

Narrative: Purpose Area #4 Narrative (15-page limit including template text)

- 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).**

Problem: The Prairie Island Indian Community (PIIC) is experience an increase in overcrowding in the use of its Public Safety Building (PSB) and a decline in our justice system cohesiveness.

The PSB is a one-story linear-style building approximately 5,000 square feet originally designed to house the Tribal Police Department. Since being constructed, the building is now home to the Tribal Police, Tribal Court, Tribal Fire Department, and soon to be the Tribal Community Services Officer/Probation Department. The Tribal Court is held in a small 275 square foot conference room that is share by all departments. When Tribal Court is held -which is often held 2 to 3 times a week – it has to be set up and taken down when the other Depts. need to use the room for training and meetings with other agencies. Because of this, we have to keep the court equipment portable and leaving audio cables exposed. There is a small 100 square foot waiting area for the public which is often crowded and people often have to wait outside. During the bitter cold winter months where temperatures drop below zero, people are forced to wait in their car with the engine running. Attorneys for the court clients have no place to meet so they meet in the lunch break room. This creates a security issues and gives easy access to the judge, the police, and the fire department. Therefore, an officer or other staff must monitor them during the meetings. This also jams up the use of the break room as some meetings can go for more than an hour. Additionally, it creates privacy and confidentiality issues especially with matters related to minors. Most disturbing is that often opposing parties are forced to wait in close quarters and are forced to interact so there is often disturbances and staff are again tasked to monitor them.

The Tribal Court was added to the PSB in 2014 to address community justice issues thus recognizing and asserting our Tribal sovereignty and jurisdiction within a Public Law 280 state. There now a constant stream of public activity. The Tribal Court's present docket consists of over child protection cases, alcohol/drug commitment proceedings, domestic relations cases, and civil matters including child support enforcement collections, name changes and other complicated civil matters involving breaches of contract and personal injury matters. Additional citations, issued by the Tribal Police, are heard by the court. From time to time additional court actions are taken in jury trials and Appellate Court hearings. Family Court cases currently dominate the Tribal Court system. Our Family Services Dept. staff often attend court hearings and spend a lot of time at the PSB; however, there is no space for them to have an office or to meet privately. Therefore, they meet in the break room as well. Currently, we are not able to see some cases in a timely manner due to space constraints and the lack of no dedicated court room with proper recording equipment. Some cases are pushed back for months. Also, our Family Services Dept. is located in the Tribal Administration office so there is a lot of going back and forth to the PSB, especially on Court days. This just adds frustration and stress on staff and clients already in stressfully situation. It also hinders the cohesiveness we seek to have with our Family Services Dept. and our other departments. Moreover, we have identified the need for a Community Services Officer/Probation Officer as a resource for The Tribal Court, Police Department, and Family Services. In our current situation, there are no options for any diversionary, probation, or community justice service programs. The tribe must rely on County and State probation and diversion programs, which means that the tribe loses jurisdiction. This inhibits Tribal Sovereignty and self-sufficiency, is the mission in placing all of the departments under one roof. We anticipate that the community would

benefit from this if we had a Community Services Officer/Probation Officer dedicated to as a tribal justice resource; however, we just don't have the space to house one in our already cramped PSB. Additionally, the Police Dept. has been experiencing a regularly increasing call volume for our small police force. With more arrests, we are bringing more criminals to the PSB. We are now faced with a broad range of public safety issues that compromise our ability to provide public safety services to citizens and non-citizens that are at our PSB. We anticipate this to continue over the next 5 years as more and more families are making our community their home. Finally, as result of Public Law 280, we do not receive Bureau of Indian Affairs (BIA) funding or any other funding from the federal or state to improve, enhance, or expand our PSB. In the development of this proposal, we identified several problematic areas related to PSB:

- 1.) The increase of the number of people coming to the PBS;
- 2.) A lack of private meeting space for lawyers with clients or family services staff with clients resulting in compromised privacy;
- 3.) Family Court cases currently dominate the Tribal Court system, especially child welfare cases, so too often opposing parties are forced to interact while waiting for their court hearing;
- 4.) Constantly converting the PSB conference room into the Tribal Court and back to a conferences room;
- 5.) Space needed for a dedicated community justice services/probation resource;
- 6.) An anticipated influx of approximately 80 more families in the next 5 years;
- 7.) The lack of funding to facilitate change and address identified problems.

