision has been made to develop a "road-map" for strategic planning and action based on this planning process. Federal funding is a key step in providing the resources that we need to ensure that this process is done correctly, and can be used to make the necessary changes for it to work.

12. If you are requesting funding in multiple Purpose Areas, is the receipt of BJA Purpose Area #3 funding required for the implementation of any other purpose area being requested? If so, explain. Examples of this may be requesting an officer from BJA PA 3 and equipment for that officer from COPS PA 1.

Receipt of BJA Purpose Area #4 funding is not required for implementation of other Purpose Area requests; however, if funded, the renovation of the MTH transitional living sober home will certainly make the activities proposed in those Purpose Areas more effective.