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

Previous efforts include establishing the tribal police department in 2003 and budgeting for and hiring a Chief of Police. As the department developed, staff members began to build relationships with the Prairie Island Tribal Court, the Prairie Island Family Services Department, and the Prairie Island Education Department to help solidify working relationships that would assist each department in meeting the needs of the community. As part of that process, a Probation Officer

position was established in 2006. This position was created after we identified a lack of resources in dealing with both juvenile and adult cases that were handled in Tribal Court. This position was grant funded, and in 2008 when the grant ended, the position was not replaced. Some of the probation officers services were moved into family services and the police; however, most of the services were abandoned. In 2009 the community invested in a Public Safety Building with offices and garage space for police staff and vehicles. Since that time, Tribal Court operations have been moved into the Public Safety Building in an effort to create a more cohesive relationship between public safety and the courts. The move has created several challenges previously mentioned. To address these challenges, in 2014 representatives from the Police Department and Courts met with several stakeholders to identify problems within the community. Our goal was to brainstorm long and short term solutions to these problems. The stakeholders included The Tribal Judge, Tribal Elders, Tribal Council, Family Services Department, Education Department, Community Leaders, and a group of parents and mental health professionals addressing teen depression and suicide. Discussions revealed that there is a need for a multi-purpose justice center that would house all of our existing departments and create a more cohesive justice environment. Additionally, we agreed that there was a need for a Probation Officer as a resource for The Tribal Court, Police Department and Family Services. Also, we discussed that this new Justice Center should have a dedicated Tribal Court Room and offices for Family Service, Probation, and Court Client Privacy. With the help of Knutson Construction, a renowned company with extensive experience in building municipal building and who constructed our PSB, a design and construction estimate of more than 2 million was obtained. Neither the Tribe nor any federal agency had this much money available for a new facility, so secondary plans were designed for the expansion and renovation of the current PSB. We obtained a construction cost estimate from Knutson Construction for the secondary plans

(attached with this proposal). This was effective in getting us through the planning and design phase to address our stated problem.

2. 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 gaps in services that will be addressed with the proposed PSB renovation/expansion are that we do not have any diversionary, probation, or community justice services programs. We will have an office for a Community Justice Officer/Probation Officer. Like many small, rural tribes, our staff wear many hats in order to keep our labor cost down. They do an excellent job but they are stretched pretty thin. Our small police force of 9 handled approximately 4,000 calls last year. Our Tribal Court heard a little over 300 cases. Our Family Services assisted over 200 cases. All of these Depts. performed some form of probation service but many forms of this type of service is not provided. This is without a doubt one of our biggest gaps in service.

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

We identified the problem during the previously referenced meeting in 2014 when representatives from the Police Department and Courts met with several stakeholders to identify problems within the community. These discussions resulted in a recommendation to Tribal Council for a multi-purpose justice center that would house all of our existing departments and create a more cohesive justice environment. After the recommendation was made, Tribal Council made this a high priority matter and solidified the importance of addressing the need for a more cohesive justice environment through this grant funding with resolution # 15-02-11-23 attached with our proposal.

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

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With the proposed funds, our Tribe will begin the design, renovation and construction of an addition to the existing PSB. This will create a multi-purpose justice center that would house all of our existing departments and create a more cohesive justice environment. With our initial architectural drawing, we had a completed basic architectural drawing of the new addition to the existing PSB. The drawing addressed the issue we are facing:

- 1.) A much larger, dedicated tribal court room;
- 2.) A Community Services Officer/Probation Officer office space;
- 3.) A Family Services dept. Office space;
- 4.) A separation of space by secured doors for the police and the judge. With a more secured environment we will address public safety security issues by providing a separate and distinct areas for police, the judge, the court, the court clients, and the community;
- 5.) A new space for the Tribal Clerk, rooms for Clients of the Court and their lawyers for privacy. With rooms for the Clients of the Court and their lawyers we will address privacy and security issues we currently have;
- 6.) An expanded waiting areas to allow for more room for clients of the court.

With CTAS funding, we will house all of our justice department under one room and establish our Tribal Justice Center. This will help us create a more cohesive justice environment and will address the following problems: 1.) no space for a Probation Officer; 2.) no space for Family Service Staff; 3.) backed up court case loads; 4.) lack of security for Justice staff; 5.) lack of privacy for Court Clients; 6.) lack of sufficient room for Court Clients waiting for their court hearing.

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.

Goal: To create a more cohesive justice environment.

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Objectives: To build a multi-purpose justice center that would house all of our existing justice services departments.

Specific Tasks and Activities:

Upon acceptance of the award, the Tribal Engineer, working with Chief of Police and Tribal Council, will create an open bid announcement for the new Multi-Purpose Justice Center. The open bid process will follow our Tribe's adopted Procurement Policy that is incorporated into our Accounting Manual and meets the requirements of 24 CFR, part 85 and Part 1003. This process assures that supplies, services, and construction are procured efficiently, effectively, and at the most favorable prices available to the Tribe while assuring that our Tribe's purchasing actions are in full compliance with applicable federal standards and regulations. Before reviewing a contract, we will review the proposed contractor's ability to perform the contract successfully, consider the contractor's integrity and compliance with public policy, record of past performance, financial, administrative and technical capacity to perform work of the size and scope involved under the contract.

Upon awarding the bid, the construction to renovate and expand the existing PSB will begin with a new architectural design. This will include a new tribal court room, offices for a CSO/Probation Officer and a Family Services Staff, new offices for the Judge and Tribal Court Clerk, privacy rooms for Clients of the Court, a much bigger waiting area for the court clients, and secured doors to limit access to the public. The new designs will be completed, reviewed, and approved by all necessary parties within 60 days of the awarded contract. After the designs are approved a construction schedule will be develop and approved. Afterwards, a NEPA survey and any other necessary surveys, such as topography and utility, will be completed. The proposed start of construction will be, weather permitting, within the third quarter of the first program year of the project. Soils investigation and reports will be conducted at the beginning of the renovation with periodic investigations and reports during the renovation. The building permit will be obtained and site-work will be performed. Before we begin construction, we will have a ground breaking ceremony and a buffalo heart will be buried under in the ground where the new Tribal Court will be. This will be done according to Dakota tradition. General construction work will then begin include new plumbing, added HVAC, secure doors, windows, new offices, and new court space. Fire protection work for the new addition will start simultaneous with general construction.

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Electrical and Information Technology will provide network connection for new spaces, installation of pass-key system for secured areas, and new security cameras. Weekly inspections will be ongoing through the construction process. Final interior finishes and any final construction will continue until complete. Final inspection and close out paperwork with the construction company will conclude the construction phase. By the end of the 11 month project, all construction will be complete. We will purchase new furniture and move in existing furniture as well. The Justice Services Staff will begin to move into their new offices. We will conclude the project with a ribbon-cutting ceremony and dedication. If any unforeseen barrier(s) should delay the proposed construction, the Tribe will immediately notify the Grantor to address the barriers(s).

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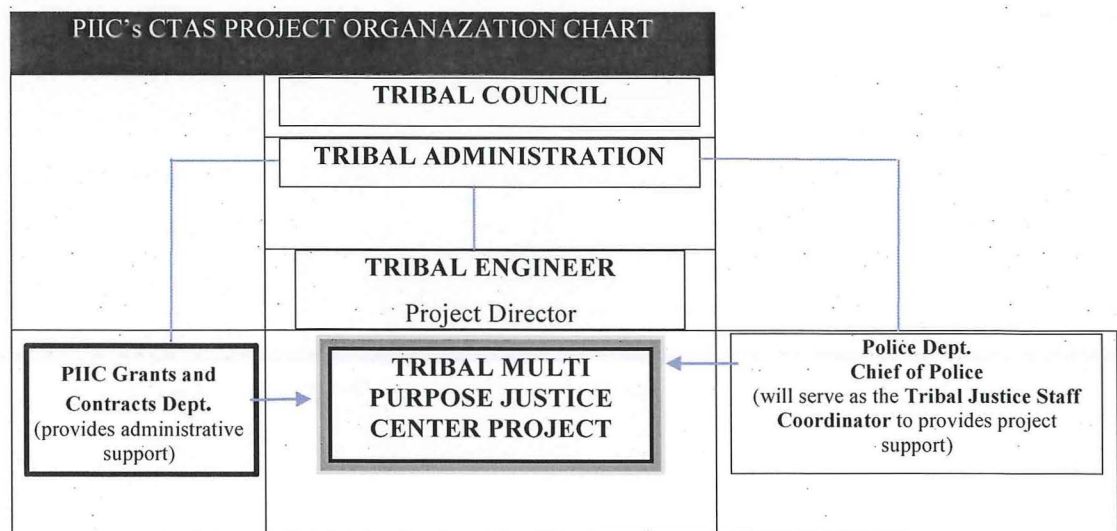
To accomplish our stated goals and objectives, we have developed a detailed implementation plan with project objective activities detailed as follows in our Tribal Multi-Purpose Justice Center Project Timeline:

TASK	ACTIVITY	RESPONSIBLE PERSON Tribal Council = TC Tribal Engineer = TE Chief of Police = COP Grants Coordinator = GC Contractor = C	TIMELINE Measured in Months = M
CTAS Award Acceptance	Submit CTAS Award Acceptance Documents	TC, GC	M1
Post Award Training Regional Training	Attend post award training, 2 staff Regional award training, 2 staff	TE, GC TE, GC	Training TBD by Grantor
Award Open Construction Bid	Create Bid Package Publish Bid Award Bid	TC, TE, COP TE, TC	M1-2
New Construction Designs Approved	Create New Designs Approved New Designs Building Permit	C, TE, COP TC C	M3-M4 for all activities
Construction Schedule Approved	Create Construction Schedule Approve Construction Schedule	C, TE TC	M4
Complete Surveys	NEPA Survey Topography and Utility Surveys Soils Investigation	C, TE C, TE C, TE	M5-M6 For all activities
Construction Begins	Ground breaking ceremony Site-work Renovation Square Footage Addition PSB Sign Change to Multi-Purpose Tribal Justice Center Weekly Inspections	TC C, TE C, TE C, TE C, TE, COP C, TE, COP C, TE, TC, COP, TC	M 7 – 10 for all activities
Construction Completed	Final Inspection Paperwork Close Out	C, TE, TC, COP C, TE, TC	M10 M10
Justice Services Dept.'s Moved in.	Purchase furniture; move in furniture Family Services Office Set Up / in place Probation Office Set Up / In place Court Permanently Relocated Court Clerk Office Set up / In place Clients of the Court space set up/ in place	COP, C COP, Family Service Staff COP, Probation Staff COP, Tribal Court Staff COP, Tribal Court Staff COP, Tribal Court Staff	M11 for all activities
Ribbon Cutting Ceremony and Dedication	Announce Ribbon Cutting to all stakeholders Conduct Ribbon Cutting and Dedication Ceremony	TC TC, TE, COP	M11 M12
Project Reporting and Close Out	Quarterly Reporting Project Close Out	TE, GC GC	Quarterly 90 Days after M12

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.

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The project will be supervised by the Tribal Engineer who will serve as the Project Director. The Tribal Engineer is supervised by the Tribal Administration Department who reports directly to Tribal Council. The Tribal Engineer has 20 years of municipal and tribal construction project experience and will oversee the details of the construction phase. The Justice Services Staff will provide any needed support which will be coordinated by Chief of Police, a 20 plus year public safety veteran who also has over 10 years of experience in the justice system and with managing grant funded projects. He also was instrumental in the development and construction of the PSB. The Tribal Grants and Contracts Coordinator has over 20 years of working with federal grants and will oversee the grant reporting and allowable cost aspects of the project. Most importantly, the Tribal Council has over 50 years of history with numerous municipal construction projects as they have developed our tribal infrastructure. Some of the Tribal Council members are retired HVAC contractors and General Contractors as well. They will have overall oversight and approval of the project. See below ORGANIZATIONAL CHART.



The PIIC has successfully administered Federal and State grant-funded programs for over twenty-years. PIIC is experienced in all aspects of federal grant administration, including Receipt and Disbursement of Grant Funds, Financial Reporting, and Programmatic Reporting. Additionally,

PIIC's Financial Management and Grant Management System, which conforms to generally accepted accounting principles, has been certified by auditors, and are more than adequate for grants and contract managements. All grants are administered by our Grants and Contracts Department under the direction of an experienced Grants and Contracts Compliance Manager. We will apply the same successful accounting systems and grant/contract management to our CTAS project.

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.

In 2008 and 2013 respectively, we have received funding for a Tribal Youth Program and a Tribal Court Enhancement. With this funding we developed new tribal court ordinances and policies that address probation, truancy, and other family court issues. This will complement with this proposal and allow us to quickly move forward with tribal youth, probation, and other court matters now that they are in place. Other related tribal initiatives that complement our proposed project include the 2005 tribal council resolution # 05-10-12-149 which exercised tribal council authority to protect and preserve the community through collaboration with the U.S. Department of Justice. The Tribal Elders have also recently launched an initiative to address problems with meth, heroin, and prescription drug abuse within the community and to identify solutions.

a. Partnerships: Our tribal justice system will be greatly enhanced by establishing a better collaborative effort between the community members, our Community Police Department, our Tribal Court, Tribal Family Services, our new Probation Dept. and neighboring agencies including the City of Red Wing, the City of Hastings, Goodhue and Dakota County. These partnerships will enhance the tribal justice cohesiveness we are striving to accomplish. Additionally, establishing space for a probation dept. will help to establish criminal justice collaborations which used to exist but no longer do. It will allow us to better define other concerns within the community, as well as

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allowing us to start building a stronger relationship with the tribal Elders and other community leaders. Also, PIIC's staff will form a new justice services team and begin implementing a Community Services Officer/Probation Department. As we implement our project and develop new partnerships, we anticipate that we will start mending fences in the community and develop new community justice relationships with that have been historically fractured.

b. Partnerships' Role: our partners will serve as a leveraged resource for our community. This is detailed as follows:

- Outside local agencies (e.g. City of Red Wing, City of Hastings, St. Paul, Minneapolis Police Dept., Goodhue County Sheriff's Dept. and Court, Dakota County Sheriff's Dept. and Court): With a stronger, more cohesive tribal justice system, will begin to more effectively address boundary issues between these law enforcement agencies and the court system and streamline the arrest, to court, to probation process;
- Tribal Elders and Community Leaders: this partnership will help us to define other concerns within the community and foster solutions, and increase community trust in the tribal justice system;
- The PIIC Staff: The Tribal Engineer will serve as the Project Director during the course of the project. The Grants Coordinator will assist with reporting, data collection, evaluation, and monitoring the budget to ensure all costs are allowable, approved, and that the project is on schedule. The Chief of Police will coordinate justice services staff which includes our Family Services Dept., the Tribal Court and the new Community Services Officer/Probation Dept. during the project to ensure cohesiveness as they migrate to being housed all under one roof.. The Tribal Council will be involved with and approve all aspects of the project.

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? We will measure the impact of our new multi-purpose justice center building upon our identified problems. This will include, but not limited to: construction contracts, schedules, surveys, invoices, inspections reports, the number of new probation programs and services offered, the number of court cases processed in a timely manner, measures of justice staff

reporting an increase in cohesiveness and efficiencies, and the number of court clients reporting an increase in efficiencies. The final measure will be the ability to house all of our justice departments in one building and justice staff and court clients reporting an increase in tribal justice cohesiveness.

ii.) How will data be collected? We will gather data quarterly and annually from construction contracts, schedules, surveys, invoices, and inspections reports. We will look at such things as, but not limited to, the number of new justice dept. offices, the number of total justice staff that are housed in the new building, the length of time from new court case filing to hearings, the number of added square feet for the tribal court and clients of the court, and the number of probation programs and services. Additionally, we will perform justice staff and court client surveys to gauge our justice staff's perception of tribal justice cohesiveness and efficiencies.

iii.) Who is responsible for collecting the data? The data will be collected by the tribe's Grants Coordinator and supported by the Project Manager/Chief of Police.

iv.) How is success defined? The definition of success for our project will include, but not limited to: passing inspections of completed construction and the establishment of a multi-purpose justice center; increased office space for justice staff, a dedicated space for the tribal court; new Community Services Officer/Probation Dept. space; and increased space for clients of the court. Additionally, success will be defined as an increased in tribal justice services cohesiveness and efficiencies.

10. Describe how evaluations, 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.

In order to facilitate long-term sustainability, we will collaborate with our Finance Dept. to implement cost adjustments to allow for the funding of the anticipated increase in utility, maintenance, and insurance cost by utilizing each justice department's general budget. As we see the actual cost

increases, we will leverage our general budgets to meet these cost with cost adjustment to other line items. Additionally, if cost adjustments are not enough, we plan to collaborate with the Tribal Court to increase court fines to offset needed revenues to sustain the project.

i.) Describe any challenges you anticipate in sustaining the program beyond the grant funding: The primary challenge we anticipate is a potential sluggish economy and continued recession. This could affect tribal revenues used to fund the expected increase in overhead of our new multi-purpose tribal justice building. We have no control over this economic elasticity and will have to gauge each year and apply the appropriate cost adjustments, spending controls, and other budget controls to sustain our critical justice service departments. We have no control over this economic elasticity and will have to gauge each year and apply the appropriate cost adjustments and/or increased traffic fines.

ii.) This is not applicable as we are in a Public Law 280 State and the Bureau of Indian Affairs does not fund our tribal justice efforts.

iii.) Our Tribal Council has committed to be responsible for the ongoing cost of our multi-purpose justice center building.

11. Address the Tribe's need for financial assistance and the inability of the agency to implement the proposed plan without federal funding.

Our need for financial assistance and our inability to implement our project without federal funding stem from a combination of factors. First of all, we are prohibited from federal funding that many other tribes have access to because we are in a Public Law 280 (PL280) state. Because we are in a PL 280 state, we have NEVER been provided B.I.A. funding for law enforcement or justice activities or personnel. Our last petition for funding from the B.I.A. was denied. According to Mr. Christopher B. Chaney, Deputy Bureau Director, Office of Law Enforcement Services of the U.S. Bureau of Indian Affairs (B.I.A.), the B.I.A. has no resources or funding to dedicate to our community due to PL280 and the extension of State law enforcement jurisdiction (see attached letter from Director Chaney of the Bureau of Indian Affairs). Additionally, despite the PL280 State

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law enforcement jurisdiction, we ironically do not receive State funding. We have repeatedly turned to our Senator and Congressman for funding assistance. Our last attempt, in early 2011, was not successful. We were visited by Senator Franken's Southern Field Representative Nat Arch, and provided only a print out of a web-site press release that announced Sen. Al Franken's office would not be able to submit request for funds on behalf his constituents after Senate Appropriations Committee Chairman Sen. Daniel Inouye said that the committee would not be accepting any requests for earmarks (see attached). Fortunately, we have been successful at obtaining some grant funding from the Dept. of Justice restricted to community policing. However, there are no guarantees that this funding will continue especially since President Obama issued a 2013 sequestration order canceling approximately \$85 billion in budgetary resources across the Federal Government. Our plan is to build up our tribal justice capacity as much as possible before federal funding is reduced or eliminated. Also, the reality that smaller communities lack resources to adequately address conservation and remote land access issues, and the high cost/overhead running a tribal government and larger labor intensive tourism business. Furthermore, we have been making adjustments to our general budgets, cutting other tribal services, to allow for funding of our justice system. However, our need for justice services is growing faster than we currently have resources for.

12. If you are requesting funding in multiple Purpose Areas, is the receipt of COPS Purpose Area #1 funding directly related to the implementation of any other Purpose Area being requested? If so, explain.

The receipt of Purpose Area #4 funding is NOT at all directly related to the implementation of any other Purpose Area funding.